

# SKAGWAY COASTAL MANAGEMENT PROGRAM

CONCEPT APPROVAL  
DRAFT

prepared by



COMMUNITY AND SYSTEMS ANALYSIS  
5180 Northeast Sullivan Road  
Bainbridge Island, Washington 98110

September 1982

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**CASA**

**Community and Systems Analysis**

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September 20, 1982

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Dear Bob,

Dear Neil,

Here is the Concept Approval Draft of the Skagway Coastal Management Program. This document includes the changes requested by reviewers of the Public Hearing Draft. It was conceptually approved by resolution of the Skagway City Council at their meeting on September 16, 1982.

Sincerely,

*Stephen R. Wells*

Stephen R. Wells  
Partner

SRW: bms

**SKAGWAY  
COASTAL MANAGEMENT  
PROGRAM**

**CONCEPT APPROVAL  
DRAFT**

U.S. DEPARTMENT OF COMMERCE NOAA  
COASTAL SERVICES CENTER  
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# INTRODUCTION

## The Purpose of the SCMP

The Skagway Coastal Management Program is intended to be a wedding of local concerns and state standards. The final document should reflect, as much as is feasible, the preferences, issues and direction of the community.

More specifically, the Skagway Coastal Management Program (SCMP) is designed to comply with the regulations of the Alaska Coastal Management Act instituted in 1977. It intends to assure some balance among the competing uses of vital coastal areas. With an effective coastal management program, commercial and industrial development can continue to expand with minimum damage to the natural resource base.

The SCMP accomplishes this goal through the following measures:

1. The SCMP sets forth enforceable policies and rules addressed to development of the Skagway district. That district includes the land area below the 3000 feet contour line within the Skagway City Limits. This area is determined to be the area that directly and indirectly influences the coastline. The port and harbor sector of this zone stands as the most intensively used area and certainly the most crucial resource within the district.

The SCMP policies and rules do not create new laws or authorities. They merely coordinate and implement existing local, state and federal regulations. The provisions of the district's program address local issues by applying existing statutes to Skagway's needs. In this sense, the document streamlines the present bureaucracy instead of complicating it.

2. The SCMP exerts local influence at the state and federal levels. The district determines whether any applications for state or federal leasing, permitting, or granting are consistent with the SCMP. Then state and federal officials must give "great weight" to the recommendations from Skagway. That is, the burden of proof is on the extralocal agency to demonstrate that a contrary ruling is warranted. The district can, for instance, find an application for a Corps of Engineers dredging permit to be consistent with the SCMP. This positive support will help facilitate the granting of the permit.

The SCMP will also be implemented through local review of applications for building permits and historic district certificates of approval. Each applicant is asked to provide sufficient information so that the city can determine if the proposed action will be consistent with the SCMP.

3. The SCMP designates AMSA's (Areas Meriting Special Attention), a particularly crucial sector of the coastal area. Special grant money allocated by the state is available to develop or protect these areas for public use. Skagway has already received assistance in the construction of Pullen Creek Shoreline Park. This SCMP proposes designating Yakutania Point, also, as an AMSA.

The SCMP accomplishes several other important functions in the process of offering a management program. First, it presents to state and federal agencies an overview of the resources, issues, and direction of the Skagway district, and the residents' concerns and preferences for development. Second, the SCMP serves as a guide to prospective commercial or industrial developers. Its assessment clearly outlines what developers can expect from the district, and because of the "great weight" provisions of the Alaska Coastal Management Program, the SCMP can be used to help promote projects which are found to be consistent with the local program, projects like the proposed West Creek hydroelectric dam.

Third, the SCMP can serve as a more general planning tool for the local district. The document can be particularly useful in this regard, since there is no full-time planning staff in the district. Furthermore, the SCMP assessment of the district offers a handy compilation of background information that might help orient new Council members, city staff or other community leaders.

## **The District As A System**

The Skagway Coastal Management Program is founded on the concept of a "system." Within each district there are given resources that combine to mutually support each other. Rather than stand separately, resources and resource uses interrelate, combining together to form subsystems that work interdependently to form the district system. What happens, then, to one resource in the system affects the whole system.

This systems perspective has significant implications for planning. Frequently, planning addresses one resource base or subsystem, sometimes at the expense of the whole. It would be like replacing the spark plugs (the resources) of a V-8 engine (the district system) without adjusting the timing as well. Coastal Management endeavors, therefore, to appraise the district as a whole and establish guidelines that maintain a balance between the resources and their uses.

Coastal Management, in this way, is an advanced form of planning. Its guidelines, moreover, go beyond Title 95 (planning and zoning) because they are not only binding at the local level and state level, but also the federal level — a feature not available in other planning programs.

Part I of this Skagway Coastal Management Program analyses the Skagway district as a whole system (see Figure 1). It first makes an inventory of the district's natural and cultural resources which are its component parts. It catalogues the combination of natural resources into various ecosystems (ocean, freshwater, and land based) and how the cultural resources (the economic, social and historical aspects) combine to form three major economic subsystems: transshipment, tourism and town services. This inventory appears in Chapters 1 and 2.

Chapter 3 outlines how both the ecosystems and cultural subsystems interrelate to form a district system. The present status of this system is discussed in terms of the current land use in the community. The future status of the district is then considered in a section on "impacts." Given an understanding of the system and of how it works, it is possible to anticipate the "outcome" of new "inputs." The main inputs into the district are the amount of ore freight, the numbers of tourists, and the advent of development projects. A decrease or an increase in these variables could result in either a "no growth," "expansion," or "boom" condition in the district. The character of each of these scenarios is discussed, and prospects for achieving the preferable state of expansion are then set forth.

Chapter 4 draws from the preceding chapters issues surrounding four principal coastal resources in the district and offers goals and objectives to help address them. This outline serves not only as a planning guide but also as the foundation for the subsequent management program.

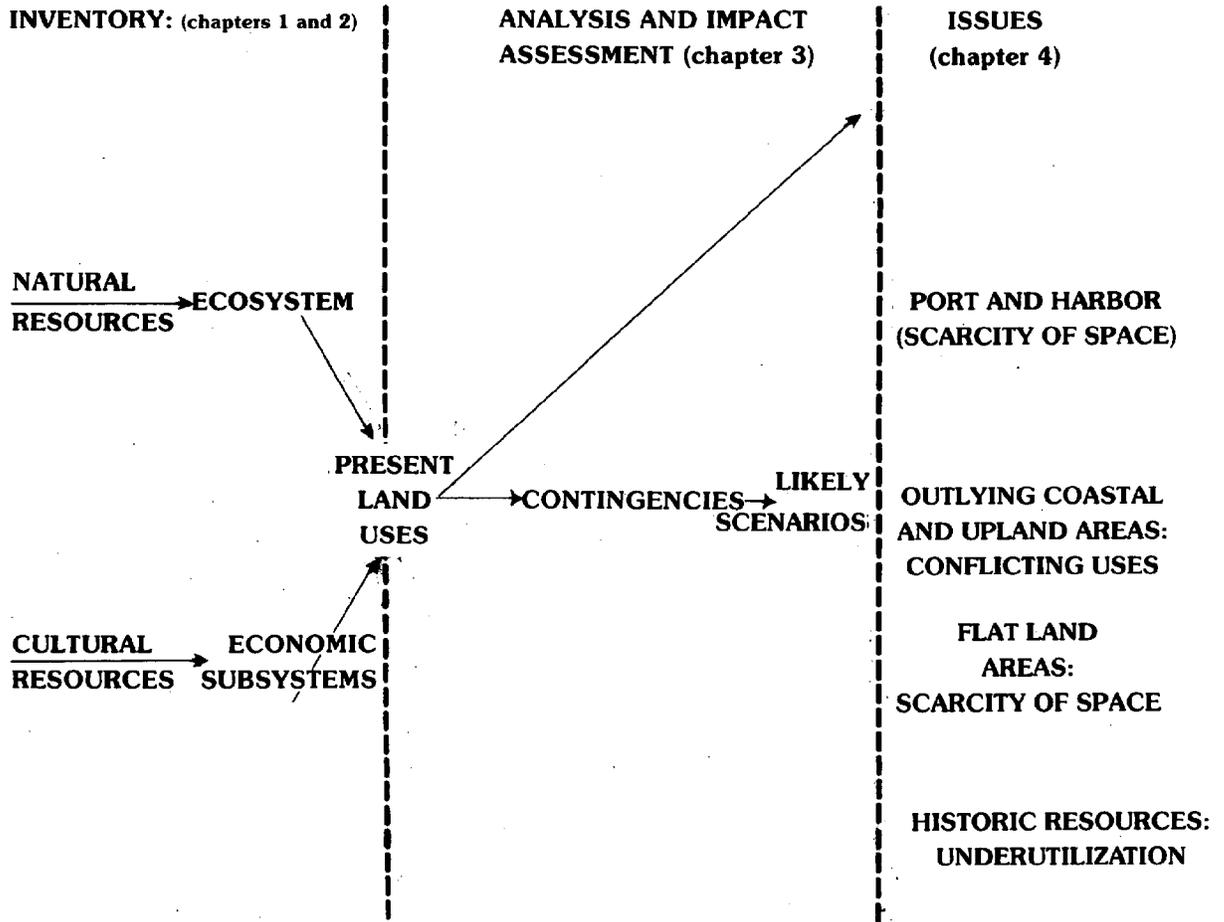
Part II contains the actual management program for the Skagway district, the mechanisms for fine tuning the system, so to speak. Chapter 5 reviews "the uses of state concern." These are potential activities within a district like fishing, timber harvest, or energy production, for which the state has outlined specific standards. The boundaries of the Skagway district are outlined next in Chapter 6. The uses and activities within this district which are subject to the SCMP are identified in Chapter 7.

Chapter 8 presents and explains the enforceable policies and rules for the Skagway district. These guidelines, condensed in the codification section of the appendix, offer a management guide merging the standards set forth by the state with local interests, resources, and conditions. In Chapter 9, a proposal to designate and develop Yakutania Point as an AMSA appears. Lastly, the means for implementing this program and enforcing it are established.

## **Possible Applications**

Within the last year, two major development projects appeared imminent. A hydro-electric dam was being considered for the West Creek area of the district, and the ANGTS pipeline was planned along the Alcan Highway. Both these short-term construction projects were expected to converge on the community about the same time, bringing particularly heavy transshipment activity to the waterfront. An effective Coastal Management Program would have been especially helpful in facilitating and monitoring these developments.

**FIGURE 1  
ASSESSMENT OF THE SKAGWAY DISTRICT SYSTEM**



**CASA**

Presently, financing problems have made both of these projects less likely. Furthermore, a shutdown of mines in the Yukon has slowed the shipment of ore freight and threatened the viability of the railroad. The volatile nature of the world economy, however, could turn around the economic prospects of Skagway and of the Yukon. Therefore, this SCMP is designed to help the district anticipate change in either direction and assure proper use of its natural and cultural resources. Its provisions for "management" can help Skagway move toward long-term stability.

### **SCMP Amendments**

This SCMP is an amended version of the initial SCMP adopted and approved in 1980. The initial SCMP, written by Environmental Services, Ltd., was among the earliest of the district programs, and it compiled valuable information. Much of ESL's work has been retained in this document. In particular, chapters 1, 5 through 7, and several figures have been retained with minor modifications, if any.

However, since 1980 both state and local experience with coastal management programming has evolved, and opportunities to improve the Skagway Coastal Management Program have become more and more apparent. The amendments made in this second edition:

1. revise and up-date the inventory of cultural resources in the Skagway district (Chapter 2);
2. re-assess the social and economic impacts of potential large development projects on Skagway (Chapter 3);
3. revise and specify more clearly the coastal management issues, goals, and objectives of the Skagway district (Chapter 4);
4. improve the organization of the coastal management policies and rules of the Skagway district (Chapter 8);
5. designate the city park at Yakutania Point an Area Meriting Special Attention (Chapter 9);
6. identify and establish the district organization, methods and authorities, consistency review processes and procedures, field checks and enforcement policies, forms and procedures for district coastal management program implementation (Chapter 10 and Appendix C);
7. propose a codification of Title 26 of the Skagway City Code (Appendix A); and,
8. enable efficient access to specific district coastal management policies and rules by including an index to relevant keywords.

These amendments reflect the continuous participation of the people of Skagway in the planning process during the six months that the coastal program coordinators were in residence. This process is described in detail in Appendix B.

This current document, therefore, benefits from the advances made by others in the relatively new venture of coastal management in updating and revising the original Skagway program. The final outcome is a program that ideally is more workable, less imposing and more representative.

## ACKNOWLEDGEMENTS

This significantly amended version of the Skagway Coastal Management Program was written by Steve Wells and Ed Gondolf. While their role as Coastal Program Coordinators for the city of Skagway was central, they benefitted tremendously from the help of many others.

Skagway's City Manager, Skip Elliott, shared his experience and insight into the community with generosity and abundant good humor. His keen eye for detail and skill in communicating greatly improved this document.

Mayor Bob Messegee consistently presided over Council meetings with equanimity and grace, and his presence at crucial meetings and hearings lent the planning efforts much needed authority.

Council Member John McDermott supervised this project as Chairman of the Civic Affairs Committee of the Council. His extensive experience with coastal management and clear understanding of what could be accomplished gave needed direction to the project.

Bob Ward, Director of Tourism for Skagway, shared his broad perspective on Alaskan development and hopes for Skagway's future with consistently insightful, thoughtful and constructive critiques.

Lorene Gordon, Beryl Hosford and Cheryl Putnam shared their typewriters, telephones and vast expertise. The project benefitted very much from their professionalism and competence.

Jacquie Hayes typed the manuscript and entered the many editorial changes that were made in successive drafts. That she could decipher the original copy is cause for wonderment.

Many others played crucial roles in the production of this document. Most were residents of Skagway who gave generously of their time in the peak of the tourist season. Others were in agency support roles in Juneau. We benefitted personally and professionally from our contact with these people and are pleased to think that their use of the SCMP will contribute to the realization of their goals and objectives.

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# CHAPTER ONE: NATURAL RESOURCES INVENTORY

## INTRODUCTION

Before a district can begin to manage its coastal zone, it must learn as much as it can about the local resources—what they are, where they are situated, how they interrelate. This chapter (originally written by ESL) presents the first of two resource inventories of the Skagway district. It inventories the natural resources: topography, geology, climate, water systems, vegetation, and habitats in the Skagway district (as specified in 6 AAC 85.050). The second chapter inventories cultural (social, economic and historic) resources. This information offers a basis for further analysis of the district, identification of its issues, and the development of a management program.

The various natural resources interconnect to form life supporting ecosystems. This natural resource inventory considers Skagway's natural resource base and the overlapping ecosystems they form; particularly the marine life, fresh water life, upland habitat and wildlife, and physical geology and hazards.

The narrative summarizes a variety of resource studies of the area including the following:

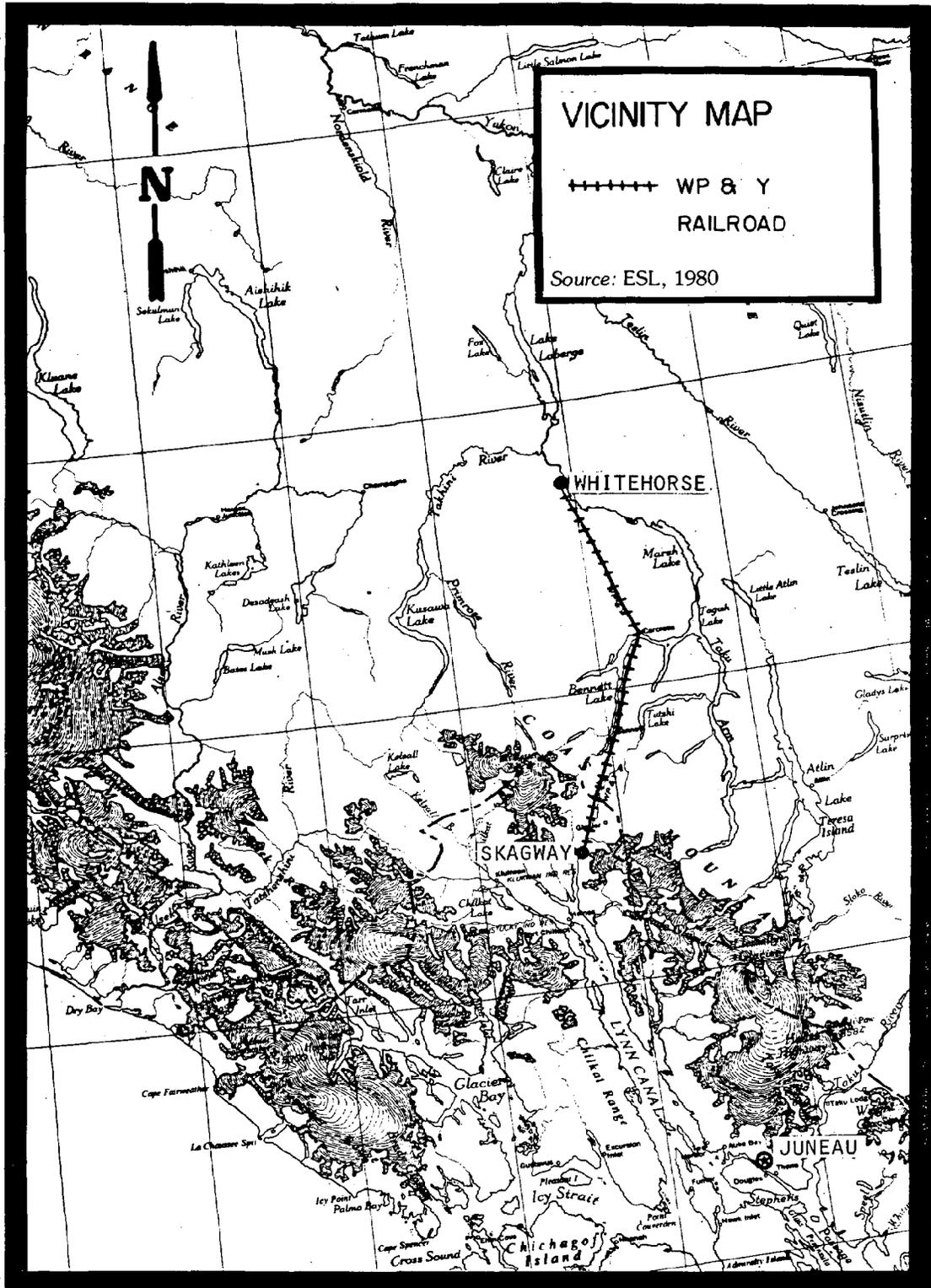
- Alaskan Wildlife and Habitat, (Vol I & II), 1978;*
- Alaska's Wildlife Management Plans, Southeastern Alaska, 1977;*
- The Catalog of Waters Important for Spawning and Migration of Anadromous Fishes, 1975;*
- The Haines-Skagway Area Landuse Planning Study, 1979;*
- A Preliminary Transportation Plan for Southeastern Alaska, 1970;*
- A Review of the Sport Fishing Waters of the Skagway Area With Recommendations for Future Research and Management, 1978;*
- Skagway Area Wide Comprehensive Plan For Water Quality Management, 1972;*
- Timber Supply and Use in the Haines and Skagway Area, 1976;*
- A Fish and Wildlife Resource Inventory of Southeastern Alaska, (Vol I & II), 1977;*
- Reconnaissance Engineering Geology of the Skagway Area With Emphasis on Evaluation of Earthquake and Other Geological Hazards, 1972;*
- Skagway Navigation and Flood Control, 1974;*
- Lynn Canal Resource Assessment, 1974.*

Skagway's natural resource base is remarkably simple compared to the complexities of other districts in southeast Alaska. As the available sources indicate, the prime resources of the Skagway district are derived from its geography (see Figure 2). The district's center piece is a deep-water, ice-free port and harbor area. Two major rivers, the Skagway and Taiya, cut through the district but hold limited fish populations. Strong wind and water currents help to maintain high levels of air and water quality. Nonetheless, Skagway's resource base remains limited and in need of continued management. Its vital harbor, flat land and historic structures, in particular, deserve careful development and monitoring to realize the balance which is the purpose of coastal management.

## COASTAL HABITATS

The standards and guidelines of the Alaska Coastal Management Program (ACMP) include standards for the management of coastal habitats (6 AAC 80.130). Habitats in the Skagway coastal area subject to the ACMP include estuaries and offshore areas, wetlands and tideflats, rivers, streams, lakes and important upland habitats. These habitats are briefly described below and identified in Figures 2 and 3. The Marine Life, Fisheries, Vegetation and Wildlife sections of the Natural Resource Inventory contain more detailed descriptions of the flora and fauna of the Skagway area.

FIGURE 2: VICINITY MAP



### **Estuaries and Offshore Areas**

To a large degree, estuaries and offshore areas in the Skagway area overlap. The ACMP standards give definitions of each of these habitat types, along with specific habitat maintenance standards.

An estuary is defined as "a semiclosed coastal body of water within which seawater is measurably diluted with freshwater from land drainage." Offshore areas are "submerged lands and waters seaward of the coastline." By these definitions, all of Taiya Inlet is estuary and offshore area. The mixing of freshwater and its suspended sediments and nutrients with saltwater by wind, water currents and tides usually creates a productive estuary environment; however, relative to the rest of Lynn Canal, Taiya Inlet is not very productive. This is due to the high volume of freshwater and silt and the deep, steep-sided nature of Taiya Inlet. Furthermore, the majority of the freshwater comes from the Chilkoot, Chilkat and Katzehin Rivers to the south. Taiya Inlet does provide habitat for marine fish and shellfish, acts as a migratory pathway for anadromous fish, staging area for waterfowl and seabirds and occasionally attracts marine mammals.

### **Wetlands and Tideflats**

The majority of this habitat type in the Skagway area is occupied by tideflats, which are predominately unvegetated areas alternately exposed and inundated by the falling and rising of the tide. The largest tideflats occur at the mouths of the Taiya and Skagway Rivers, with smaller tideflats at the mouths of smaller creeks and the heads of small coves. Tideflats provide habitat for shellfish and other invertebrates and are used by waterfowl and shorebirds at low tides. Wetlands are vegetated areas inundated by salt or fresh water with a frequency sufficient to support hydrophytic plants (species which grow in water or require saturated soil conditions for growth and reproduction).

Wetlands include saltwater marshes, swamps, bogs and similar areas such as sloughs and shallow ponds. The only extensive wetlands in the Skagway area occur along the lower reaches of Taiya River below West Creek. Small, isolated saltwater wetlands are found in association with tideflats in the few sheltered bays of Taiya Inlet. Small freshwater wetlands occur along the Skagway River or as isolated bogs and shallow ponds on topographic benches, such as the area between Lower Dewey Lake and Icy Lake.

Wetlands and tideflats help establish drainage characteristics, sedimentation and current patterns, salinity gradients and flushing characteristics, serve as valuable storage areas for storm and flood waters and help shield upland areas from wave action, erosion or storm surge damage. Within wetlands and tideflats, organic material is decomposed, providing bacterially-enriched detritus (nutrients) to marine and aquatic food chains. The wetlands along the Taiya River are part of an aquatic/ riparian/ floodplain forest habitat complex important to waterfowl, bear and small furbearers.

### **Rivers, Streams and Lakes**

All freshwater bodies contained within the Skagway coastal management boundary (see Figure 19) are included in this habitat type. The glacially-fed Taiya and Skagway Rivers are the primary drainages. Lower Dewey Lake and other smaller lakes within the coastal spruce/hemlock forest are also components. Rivers, streams and lakes of the Skagway area provide habitat for fish and wildlife and a limited local water supply for domestic use, fire protection and power generation.

### **Important Upland Habitat**

This habitat type has not been defined by the Alaska Coastal Policy Council. This habitat type has been defined in areas subject to Skagway's coastal management plan to include:

1. All important upland habitats identified by the Alaska Department of Fish and Game (see Figures 3, 4 & 8).
2. An area two hundred feet (200') on either side of the banks of any freshwater system.
3. Coastal forest and brush communities up to the two hundred foot (200') elevation contour.

Upland habitats provide areas for reproduction, rearing, forage and shelter for many terrestrial mammals and upland birds. Besides providing important habitat in themselves, upland habitats protect streams, marine waters and downslope developments from excessive runoff, erosion, winds and avalanches and help to maintain the visual continuity of shorelines. Improper use of these uplands would adversely impact important upland wildlife and might affect lowland aquatic and marine life, including sportfish stocks, water supplies, downslope residences and developments, and recreation and tourist values. Important upland habitat should be viewed as a flexible management zone that will allow developments compatible with resource management concerns.

Designation of the study area into these coastal habitat types does not preclude resource utilization or development such as road or residential construction. Rather, developments must recognize the biological, physical and economic value of these habitats and plan accordingly. Human developments and activities occurring within the coastal zone and its delineated habitats must plan for the maintenance or enhancement of the habitats.

## **PHYSICAL OCEANOGRAPHY**

The following summary of physical oceanography is based on information taken from the National Marine Fisheries Service *Lynn Canal Resource Assessment* (1974).

Skagway is located near the head of Taiya Inlet, an estuarine branch of Lynn Canal. A sill, eighty meters beneath the surface, forms the southern end of the basin in Taiya Inlet. Depths average around 125 fathoms (750 feet) in Lynn Canal and gradually deepen to 350 fathoms (2,100 feet) at its mouth.

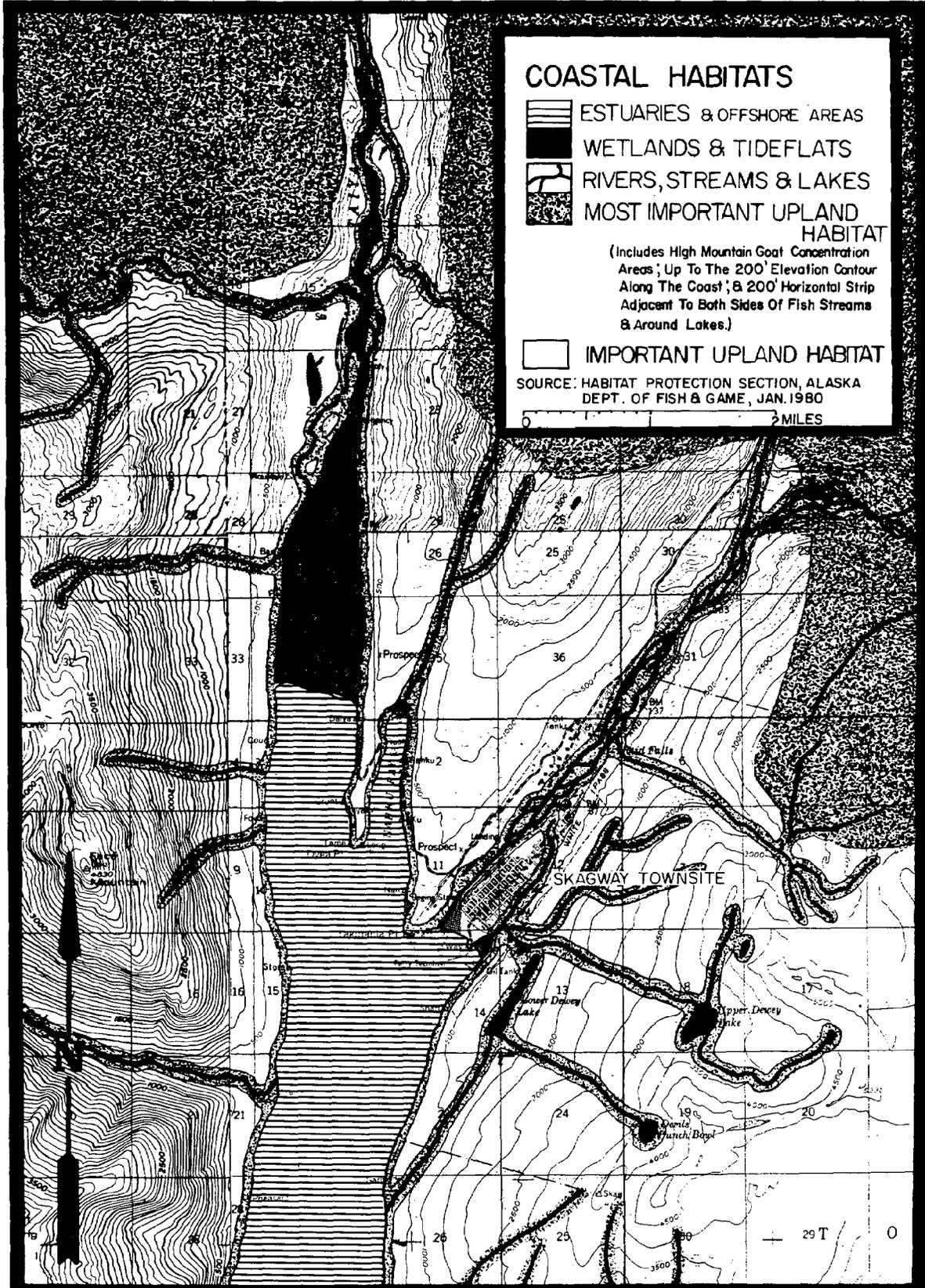
Circulation within the Lynn Canal is generally down channel on the surface and up channel at some deeper level. This is because freshwater flows into the inlet and remains at the surface for some distance, creating low salinity near the source and upwelling of saline waters as freshwater moves seaward. Minimum salinity of 15 ppm occurs during late July or early August; maximum salinity of 31 ppm occurs during March.

The waters of the canal generally receive heat from the atmosphere from April to September and lose heat to the atmosphere from October to March. The top one hundred meters are a homogenous 3° to 4° C during March, increasing to a maximum of 14°C during August, then falling back to 3° to 5°C by November and December. The vertical heat gradient varies accordingly.

The tidal range in Lynn Canal increases northward with uniform low tides and varying high tides. The tides are essentially standing waves, not progressive. Tidal range at Skagway/Taiya Inlet is 4.20 meters (13.9 feet) (U.S. Dept. of Commerce, *Tide Tables*, 1973a). The average surface velocity of flood tides at Skagway is 0.3 knots and the average ebb tide is 0.7 knots, resulting in a net flow of 0.4 knots southward (U.S. Dept. of Commerce, *Tidal Current Tables*, 1973b). Due to the Coriolis effect, flood tides tend to hug the eastern shore and ebb tides hug the western shore (see Table 1).

Taiya Inlet is a fjord which extends north from Taiya Point twenty-three kilometers (seventeen miles) to the mouth of the Taiya and Skagway Rivers. The bathymetry of the inlet is unique compared to any other estuaries in Lynn

**FIGURE 3: COASTAL HABITATS**



**FIGURE 4: COASTAL HABITATS**

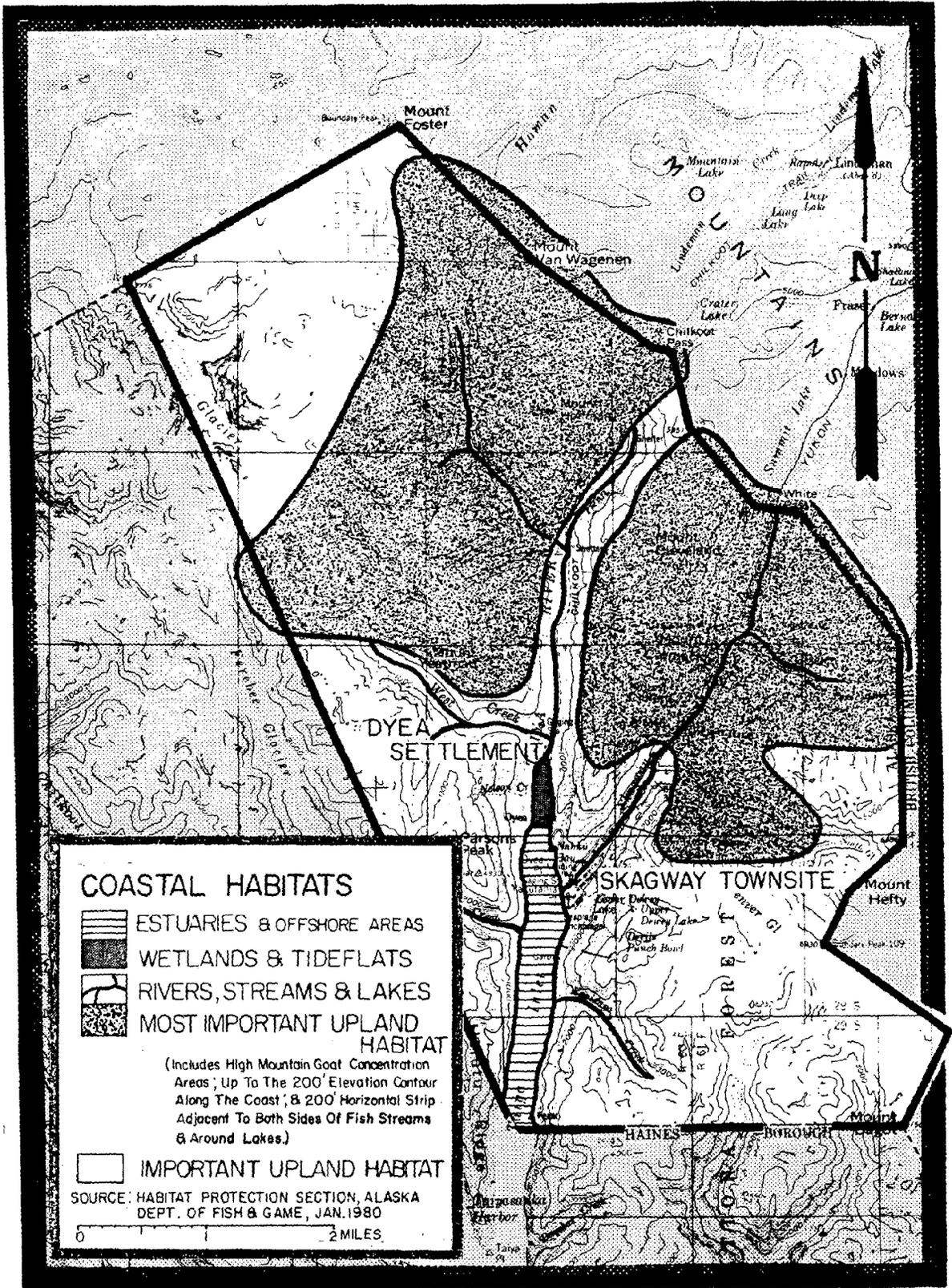


Table 1

**TIDAL INFORMATION AT SKAGWAY, ALASKA**

| <b>Location: 59°N/135°19' W</b> |             |
|---------------------------------|-------------|
|                                 | <b>Feet</b> |
| Mean Higher High Water          | 16.7        |
| Mean High Water                 | 15.7        |
| Mean Tide Level                 | 8.7         |
| Mean Lower Low Water            | 0.0         |
| Extreme Low Water               | -6.0        |

Canal. At Indian Rock and Taiya Point, depths range from sixty-one to ninety-one meters (two to three hundred feet) and then markedly increase northward to over 427 meters (1,400 feet). This is over three times the depth of surrounding estuaries in Lynn Canal. The effects on currents, chemistry and potential icing probability is not well known, although certain variations are documented. Taiya Inlet has the lowest deep water temperatures of any other Lynn Canal inlet and it also has low salinity values. Deep water oxygen values are higher than corresponding depths in other inlets. This is probably due to the separation by the sill which isolates deep, low oxygenated Pacific waters from Taiya Inlet waters.

The average depth directly offshore of the Skagway River mudflats is fourteen fathoms (eighty-four feet), increasing to between twenty and forty fathoms one-quarter mile offshore. From Yakutania Point inland to Skagway, the bottom sediments are a soft mud. Outward from the point, a rockier bottom predominates.

**HYDROLOGY AND WATER RESOURCES****Surface Water Hydrology**

All of the land in the Skagway study area drains into Lynn Canal via Taiya Inlet. The major drainage basins in the Skagway area are the Skagway River basin, the Taiya River basin and West Creek. Elevations range from sea level to over five thousand feet within a distance of several miles, creating rapid runoff and short precipitous drainage areas. All three of these drainages have gaging stations from which flow information has been recorded for several years. Table 2 summarizes monthly and annual discharge of these rivers.

The Skagway River basin extends nineteen miles from the gaging station to the basin divide. Mean elevation in this basin is thirty-nine hundred feet and the channel slope is 192 feet per mile. Glaciers within the basin include Loughton Glacier, which drains into the Warm Pass valley, and Denver and South Glaciers, which drain into the East Fork of Skagway River. Diurnal fluctuations in discharge are caused by variation in glacial melt at the source and tributaries of the river. Major tributaries include the White Pass Fork and the East Fork of Skagway River. Major lakes within the basin include Summit Lake at the head of the White Pass Fork and Goat Lake at the head of Pitchfork Falls Creek. Water quality is excellent, with dissolved solids measuring below acceptable drinking water limits set by the U.S. Public Health Service; an increase in suspended sediments does occur during the summer months due to glacial rock flour in suspension. Water temperatures range from 33°F to 49°F (0.6°C to 9.4°C).

The mean elevation of the Taiya River basin is 4,500 feet with a slope of 190 feet per mile. The distance from gage station to basin divide is 16 miles. Glaciers exist at the river's source and downstream along the river, creating diurnal fluctuations in discharge and variations in suspended sediment due to glacial flour. Saussure Glacier is located near the headwaters on the southeast side of Mount Hoffman. Irene Glacier is downstream on the north side of Mount Yeatman. Major tributaries of the Taiya River are Nourse River and West Creek. Several smaller tributaries flow into it as well. Only one unnamed lake exists in this basin. Water quality is also excellent in the drainage.

Table 2

**MEAN MONTHLY AND ANNUAL DISCHARGE (cfs)**

|                | Drainage Basin |             |            |
|----------------|----------------|-------------|------------|
|                | Skagway River  | Taiya River | West Creek |
| Area (sq. mi.) | 145            | 179         | 43.2       |
| January        | 29.5           | 82.0        | 21.4       |
| February       | 32.5           | 93.7        | 23.3       |
| March          | 33.0           | 85.1        | 30.8       |
| April          | 65.7           | 107.0       | 50.4       |
| May            | 422.0          | 686.0       | 218.0      |
| June           | 1,363.0        | 2,082.0     | 656.0      |
| July           | 1,497.0        | 3,485.0     | 974.0      |
| August         | 1,151.0        | 3,446.0     | 608.0      |
| September      | 794.0          | 1,528.0     | 249.0      |
| October        | 360.0          | 737.0       | 249.0      |
| November       | 151.0          | 399.9       | 111.0      |
| December       | 56.0           | 154.0       | 41.5       |
| Annual         | 498.0          | 1,074.0     | 329.0      |

Source: National Marine Fisheries Service, 1974.

West Creek flows from a glacial source southeast and then turns east, discharging into the Taiya River. Some diurnal variation occurs due to its glacial source, which also creates sediment loads during the summer months. No lakes exist in this basin and glaciers in the area are unnamed. Two unnamed tributaries feed West Creek. The distance from gaging station to the basin divide is 12.1 miles, mean elevation is 3,400 feet and average slope is 439 feet per mile. Water quality is excellent with temperatures ranging from 33° to 47°F (0.6° to 8.3°C).

### Groundwater Hydrology

Aquifers in the Skagway area are not well defined. They may be confined by impermeable sediments or they may be unconfined, causing fluctuation in water level as season and precipitation rates vary. Potential for groundwater is excellent in the gravel beds along the Skagway River. Two wells drilled by USGS in 1966 at the north end of town near the airport had good water flows. The aquifer is confined beneath a shallow layer of hard clay. Many springs along the valley margins should provide ample flow of good water for single-family residences.

### Water Use and Supply

The current Skagway water supply is from three wells, forty to sixty feet deep, in alluvial deposits formed by the Skagway River. Lower Dewey Lake was the main water supply prior to 1968; at present it is used as an emergency supply. Areas outside of the Skagway townsite use wells as a means of obtaining water.

## CLIMATE AND AIR QUALITY

Skagway lies within the maritime climatic zone that extends throughout southeastern Alaska. The coastal waters of the Lynn Canal are the main influence upon Skagway's weather, resulting in average summer temperatures of 60°

Table 3

**CLIMATIC DATA FOR SKAGWAY****Temperature (°F)**

| <b>Month</b> | <b>Minimum</b> | <b>Maximum</b> | <b>Mean</b> |
|--------------|----------------|----------------|-------------|
| January      | 17.9           | 28.9           | 23.4        |
| July         | 48.5           | 65.9           | 57.2        |
| Annual       | 34.1           | 48.2           | 41.2        |
| Record       | - 24.0         | 92.0           | ---         |

Heat degree days (Base 65°F) — 8,820

Growing degree days (Base 40°F) — 2,000 (approx.)

Frost free period — 180 days average

**Precipitation (includes water equivalent of snow)**

|                 | <b>Inches</b> |
|-----------------|---------------|
| Average annual  | 26.34         |
| Minimum monthly | Trace         |
| Maximum monthly | 9.99          |
| Maximum daily   | 5.25          |

**Snowfall Comparisons**

|                   | <b>Inches</b> |
|-------------------|---------------|
| Mean annual       | 39            |
| Maximum monthly   | 40            |
| Maximum daily     | 15            |
| Maximum on ground | 23            |

**Winds**

|                      |                                  |
|----------------------|----------------------------------|
| Prevailing direction | South in summer; North in winter |
| Mean hourly speed    | 15-22 mph                        |

Source: Southeast Alaska Regional Profile, AEIDC.

Skagway Community Profile, Department of Commerce and  
Economic Enterprise, May 1979.

to 70° and average winter temperatures of 20° to 30°. Climatic data for Skagway is shown in Table 3. The first frost is generally expected in early September and the last frost occurs near the first of May.

Storms and heavy precipitation are typical in the mountainous regions of southeastern Alaska. Skagway is located within a rainshadow, however, and therefore receives relatively less precipitation than surrounding areas. Two-thirds of the city's precipitation falls between September and January, with October being the wettest month. May through July are drier months and occasional droughts lasting several weeks may occur during this time. The mountainous terrain causes great variation in precipitation patterns. Total precipitation may vary by a factor of two to three inches within a five-mile radius. Snowfall averages thirty-nine inches annually with frequent accumulations that usually melt after a few days.

Persistent surface winds are characteristic of a maritime climate. Mild southerly winds blowing up the Lynn Canal predominate at Skagway, although an occasional cold, dry northern air mass will spill over from the arctic or Canada. Strong downslope winds also occur during winter months. Called "taku winds" in the Juneau area, the winds may result in violent gusts in excess of fifty knots in areas where the mountains rise abruptly from the water.

These winds occur when high pressure conditions exist over northwest Canada accompanied by low pressure conditions off southeastern Alaska. These conditions create a pressure gradient that causes cold air to flow over the Coast Range into Lynn Canal.

Structural design information for Skagway is not available, but existing climatic data does not suggest that wind and snow loads would be a deterrent to development. Port facilities should be designed so they are protected from north/south winds. Low ceilings, fog and/or high winds may delay flights in and out of Skagway on occasion, particularly in fall and winter months.

Air quality at Skagway is excellent. The city is located within a Class II airshed—a generally pollution free airshed that may have industrial use in the area—as defined by the Alaska Department of Environmental Conservation. Currently, there are no major industrial pollutants and traffic in the area is light. Minor problems, which may be an annoyance to residents and tourists, result from dust blowing around in the dock area on gusty days. If kept properly oiled and watered, no problems occur. On calm winter days, a temperature inversion can result. Heavier cold air settles into the Skagway valley and can trap pollutants and cause them to concentrate. The winds in the area usually maintain air circulation and minimize this potential.

## **GEOLOGY, SOILS AND SLOPE**

### **Geology and Surficial Deposits**

Skagway is located within the Coast Mountains of the Pacific Mountain System. The Coast Mountains lie between Southeast Alaska and western Canada and border on the Inland Passage. They are high, rugged mountains with peak elevations greater than five thousand feet. The Coast Range batholith, comprised of quartz diorite, a coarse-grained, massive igneous rock was carved by the Pleistocene glaciation to form the steep-walled valley in which Skagway is nestled. The plutonic igneous bedrock is exposed along the valley walls while the valleys themselves have accumulated sediments from the Pleistocene glacial advances and subsequent retreat and runoff (see Figures 4 and 5).

The Skagway River flows through the narrow Skagway Canyon into Taiya Inlet at sea level, with mountains rising to seven thousand feet on either side. The mouth of the river is only three-quarters of a mile wide, and four miles north of the city of Skagway the canyon narrows to fifteen hundred feet.

The surficial deposits at Skagway are chiefly a result of Pleistocene glaciation. Several inundations of glacial ice probably occurred during this time period to depths of up to three thousand feet. Erosion and deposition from alpine glaciers were and are major factors in soil formation throughout southeastern Alaska. Preglacial deposits have been eroded away and the remaining steep-walled valleys are unable to support surficial material.

Few surficial deposits exist at Skagway and few, if any, remain unaltered. Two types of glacial drift deposits are exposed. They are till, comprised of unsorted gravelly silt, sand, clay, cobbles and boulders, and stratified drift made up of sorted gravelly sand and cobbles. These deposits are concentrated in bedrock depressions on the southwest side of bedrock outcroppings, the leeward side of the glacial advance. They are occasionally found on slopes along the northwest side of the Skagway valley and upon the topographic bench southeast of the valley. Geophysical data indicate that considerable depths of glacial drift may lie beneath alluvial deposits on the floor of the Skagway River. These deposits are subject to moderate groundshaking during earthquakes. Sorted drift is used extensively for road surfacing. It is also well suited for foundation material for man-made structures. Terminal moraines exist at the lower end of the Skagway valley and across the lower end of Taiya Inlet.

Colluvial deposits are scattered along the southeast side of the Skagway valley along steep slopes. These are mixed accumulations of bedrock rubble, organic material and drift that have moved downslope under the influence of gravity. Colluvium is generally unsuitable foundation material.

Alluvial deposits comprised of sediments from the present and ancestral Skagway River are found up the valley from 14th Avenue. Comprised of gravel, sand, some cobbles, boulders and silt, these deposits are moderately suited for foundation material. Their average thickness is twenty-five feet. Alluvial fan deposits up to fifty feet thick are located along the lower reaches of Skagway River. They generally have a high flood potential and are subject to earthquake-induced compaction, sliding and strong groundshaking. Liquefaction may occur in locally saturated, fine, uniform sands.

The Skagway townsite is on a sand and gravel deposit to a depth of as much as six hundred feet in the center of the valley. This pervious deposit presents a good groundwater reservoir for wells that is presently being utilized. The inherent problems of a location on a river outwash plain, such as high groundwater and flooding potential, are present in much of the present townsite. (Engineering Science of Alaska, 1972). Depth to water table is generally four to four and a half feet near Pullen Creek and six to seven feet elsewhere in Skagway.

Deltaic deposits ranging from ten to fifty feet thick are found in the intertidal zone at Skagway. Sandy gravel, gravelly sand, cobbles and minor amounts of small boulders, shell fragments, sand and silt lenses make up these deposits. The delta is an active geologic feature with continual sediment being added to its outer margin by the Skagway River. Isostatic rebound may also be contributing to the delta's growth. These deposits are used extensively for fill in the lower Skagway valley and also along the delta surface. The delta itself is suited as a foundation for only limited occupancy uses, as it is highly subject to sliding, compaction and liquefaction.

A few accretion deposits lie adjacent to sea cliffs along Yakutania Point. Loose mixtures of cobbles, gravel, sand and boulders can average five feet thick. They have limited uses as construction material due to their scarcity.

Man-made fill is widely distributed over the lower Skagway valley and on top of the Skagway River delta. Most of the city is built on the top of this fill, which averages five feet thick and reaches a maximum of thirty feet in thickness at the seaward edge of the tidal flats. The fill is made up of loose mixtures of gravel, sand, cobbles, some boulders, organic material and riprap. Major earthquakes in the area could cause compaction, groundshaking and ejection of water from fractures and ground cracks within the fill.

### **Soils**

As no Soil Conservation Service report has been published for the area, little information is available on the soils in Skagway. Soil development over the past two hundred to two hundred fifty years has resulted in soil formations of the spodosol order. These are soils that develop in cool, humid climates that contribute to its development and the modification of parent material. Mature mineral soils found in the timber uplands have well developed spodic horizons.

Due to heavy precipitation, muskeg has developed on flat lowlying areas, depressions in uplands and slopes of up to twenty degrees that are affected by seepage. Muskeg is generally saturated most of the year and may have organic mats from two to forty feet thick. It may be composed of sphagnum moss, sedge peat or muck. Muck over peat may support forest vegetation.

### **Slope**

The Skagway valley floor ranges in elevation from ten to seventy feet above mean sea level with an approximate three percent slope. Along the south side of the valley, canyon walls rise five hundred feet to a topographic bench that contains Lower Dewey Lake. From this bench, mountains rise to over three thousand feet. The north side of the valley slopes over ten percent but still allows for development up to five hundred feet above sea level.

Soil and slope limitations to development are shown in Figures 5 and 6. Soils suitable for development occur in areas where adequate fill has been built up. Most of Skagway is located on floodplain soils where a seasonal high water table poses constraints on development. Soils that are generally unsuitable for development occur in areas

FIGURE 5: SOILS / SLOPE

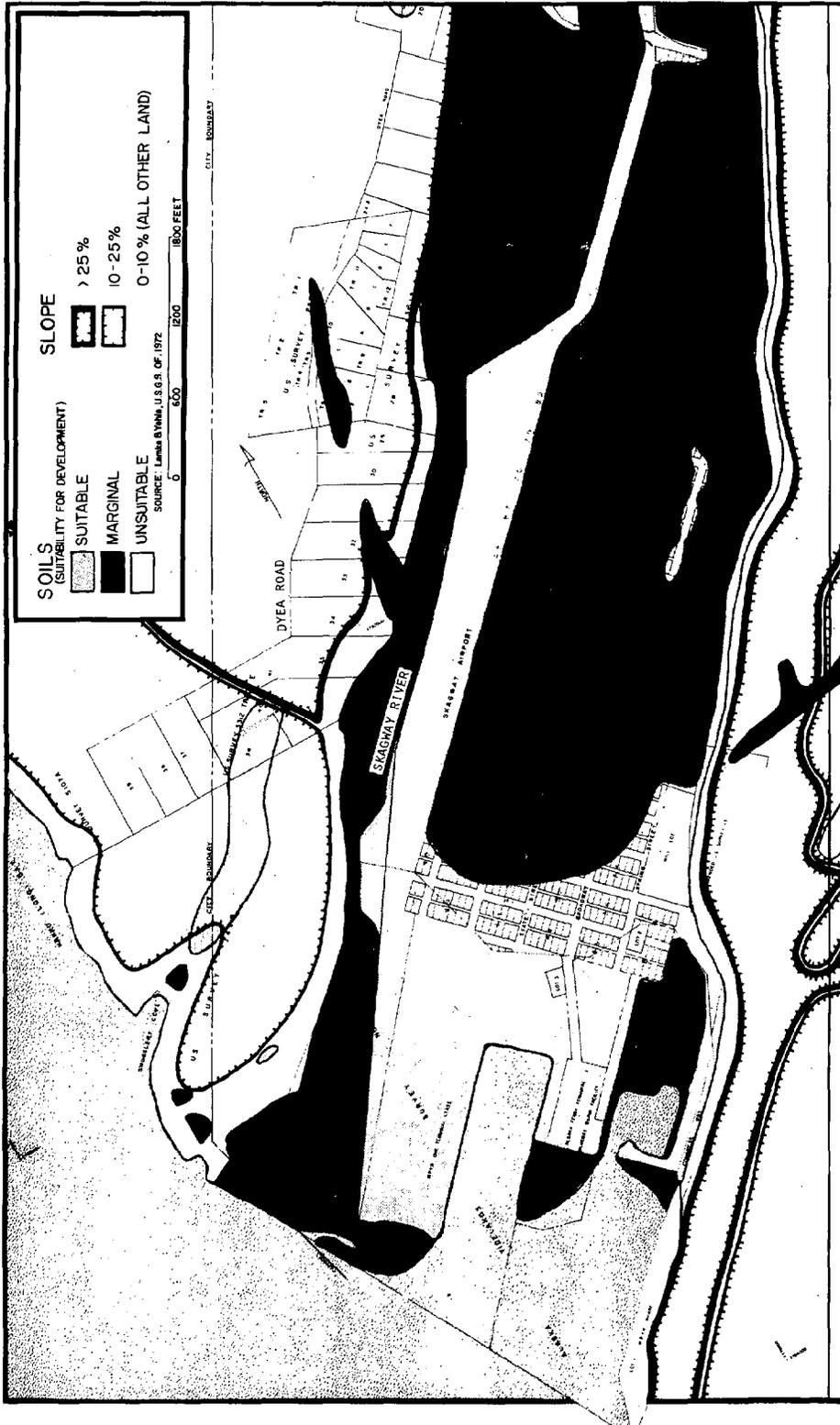
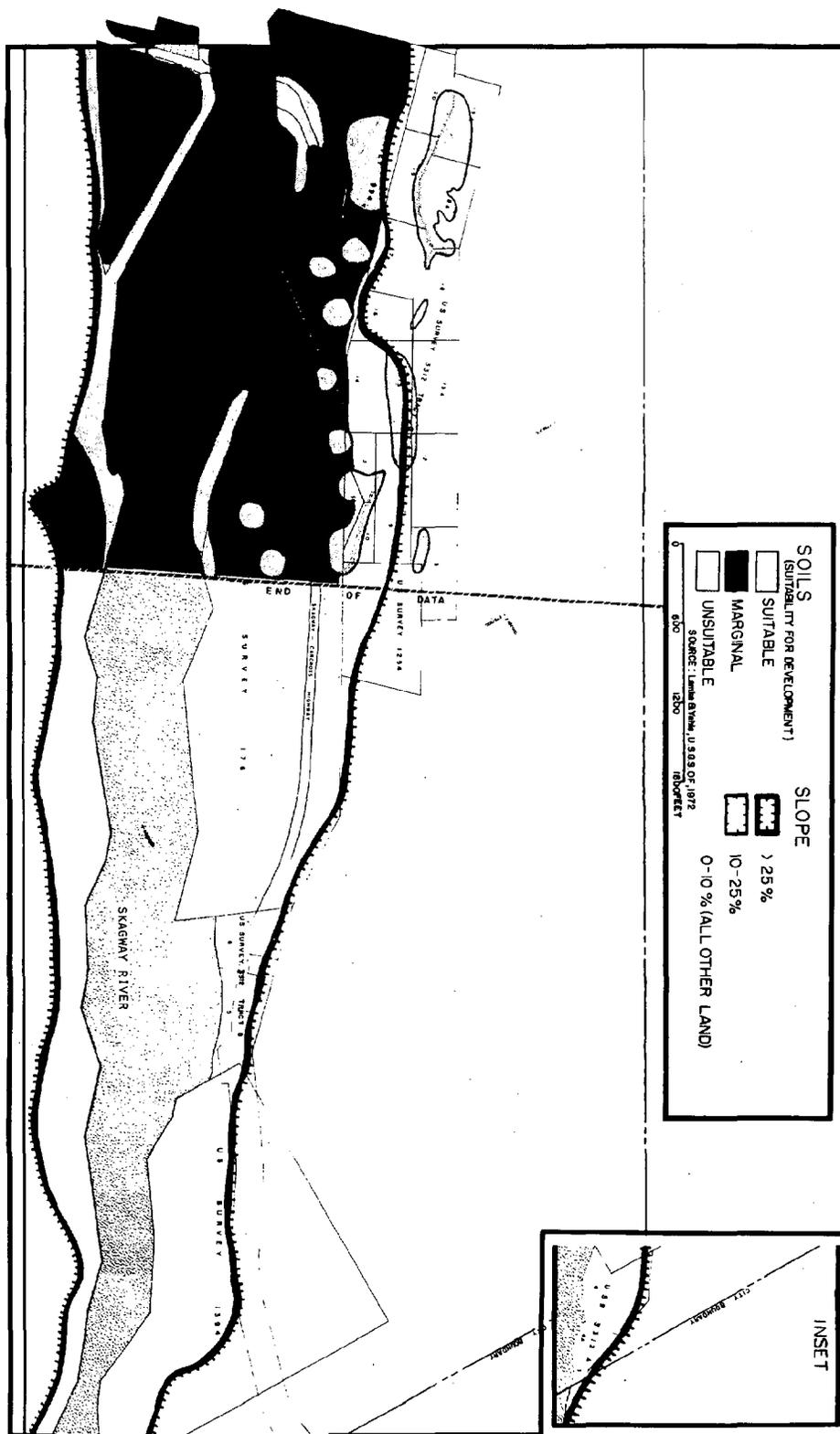


FIGURE 6: SOILS / SLOPE



where thin soils cover bedrock, on steep slopes and on tidelands. There are no soil data for the remainder of the study area.

## HAZARDS

### Seismic Risk

Skagway lies adjacent to the North Pacific Rim tectonic belt. No major faults have been positively identified at Skagway due to concealment by surface deposits and/or water. Nevertheless, the strikingly linear fjords, valleys and aligned topographic features are highly indicative of faulting in the area. Three groups of inferred faults have been identified (USGS open file report, 1972): the lower Skagway valley group, the Taiya Inlet—Taiya valley group and the Katzehin River Delta-Upper Dewey Lake group. Major movement may have occurred along the faults of the first group during the middle or late tertiary period. Locally identified faults which may have some affect on Skagway are the Chilkat River fault, with segments ninety miles northwest of Skagway, and the Lynn Canal fault, which splits into several segments, one of which is in the Skagway River valley. (See Figure 6).

The city of Skagway lies within seismic risk zone three. Earthquakes of magnitude six or greater on the Richter scale can be expected. Earthquakes of this magnitude can cause major damage to structures. The Skagway area is adjacent to risk zone four, in which potential damage is greater due to geologic or tectonic factors. One hundred twenty-two quakes had been felt in Skagway between 1898 and 1969. A magnitude six quake with its epicenter thirty miles southwest of the city resulted in no damage. The closest quake of magnitude eight, on July 10, 1958, resulted in some damage at Skagway. Its epicenter was one hundred miles southwest of the city. The vast majority of earthquakes recorded in the area are mainly offshore, with epicenters located southwest, west and northwest of the city. Although only moderate quakes are expected at Skagway, the potential does exist for larger catastrophic events. This should be considered in the design of major structures.

### Flood Hazard

Much of the Skagway River valley is exposed to some degree of flooding. The river is aggrading (depositing material) at a rate of 0.06 feet per year, thus increasing the flood potential. The channel bottom is close to, or at some points possibly higher, than ground level parts of the city, so that any breach of the dike could result in major flooding.

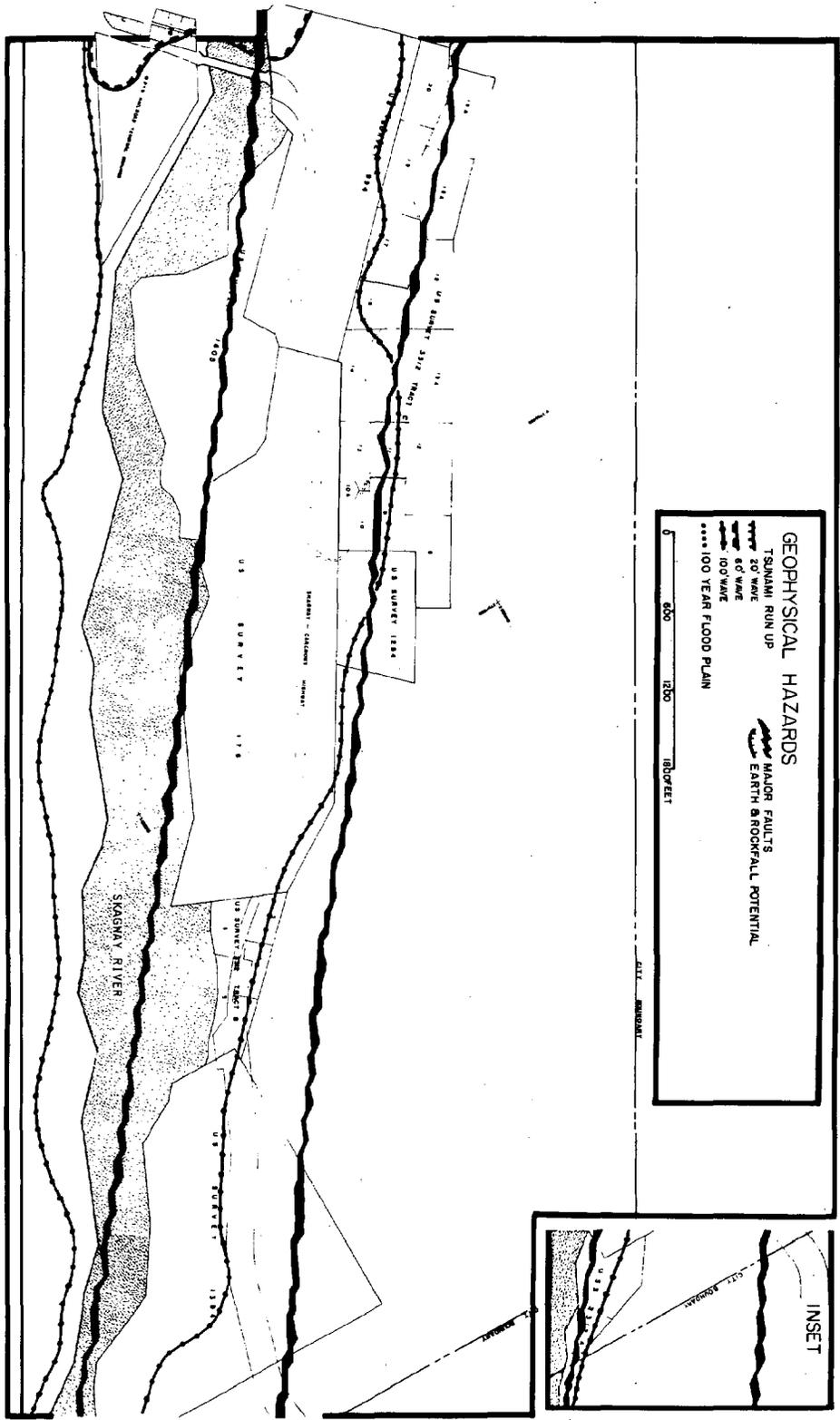
Quake induced tsunamis or seiche waves reaching heights of twenty feet could occur in the Skagway area. Damage from such waves would depend largely on the stage of the tide at the time the wave reaches Skagway (R.W. Pavitt, 1976). At low tide, it is unlikely that twenty foot wave would do any damage. At high tide, however, a twenty foot wave could cause severe damage to harbors, oil tanks, boats and buildings below twenty feet in altitude. Generally, Skagway would have enough approach time to assess the situation and warn residents of approaching danger from tidal waves. Known potential geophysical hazards are mapped in Figures 6a and 6b. This represents only a small portion of the study area. Information on geophysical hazards is not available for most of the area.

Floods in the past have resulted primarily from rapid runoff during heavy rains in September and October. Between 1901 and 1970, eight major floods occurred during these two months, causing water levels to rise 3.4 to 7.9 feet above mean sea level. Dikes built by the U.S. Army Corps of Engineers in 1940 have relieved, to some extent, the threat of flooding at Skagway. Increased maintenance of the existing dike and stockpiling of dike reinforcements are necessary precautions to avoid future flood damage.

The Federal Insurance Administration, U.S. Department of Housing and Urban Development, investigated the existence and severity of flood hazards in Skagway to aid in the administration of the Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973. One hundred year flood zone maps were developed within the city and a description of the possible flooding made.



FIGURE 7-B: GEOPHYSICAL HAZARDS



Sources: Lemke & Yehle, 1972; H.U.D., 1976

Minor flooding can also result. On occasion, culverts on Pullen Creek will plug with ice and debris or heavy rains can result in local ponding. The city is in the process of replacing and cleaning culverts along Pullen Creek and will extend drainage systems along Broadway, Main and State streets to alleviate these problems (Quadra Engineering, Inc., 1982).

### **Other Geologic Hazards**

Other geologic hazards affecting Skagway include landslides, avalanches, glacial outburst floods (reportedly, two have occurred) and isostatic rebound of the land. The latter, theoretically, cause shifting of shoreline, harbor shoaling and increased erosion.

## **VEGETATION**

Skagway is located within the coastal spruce/hemlock forest that extends throughout Southeast Alaska north to Cook Inlet. Variation in vegetative composition occurs along stream channels, tidally influenced areas and with increased elevation or distance from the coast. Soils, drainage and available light are also determining factors.

Sitka spruce and western hemlock are found on most well-drained slopes from sea level to timberline at two or three thousand feet in elevation. As timberline is approached, tree composition shifts to mountain hemlock and fir, which are scattered and stunted. Within the city of Skagway, stands of trees act as structural windbreaks. The spruce/hemlock forest provides cover and forage important to wildlife. Openings in the canopy allow shrubs and other small plants that provide food for animals to flourish. This understory of growth is comprised of dense shrubs, regenerating conifers and carpets of moss.

Above timberline, alpine tundra and barren ground dominate the landscape. Lowlying heaths, grasses and wildflowers adapted to harsh climates survive in this zone. Alpine meadows and talus slopes provide important habitat for mountain goats.

Most of the spruce/hemlock forest in the Skagway area is noncommercial. Skagway lost part of its virgin forest to fires shortly after the gold rush. Commercial forestland is defined as land which supports usable crops of industrial wood (usually defined as at least eight MBF (thousand board feet) per acre which is not withdrawn from timber utilization and is economically accessible. The best growing conditions for commercial timber are streamsides, gentle slopes, uplifted beaches and well drained valley bottoms. Spruce/hemlock forests provide eighty-five percent and cottonwood provides fifteen percent of the commercial harvest in the Skagway area.

The West Creek valley timber management area has the only significant timber potential on state land in the Skagway area. This is the site of a previous state timber sale and is accessible by logging road. Sitka spruce and western hemlock are most abundant, although mountain hemlock exists at higher elevations. The upper reaches of the harvest area are not visible from the Chilkoot Trail. The West Creek valley forested land, as well as the rest of the forested land in the Skagway region, has great recreational value with potential for hiking trails and remote campsites.

Muskeg is found in clearings throughout forested areas. It is composed of sphagnum mosses, sedges, rushes and bog plants that grow on peat layers. Muskeg plays an important role in groundwater distribution and streamflow regulation. It also provides food and habitat for many animals and creates diversity for the recreationist.

Predominately unvegetated tideflats and vegetated wetlands are located at the head of bays and inlets, especially where freshwater streams, such as the Taiya and Skagway Rivers, enter saltwater. These areas are inundated by varying amounts of salt and freshwater from tidal action and flooding. Species composition of grasses, sedges and rushes vary in response to these salinity, water depth and flood frequency gradients. These tideflats and wetlands harbor an abundance of marine life and provide habitat and food for waterfowl, bears and numerous other animals.

Floodplain vegetation occurs in the Dyea and Skagway valleys. It consists of a complex of black cottonwood-dominated forests with some conifers and alder/willow shrubland. This riparian shrub vegetation is found on gravel bars subject to frequent flooding. This vegetation type provides habitat for bear, a few moose in the upper Skagway River valley, grouse and small animals.

## **WILDLIFE**

The Skagway area supports a high concentration of mountain goats, moderate numbers of black and brown bear, waterfowl, and a few moose. Important habitats for these game and waterfowl species are shown in Figure 8.

### **Moose**

A small population of moose inhabits the upper Skagway River valley, but adequate habitat is limited in the Skagway area. The Warm Pass valley provides important winter habitat for these moose (Curtis, 1978; Blae, ADFG, 1978).

### **Mountain Goat**

The Skagway area supports one of the highest mountain goat populations in the state. High meadows and talus slopes in rugged, remote alpine areas provide important summer habitat for mountain goat. In winter, goats move into coniferous forests adjacent to steep slopes and rock outcrops for shelter, food and escape from predators. Deep snows occasionally force goats to valley bottoms and can cause significant population declines.

Goat numbers within this area appear to have declined since 1970, but are currently static. Game management unit I-D (Haines/Skagway area) supports an estimated 2,700 goats (Johnson, 1973). With the construction of the Klondike Highway and heavy recreational use of the Chilkoot Trail, the area between the Taiya River and the White Pass and Yukon Railroad has been closed to hunting. The primary management goal of this area is to provide an opportunity to view, photograph and enjoy mountain goats (ADFG, 1977). Access for goat hunters is usually by railroad and foot or by small float plane to alpine lakes in the area.

### **Bear**

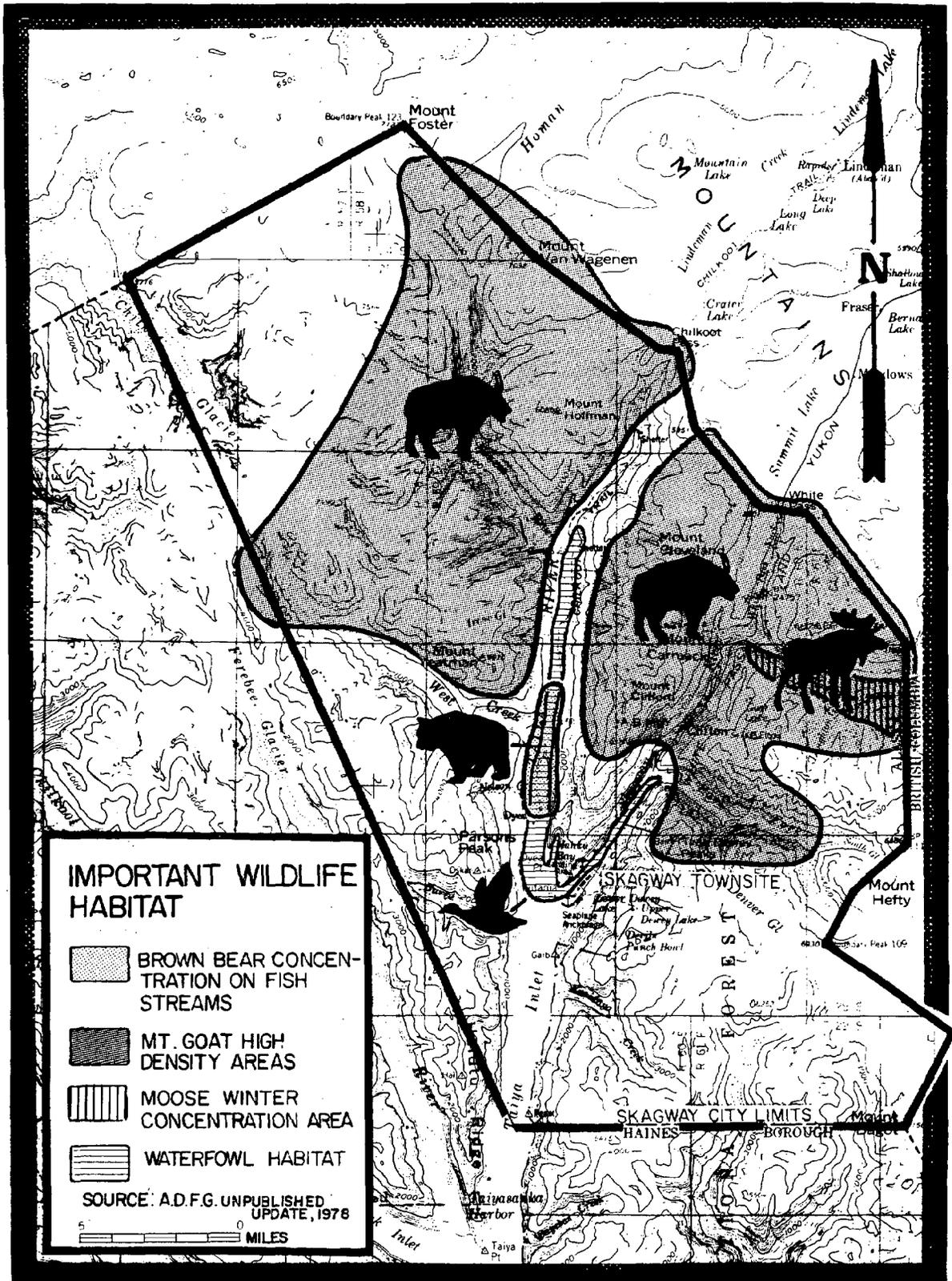
Both black and brown bear inhabit the Skagway area, with black bears considerably more common. Prime black bear habitat consists of semi-open forests in the Taiya/West Creek and Skagway River valleys. In these areas, bears feed on fruit-bearing shrubs, grasses and succulent forbs. Salmon, carrion and insects supplement their diet. The black bear population in the Haines/Skagway area is estimated at 4,600 and harvest is low (Klinkhart and Schoen, ADFG, 1977).

Brown bear are infrequently seen. They use a variety of habitats throughout the year, but generally prefer open grassland or tundra habitats. While a wide variety of fruits, berries, insects, small mammals and carrion are consumed throughout the year, brown bears tend to feed on beach grasses and sedge flats in the spring and concentrate on salmon streams in the late summer and fall. The wetlands, tideflats and streambanks of the lower Taiya River provide important brown bear habitat.

### **Other Mammals**

There is not much information on the quantity and distribution of other mammals in the Skagway area, but a variety of animals may be in the area, including mink, otter, muskrat, wolf, fox, lynx, wolverine, marmot, porcupine and numerous small mammals. There are approximately fifty wolves inhabiting the Haines/Skagway area (Johnson, 1973; Klinkhart and Schoen, ADFG, 1977).

**FIGURE 8: IMPORTANT WILDLIFE HABITAT**



## **Waterfowl and Seabirds**

Taiya Inlet, the Taiya River valley and, to a lesser extent, the Skagway River valley provide resting and feeding habitat for migratory birds. Peak spring migration generally occurs April 10 through May 1 and fall migration begins around October 7, generally ending by October 22 (Klinkhart and Schoen, ADFG, 1977).

Mallards are the most common dabbling, though green winged teal, widgeon, pintail and shoveler may be found. Canadian geese and dabbling ducks use drier portions of sedgegrass meadows associated with the heads of bays, beaver ponds, pond and stream edges in larger rivers and some alpine ponds. Diving ducks (goldeneyes, bufflehead and scaup) primarily use beaver ponds, alpine ponds and larger ponds in wetlands at the heads of bays, but may be found in protected bays. Exposed tideflats at low tides are also important feeding and resting areas for waterfowl (Klinkhart and Schoen, ADFG, 1977). Mergansers, a fish-eating diving duck, nest in the sloughs and side channels of the Taiya and Skagway Rivers and other small, low elevation creeks in the area.

Sea ducks observed in Taiya Inlet include scoter, harlequins and oldsquaw. Nonbreeding and adult male scoters return to the protected inland waters of Southeastern Alaska to molt and spend the summer. They can commonly be seen on upper Lynn Canal and Taiya Inlet.

Various species of gulls, cormorants, murres and shorebirds (mostly sandpipers and plovers) are also observed in the area. The gulls and shorebirds are commonly found on tideflats or along the beach, while the cormorants and murres are seen in open waters on beach cliffs or rocky outcrops.

## **Other birds**

Blue and spruce grouse and the three species of ptarmigan are found in the forested and alpine areas around Skagway. The area is also the northernmost breeding habitat of the rufous hummingbird. Common perching or songbirds include ravens, magpies, jays, crossbills, chickadees and juncos.

No bald eagle nest surveys have been carried out in the Skagway area (Montgomery, USFWS, 1979), but the forested coastline of Taiya Inlet and the major river valleys (Taiya and Skagway) probably support some scattered eagle nesting. A few eagles roost in the lower Taiya River valley and feed on tideflats during the late summer/fall salmon run.

## **MARINE LIFE**

### **Primary Producers and Consumers**

Phytoplankton have not been studied in Taiya Inlet, but data from Auke Bay studies probably reflect general trends that occur in Lynn Canal estuaries. Phytoplankton growth exhibits a cyclic pattern, with a large initial spring bloom, smaller blooms throughout the summer, followed by a moderate fall bloom. Diatoms are the most abundant type of phytoplankton present, with those of the genus *Thalassiosira* and *Chaetoceros* most common in the spring and early summer and *Skeletonema costatum* dominating in late summer and early fall (NMFS, 1975; Selkregg, 1976). Phytoplankton productivity is stimulated by wind-induced mixing of these partly enclosed inlets and fjords and by upwelling. Upwelling makes important nitrogen-containing nutrients from land sources or deeper waters available to phytoplankton near the surface.

In general, zooplankton abundance follows, with small delay, the timing of phytoplankton blooms. The primary species constituting the Auke Bay zooplankton community, and probably reflecting northern Lynn Canal estuaries, include cladocerans, copepods, barnacle nauplii, tunicates and the euphausiids (NMFS, 1975).

Rockweed (*Fucus distichus*) is a brown algae that blankets the tideline all along the coast in the Skagway area. Herring may spawn in these rockweed beds. Offshore, the kelps, primarily the species of *Nereocystis*, forms masses of floating leaflike branches. Other kelps common in the lower portions of the intertidal zone and subtidally include *Laminaria* and *Alaria*. The green algae, *Ulva* (sea lettuce), the red algae *Callophyllis* (red sea fan) and *Corallina* (tidepool coral) are commonly found between the rockweed and kelp beds. Other species of algae are also distributed in the subtidal area (Skelregg, 1976; Guberlet, 1956).

### **Marine and Estuarine Invertebrates**

The intertidal and subtidal zones of Taiya Inlet contain invertebrates and vertebrates which contribute to its overall productivity. The only comprehensive survey of intertidal and subtidal animals was done in Berners Bay, some fifty miles south of Taiya Inlet, but many of the species found there would inhabit Taiya Inlet in smaller numbers.

Clams and cockles are found in flat, subtidal areas with suitable substrate, and mussels are found in the mid intertidal zone of most bays and estuaries along Lynn Canal. These filter feeders subsist on plankton and detritus. Paralytic shellfish poisoning is probably present in these clams and shellfish.

Several commercially important species of crab and shrimp are found in upper Lynn Canal inlets. These include snow (tanner) crab, dungeness crab, brown, blue and red king crab, and pink, sidestripe, coonstripe and crangon shrimp. Tanner crab and pink shrimp are the most abundant crab and shrimp species in Taiya Inlet respectively, though they are generally not present in commercial quantities (NMFS, 1975). A limited commercial fishery for tanner crab extends into lower Taiya Inlet (McClellan and Delaney, ADFG, 1978) and Nahku Bay is utilized by a few sport and commercial crab fishermen (Montgomery, USFWS, 1979).

### **Marine Fish**

Silver, pink, chum and possibly chinook salmon, halibut and herring are the most valuable fish species present in Taiya Inlet. Other species, including dolly varden, steelhead, true cod, rockfish, flounder, sole and sablefish, may also be found in Taiya Inlet.

Adult salmon migrate up the Taiya Inlet into the Taiya and Skagway Rivers. Some pink salmon spawn intertidally at the mouth of the creeks that plunge into Taiya Inlet. The salmon juveniles that hatch in these areas migrate out of fresh water and remain in estuaries of upper Lynn Canal near natal streams. The time period that the salmon juveniles stay in the estuaries depends on freshwater input, temperature and available food. Juvenile salmon probably make use of the net surface water transport down Lynn Canal and into the straits leading to the Gulf of Alaska. Where possible, they remain close to the shorelines and congregate for short periods in minor schooling areas.

Herring spawning has only been surveyed in portions of Lynn Canal. No spawning sites have been identified in the Skagway area.

### **Marine Mammals**

Marine mammals of upper Lynn Canal include seals, sea lions, whales and porpoises. Harbor seals are commonly seen in the intertidal zone and the mouths of the Taiya and Skagway Rivers. Like seals, the less commonly seen northern (Steller) sea lions are occasionally found during the spring and fall near the mouths of streams containing anadromous fish. No major seal or sea lion concentrations or rookeries occur within the study area.

Both Dall and harbor porpoise have been sighted in upper Lynn Canal and Taiya Inlet. Observations of porpoise, primarily Dall, in concentrations ranging from ten to fifteen are common in the upper Lynn Canal.

Humpback, minke and killer whales are known to inhabit upper Lynn Canal. Of these, killer whales are the most

numerous. It is not known if humpbacks range into Taiya Inlet. The Marine Mammal Protection Act of 1972 has prohibited hunting of marine mammals (except for subsistence hunting) and placed management responsibility under federal jurisdiction.

## FRESHWATER FISH

There are seven known species of commercial and sport fish in the Skagway area that spend all or part of their lives in freshwater. Important freshwater habitat in the Skagway area for these fish is shown in Figure 9. These species provide for a limited sport harvest for local residents, Canadians from Whitehorse and tourists and recreationists visiting Skagway and travelling the Klondike Highway.

In the Skagway area, the Taiya River and its two lower western tributaries (Nelson and West Creeks), an unnamed eastern tributary, the Skagway River and the unnamed creek emptying into Nahku Bay are classified as anadromous waters (ADFG, 1968; revised 1975). Alaska Statute 16.05.870 requires that any proposed use or activity which would use, divert, obstruct, pollute or change the flow of these waters or use vehicles in streambeds must first notify the Commissioner of the Alaska Department of Fish and Game (ADFG) for approval. These streams are identified by ADFG stream number in Figure .

Salmon smolt migration and adult salmon returns in the Taiya Inlet occur during the period of June 1 through August 31. The Taiya River is a large glacial river that flows into the head of Taiya Inlet. Coho (silver) salmon are known to be present in the lower ten miles of the Taiya River and pink and chum salmon are also found below West Creek (McLeen and Delaney, ADFG, 1978). Chums are known to spawn in the lower stretch and it is likely the other species do as well. A small slough located on the east side of the mouth of the Taiya River indicates that it supports a considerable number of dolly varden char and currently offers the greatest potential for sportfishing in the Skagway area. The lower three and one-half miles presently support a moderate sport fishery. Access is via a road from Skagway which crosses the river and parallels the west side for several miles and via the Chilkoot Trail on the east side. Local residents indicate that there is a major eulachon run in Taiya River as far upstream as Canyon City.

The Skagway River has a minor fall run of chums and cohos below the East Fork. The river has minimal fishing potential, as fish are few in number and the stream habitat and production capability have been substantially degraded by human activity over the years. Most other creeks entering into Taiya Inlet drop too steeply to provide salmon habitat. A private salmon hatchery has been built at the mouth of Burro Creek, which supports resident dolly varden char. A salmon enhancement program for Pullen Creek, which runs along the east side of the Skagway townsite, was begun in 1980. About 275 pink salmon from that plant returned to spawn in Pullen Creek in 1982.

Several lakes in the Skagway area support limited numbers of trout and char. Robert Armstrong of ADFG did a preliminary assessment of the sportfishing potential of these lakes. His report is summarized below.

Lower Black Lake (two small lakes about three miles from Skagway on the Klondike Highway) contains dolly varden char and could support a limited put and take coho or dolly fishery, preferably for children only.

Lower Dewey Lake is a thirty-eight and a half acre lake reached by a three-quarter mile trail from Fourth Street. A few campsites and picnic tables are available. The lake has a history of containing stocked brook char (eastern brook trout), rainbow trout and native dolly varden. Armstrong feels that Lower Dewey Lake is best managed as a sport-fishery for brook char due to their superior growth, condition factor and reproductive success. Upper Dewey Lake is reached by a steep trail continuing two and a quarter miles from the lower lake and supports a limited number of brook char (stocked) and native mountain dolly varden. The upper lake may serve as a source of dolly varden and brook char for the lower lake.

Goat Lake, a fairly large lake at three thousand foot elevation five to six miles out of Skagway, is accessible by foot from the White Pass and Yukon Railroad right-of-way. It may support brook char from a 1932 stocking effort. Icy Lake, a three acre lake two and a half miles by trail northeast of Lower Dewey Lake, was stocked with brook char, but has little spawning habitat and is subject to winter kill.

Lost Lake is a twelve acre lake accessible by vehicle to the Taiya River and by foot up a one and a half mile steep, unimproved trail. It was planted with rainbow trout which have apparently survived. Improved access and enhancement could improve its sport fishery potential.

### ANALYSIS

The Skagway area does not support any significant commercial fishing. It presently supports a modest sport fishery; however, the Klondike National Historical Park and the recent Klondike Highway attract many Whitehorse residents, tourists and recreationists to the area. The sportfishing potential of the area could be improved to the benefit of local residents and visitors. The ADFG report (Armstrong, 1978) indicates that the best sportfishing potential in the Skagway area (based on access, habitat and size, condition and survival of individual species) would include:

1. Lower Taiya River for dolly varden and salmon.
2. Lower Dewey Lake for brook char. Potential for rainbow trout should be further assessed.
3. Lower Black Lake for a children's put and take dolly varden or coho fishery.
4. Goat Lake and Lost Lake could support more wilderness-oriented sport fisheries if access is improved and larger stocks established.
5. The City of Skagway and ADFG have jointly created a small put and take pink salmon fishery on Pullen Creek involving the construction of small ponds near the waterfront and stocking from a local native source (see AMSA). Beginning with returning salmon in the summer of 1982, fishing for pink salmon in upper Taiya Inlet will be significantly improved.

Saltwater fishing in the Skagway area is limited. Dolly varden have been caught off the ore dock and some of the beaches in the spring and summer. There is some fishing for chinook, coho, halibut and rockfish in Taiya Inlet, but success is spotty. With the new fishery enhancement and hatchery projects at Pullen and Burro Creeks, saltwater fishing for salmon in the Skagway area will greatly improve.



## **CHAPTER TWO: CULTURAL RESOURCE INVENTORY (ECONOMIC, SOCIAL AND HISTORICAL ASPECTS)**

### **INTRODUCTION**

This chapter reviews the cultural resources within the Skagway district (as required by 6 AAC 85.050). It offers further background for developing and implementing a coastal zone management program in the Skagway district. Cultural resources include the humanly developed assets of the coastal management district as opposed to the ecological or nature-produced systems within the district. Commercial developments, transportation systems, recreational opportunities, energy facilities, historic and archeological resources, demographic and financial resources are all examples of district cultural resources to be considered.

In the case of Skagway, the cultural resources form the basis of the district's livelihood. For one, Skagway is a First Class city of substantial development. It has a harbor and townsite that dominate the district's usage. Secondly, Skagway is a transshipment and tourist stop-over. It differs from many Southeast Alaska communities in that its economy is dependent more on the natural resources of the Yukon and the historical resources of its Gold Rush legacy than on the harvesting, mining, and/or fishing of its own limited natural resource base.

Skagway's most exploited natural resource is its "geography"—its deep-water port and mountain pass that connects the sea to the Yukon. Skagway is one of the three coastal access routes to the Yukon and the closest to its capital and commercial center, Whitehorse. Consequently, it is at least as dependent on the Yukon economy and development as it is on the Alaskan..

The cultural resources in the Skagway district can be divided into three interrelated subsystems: transshipment, tourism, and town infrastructure and services. (see Figure 10). Each of these has a distinct set of managers and leaders, resources and activities, and economy and development. Together they comprise the employment base of the district, as well as its predominating activities and purposes (see Table 4).

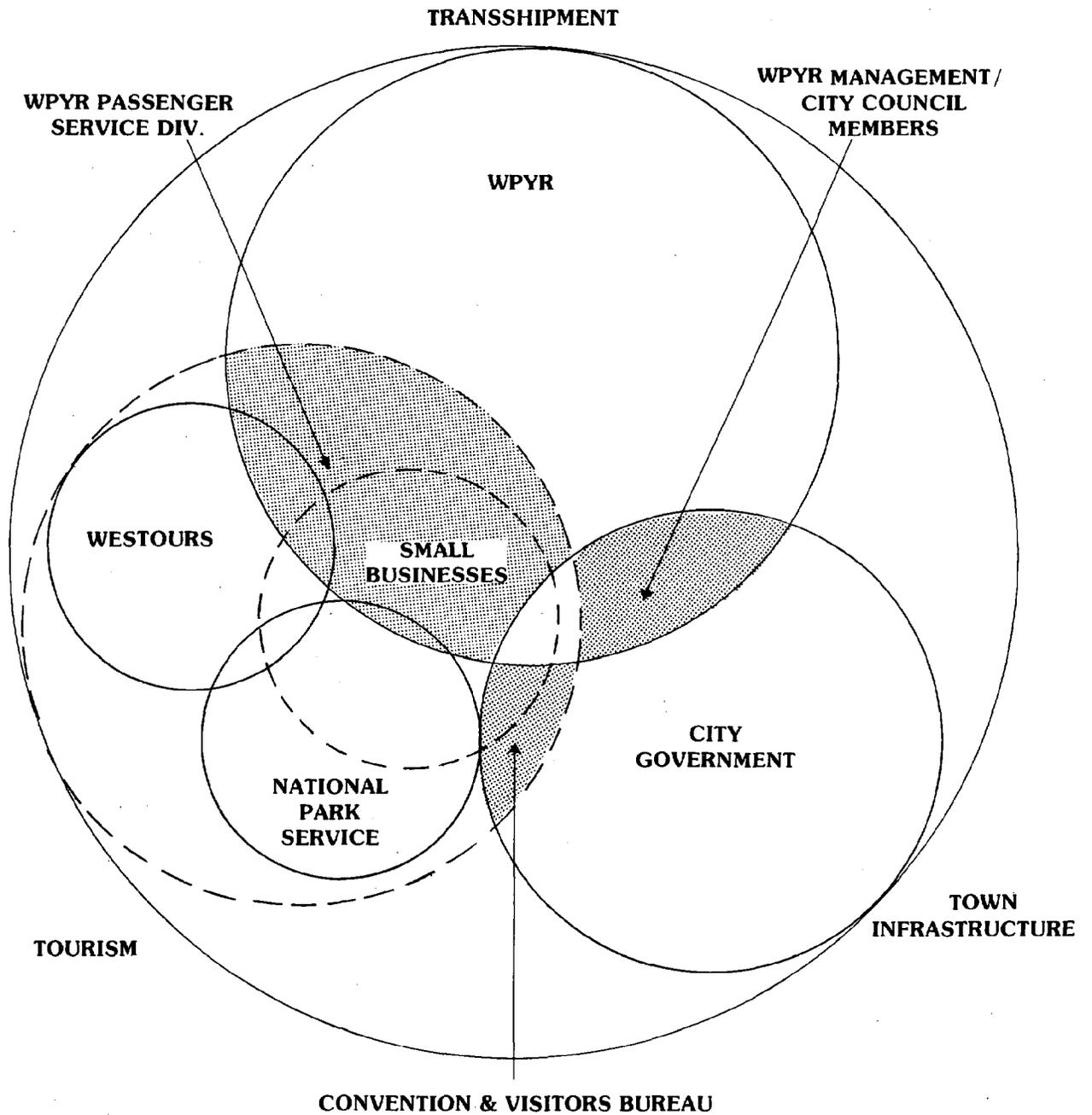
One, the transshipment subsystem is organized and predominantly operated by the White Pass and Yukon Route (WPYR) railroad. The transfer of mineral ore freight (mostly lead, zinc and some asbestos) from the Yukon and increasing numbers of touring passengers on its railroad are the principle commodities.

Two, the tourism subsystem includes the various visitor attractions in the district, particularly those of a historic nature maintained by the Klondike Gold Rush National Historical Park and the City of Skagway. Numerous businesses, most predominant of which is Westours Enterprises, further support the seasonal activity.

Three, the town infrastructure stands as a subsystem in itself. The City of Skagway serves a population base of over eight hundred residents, helps to maintain road, sewers, water, etc. in the district, and operates a variety of public facilities through federal, state and local funding.

In the narrative review that follows, each of these subsystems is briefly described. Each section begins with a "general analysis," is followed by a review of the "current status" of the particular subsystem, and concludes with speculation on "the prospects" for each subsystem. In the process of the discussion, a thorough inventory of cultural resources is developed along with a preliminary analysis of their interrelation and operation. This forms the background for a more extensive analysis in Chapter 3 of the natural and cultural resource system that comprises the district, and a consideration of impacts that may affect it.

**FIGURE 10: CULTURAL RESOURCES & ECONOMIC SUBSYSTEM  
ORGANIZATIONAL DIAGRAM**



**TABLE 4: EMPLOYMENT IN THE SKAGWAY DISTRICT: JUNE, 1982**

|                                                                                                                                   |    |            |
|-----------------------------------------------------------------------------------------------------------------------------------|----|------------|
| <b>TRANSSHIPMENT</b>                                                                                                              |    |            |
| <b>WPYR</b> .....                                                                                                                 |    | <b>202</b> |
| longshoremen (east dock)                                                                                                          | 13 |            |
| ore terminal workers                                                                                                              | 31 |            |
| train crews                                                                                                                       | 54 |            |
| (engineers, fireman, conductor, 2 brakemen)                                                                                       |    |            |
| construction and section workers                                                                                                  | 28 |            |
| shop workers                                                                                                                      | 43 |            |
| passenger services staff                                                                                                          | 7  |            |
| coach cleaners                                                                                                                    | 4  |            |
| petroleum division employees                                                                                                      | 8  |            |
| management* and clerks                                                                                                            | 12 |            |
| (*not included in payroll figures)                                                                                                |    |            |
| <b>TOURISM</b> .....                                                                                                              |    | <b>206</b> |
| Westours Klondike Hotel (7 permanents; 25 additional hotel part-time;<br>50 additional seasonal tour staff)                       | 75 |            |
| Park Service (6 permanents)                                                                                                       | 38 |            |
| Small businesses (26 permanents)—estimate                                                                                         |    |            |
| Restaurants, Hotels (excluding Klondike), Curio and Artisan's Shops:<br>Hardware, Sports, Bank, Grocery, Service Station, laundry | 93 |            |
| <b>TOWN SERVICES</b> .....                                                                                                        |    | <b>56</b>  |
| City Office                                                                                                                       | 6  |            |
| Public Works                                                                                                                      | 3  |            |
| Police                                                                                                                            | 4  |            |
| Library, Museum, Health Center                                                                                                    | 8  |            |
| Customs, Immigration (3 extra seasonal)                                                                                           | 3  |            |
| State Highway Department                                                                                                          | 3  |            |
| Post Office                                                                                                                       | 3  |            |
| School                                                                                                                            | 26 |            |
| <b>TOTAL</b> .....                                                                                                                |    | <b>464</b> |

*NOTE:* Actual employment in Skagway is difficult to gauge because of the large numbers of seasonal and part-time workers. Also, some of those who work in the tourism sector part-time may also be working on the railroad part or full-time. Furthermore, about 40% of the summer employment reside in Skagway only for the summer.

**TRANSSHIPMENT**

**General Analysis**

Skagway remains, in the minds of most residents, a "railroad town." It is, moreover, the home of one of the last commercial narrow-gauge railroads in North America. In fact, the railroad is the reason for the city's survival beyond the Gold Rush Days of '98. Its construction to Lake Bennett in 1899, and eventually through to Whitehorse, gave Skagway a distinct advantage over the bustling community of Dyea, nine winding road miles from Skagway. Consequently, Dyea was soon to become a ghost town, and Skagway the shipment center for the mineral rich Yukon.

In the late sixties, the WPYR experienced a boom that gave it new life, albeit short-lived. With the opening of the Cyprus Anvil zinc mine and the Cassiar Asbestos mine in the Yukon, WPYR was charged with transshipping an unprecedented tonnage of freight. With a \$10 million capital outlay, the company constructed a new waterfront ore terminal, which was at that time the largest commercial facility in Alaska. New employees were hired and its payroll eventually doubled. The boom is now subsiding, however, since the mines are closed, at least temporarily, in the face of falling ore prices.

The railroad division of the WPYR accounts for the vast majority of employment, commercial activity, city tax revenue, and landholding in the townsite. There are, of course, many supporting divisions of the WPYR (like the longshoremen, maintenance shops, oil transfer and storage divisions, as well as management and clerical staff) that sustain the transshipment subsystem in the Skagway district. Understandably, the WPYR has, as a consequence, long dominated the other subsystems of the district, including the City Council. Historically, the WPYR and City of Skagway have worked in close collaboration, and the tourist industry has relied on the WPYR for cruise ship docking and railroad passenger service.

The overall economy of Skagway has, moreover, been closely interrelated with the volume of freight shipment on the Railroad. To the degree transshipment has increased, so has disposable income. Nearly 52% of the district's employment is with WPYR and nearly 75% of the full-time, skilled employment. Consequently, the impression persists as the transshipment business goes, so goes Skagway.

### **Present Status**

**Facilities:** The transshipment subsystem links several resource areas within the district, but most noticeably dominates the Skagway port and harbor. The WPYR owns and operates the east dock where its petroleum barges deliver fuel piped to the Yukon; container ships are loaded weekly, and cruise ships berth on their visits to Skagway. (The WPYR recently announced its desire to sell the dock to the City or State. It cannot afford the cost of repairing the dock's south end with the current railroad losses.) The ore terminal dock continues to store ore and load the ore vessels.

The WPYR also owns or leases the west half of the waterfront landfill and a portion of the east half closest to the railroad terminal. A total of seventy acres of this land is leased from the City (50-year terms—over 35 years left) as access and staging area for the ore terminal and reserve for possible development projects, like storing incoming pipe for transshipment to the proposed trans-Canadian pipeline.

The other principal facility of the transshipment is the railroad itself; 110 miles of mainline track connect the waterfront to Whitehorse in the Yukon (only twenty miles of the rail is in the U.S.; the steepest part of the route). WPYR trucks bring the ore to the Whitehorse transfer point for the daily train trip to Skagway.

A potential addition to this ship-harbor-train system is the Klondike Highway. Presently the highway has weight restrictions levied by the Canadians that prohibit commercial truck traffic. Furthermore, the roadway is too narrow, steep, and ungraded to safely accommodate heavy truck traffic and is opened less than half the year. At some point this more direct route (only 2-1/2 hours as opposed to 6 hours travel time by rail) may be used as a competitive or supplementary way into the Yukon. About 200 trucks transported WPYR freight on the highway during May 1980, while a railroad bridge was out.

**Shipment:** With the opening of the Anvil mine in the late sixties, the transshipment of total freight on the railroad soared. The tonnage of freight went from 132,000 tons of freight in the mid sixties to 800,000 tons in the mid seventies. Since the peak years of 1970-1975, the total freight has been gradually dropping, as the mines that brought the boom have been spent. The total freight moved in 1980 was a recent low of 540,000 tons (in 1981, 550,000 tons). The total for 1982 could fall to less than half of this current figure if the mines extend their closing as many speculate. This amount of freight is still well above the 1960 levels, but could financially threaten the railroad division geared now for higher capacities.

A total of 49 dockings of ore vessels occurred in 1981 (50 dockings in 1980), 27 of these were of the WPYR owned container vessel, the F.H. Brown. The ships transported 416,000 tons of mine products in this period, down from 483,000 in 1979 and the 1973 peak of 703,000 tons. With the volume of ore freight falling, so has the number of ore ship dockings (see Figure 11).

In other WPYR transport, the company has fared much better. Bulk petroleum shipment has been increasing (up to 11.8 million bulk gallons in 1981 from 8.4 million in 1979). Passenger travel has been steadily rising since 1960 to a peak of some 61,000 passengers in 1976. Although the 1981 passengers totalled below projections at 55,500 travelers, a decided increase is expected in 1982. The railroad recently refurbished steam engine No. 73 (at a cost of \$200,000) to add to the attraction of the tourist passenger run.

**Financial:** The WPYR has been a subsidiary of Federal Industries, a conglomerate based in Edmonton, Alberta, since the mid seventies. After some initial losses in the WPYR, the conglomerate changed local management and the WPYR, including its rail division, regained its profit margin. Gradually, much needed rail and bridge maintenance was accomplished, but the cost of operating the railroad continued to press the company.

The WPYR's severe difficulties in 1979, however, prompted the company to appeal for additional support. Its representatives approached the Cyprus Anvil Company, the Canadian government, the Yukon Territorial government, and the Alaskan State government for financial assistance. Each replied with significant concessions, and the railroad was further encouraged to find ways to make it on its own.

While the WPYR corporation's gross profits are rising (\$3,382,951 in 1981 over 2,280,487 in 1980), the rail division is suffering. After a gross income of \$834,547 in 1980 (a comeback from \$433,321 loss in 1979), the rail division accrued a resounding \$2,865,539 net loss in 1981 with greater losses likely for 1982. While the local pipeline and terminal divisions continue to make a profit, they are not sufficient to offset the railroad's problems.

**Employment:** The impact of the railroad's financial struggle is dramatically reflected in the gross payroll of the WPYR in Skagway. The WPYR employed 190 people in 1981, a figure expected to drop to under 170 by mid-summer in 1982. As recently as 1979, the employment totals (excluding management) were 261 (220 in 1980). The number of net workers, excluding management and those earning under \$2,000 per year was 211 for 1979, 195 for 1980, 177 for 1981, and 145 for July, 1982.

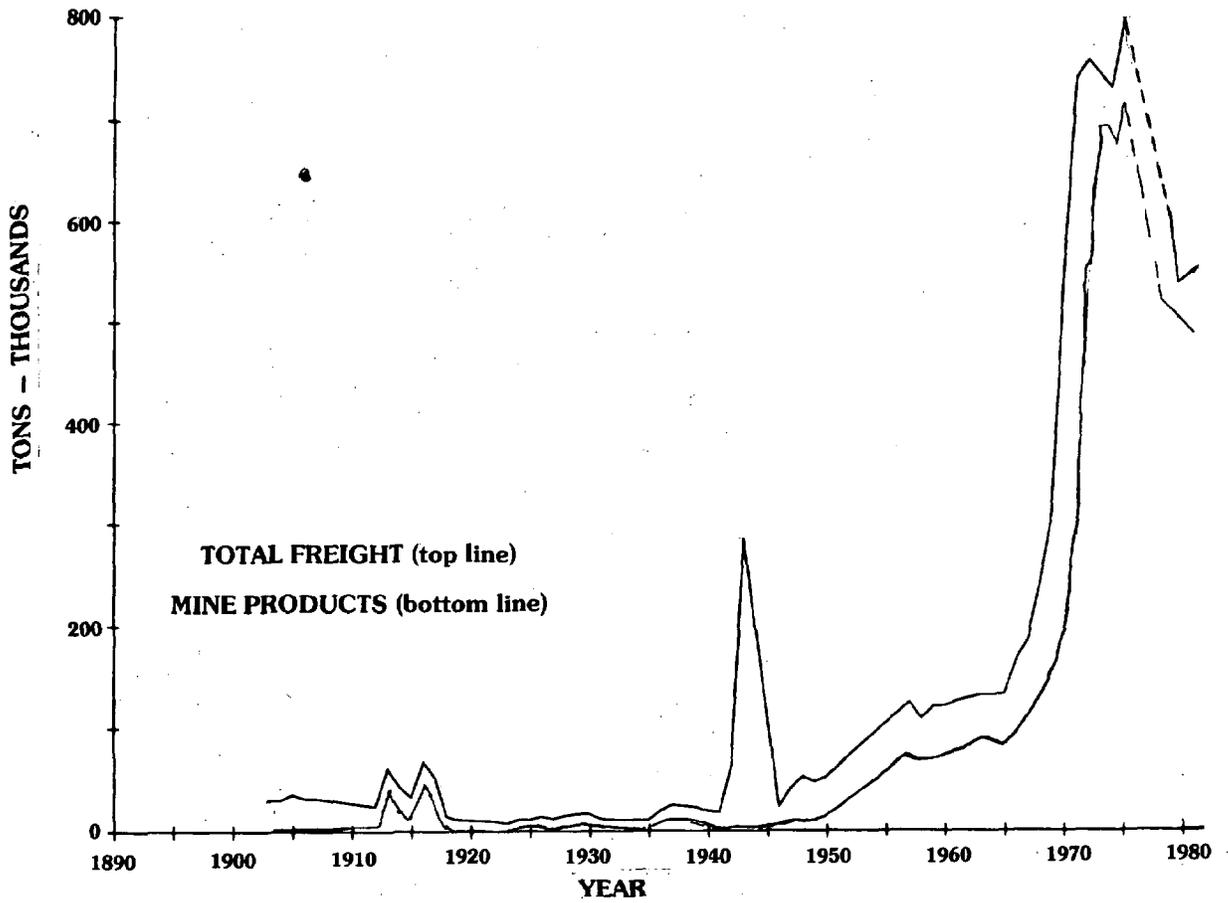
At the same time, the average wage on the WPYR has risen from \$23,890 in 1979 to \$29,538 in 1981. Layoffs have struck the less senior and lower-paid workers easing the gross payroll decrease from \$6.2 million in 1979 to \$5.6 million in 1981. The amount of disposable income in Skagway, however, has fallen in 1981 to the 1969 level, prior to the opening of the Anvil mine. The Skagway payroll (adjusted to constant 1967 dollars) is only \$2,063,000, down from a 1979 high of \$2,868,000 (see Figure 12).

The WPYR has become increasingly specialized since the advent of unions in the late fifties. There are six distinct operational groups at present: the WPYR dock workers (13 employees in 1981), the ore terminal workers (31), five person train crews (54) (engineer, fireman, conductor, 2 brakemen), the construction and section workers who maintain the railway (28), the shop workers who service the equipment (43), and passenger (7) and pipeline employees (8) all coordinated by the superintendent's and dispatcher's office.

Labor concerns continue to intensify. The UTU provisions for a five-man train crew have been maintained, against the management's preference for smaller crews. The number of train crews has been reduced to four crews for the summer of 1982, two less than the past summer. The company generally carries six crews in the summer and three or four in the winter. Whether the union will be forced to make contract concessions regarding crew size or number in order for the railroad to survive is an increasingly debated question.

**Prospects:** The transshipment industry, as suggested, is in turn heavily reliant on mineral extraction in the Yukon. Historically, the mining of ores has followed a "boom and bust" pattern of development; the WPYR has similarly responded with peaks and lows in their freight shipments. Most recently, the development of the Cyprus Anvil mine in 1968 brought nearly ten years of prosperity and expansion of the transshipment facilities. The closure of the

FIGURE 11: FREIGHT CARRIED BY WPYR

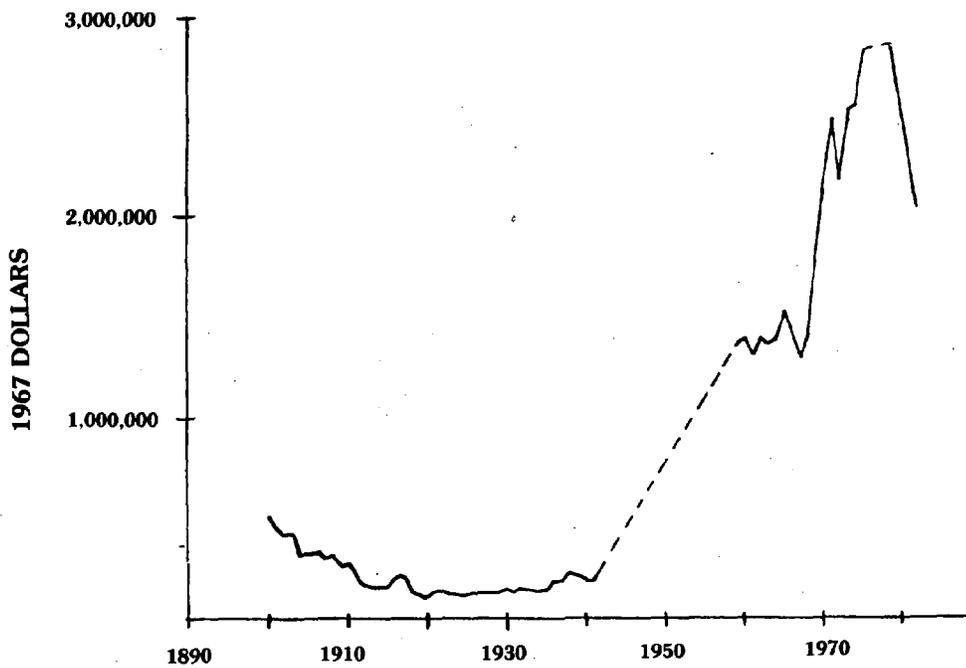


Source: Wells, 1978  
revised 1982



FIGURE 12:

WPYR PAYROLL IN SKAGWAY  
IN CONSTANT 1967 DOLLARS,  
1900 - 1981



Source: Wells, 1978  
revised 1982

**CASA**

Cassiar Asbestos-Clinton Creek and Keno mines and the temporary shutdown of the Cyprus Anvil mine have brought a corresponding slump to the WPYR railroad division. The exchange rate disadvantages, trucking competition, and increasing operating costs have also hurt the railroad, but ultimately the prospects of mineral extraction and transshipment hinge most heavily on the world market prices for ore.

Most residents, however, recall past ups and downs in the railroad economy and, despite the increased layoffs have faith that WPYR will pull out of this slump as it has others. The railroad management is a bit more cautious in their optimism. Whitehorse Copper and Cassiar Asbestos mines have already closed permanently. Moreover there is some concern that the temporary closing of Anvil mine for two months in the summer of 1982 could be extended indefinitely.

In the short-term (the next five years), it is unlikely that ore prices will rise sufficiently to make new mining developments profitable. In the long-run (20 years from now) the vast mineral wealth of the Yukon is likely to be tapped further (see Figure 13). Until then there is concern that the railroad could financially collapse before new development, or that the developments will be served by another route involving more trucking.

On the other hand, railroad extension to Faro or the construction of the Alaska Natural Gas Transportation System (ANGTS) could bring a burst of unprecedented prosperity to the WPYR and to Skagway in general. A 150-mile leg to Faro would bring the railroad to within sixty miles of the largest iron ore deposit in North America and would provide access to tin deposits at MacMillan pass and lead/zinc deposits at Howard's Pass at Summit Lake. Hydro-electric power plants to sustain the mining and smelting operations are also a possibility. The construction of the ANGTS pipeline, extending along the Alcan Highway to the midwest, would bring at least a three-year period of transshipping pipe and other construction materials. (WPYR has already ordered four custom-built locomotives in anticipation of pipeline transshipment.) The planning for the pipeline, however, has been officially postponed for at least two years, making the earliest start-up date 1985.

## TOURISM

### General Analysis

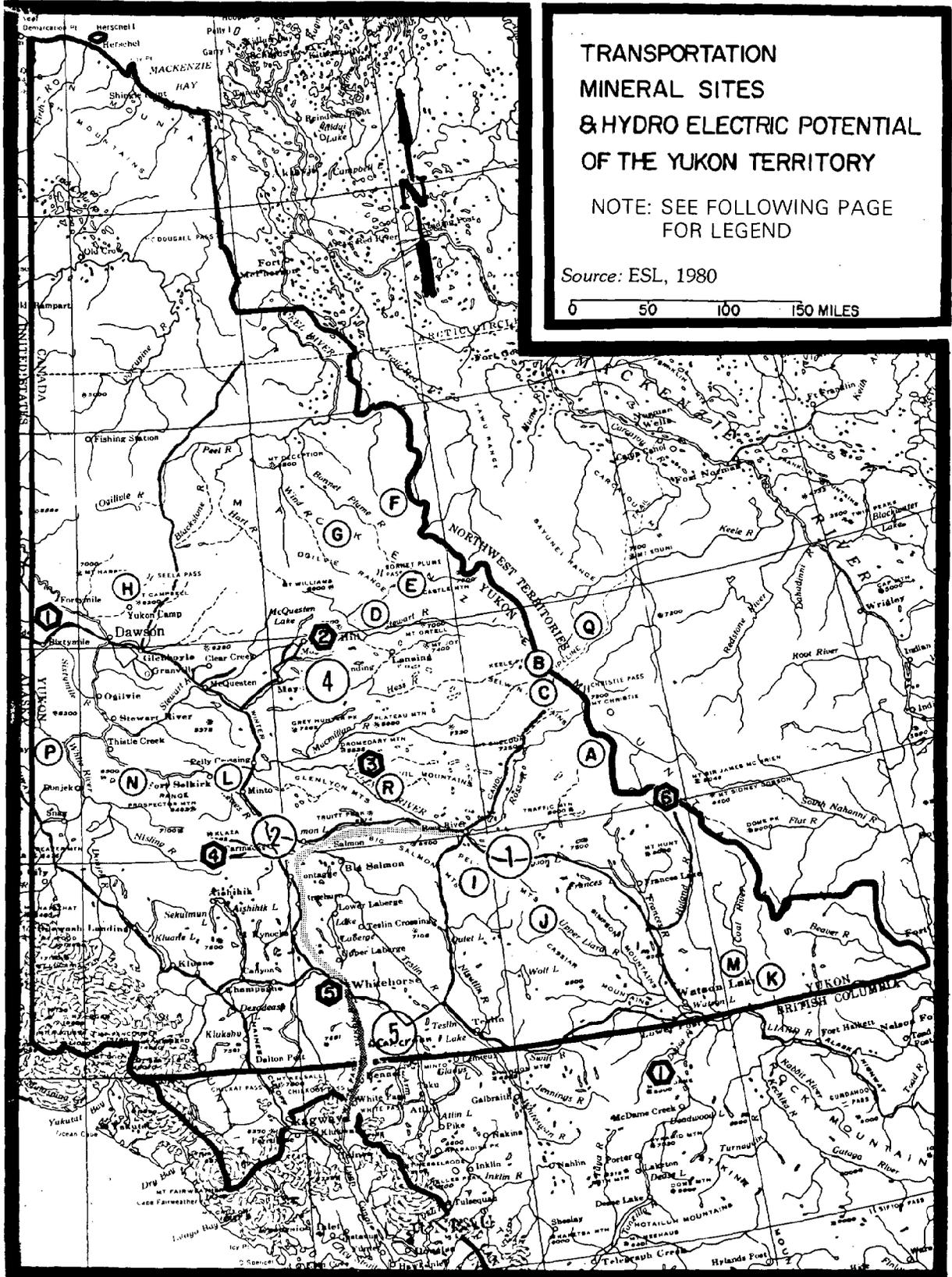
Skagway could be considered a tourist town from its beginnings in 1898. The original Gold Rush Stampeders were primarily outsiders making a brief stop-over on the way to the Yukon. Skagway, consequently, was a town of accommodations—hotels, bars, suppliers, and entertainment. As the rush for gold moved to Nome in 1900 Skagway simply began to welcome visitors of a different sort.

In the twenties ships continued to bring travelers up the inside passage to Skagway (see Figure 14). The wealthy sightseers enjoyed particularly the finery of Skagway's Pullen House resort or the Golden North Hotel and, in the Yukon on Tagish Lake, the lavish Ben-My-Chree Lodge. There was Martin Ijzen's "Skagway Street Car" offering tours and tales of the town's lore, and, of course, the steam train to Whitehorse and back presented spectacular mountain scenery. *The Alaskan Magazine*, February 1927, commented on the 8,000 tourists that passed through the town, "every summer bringing in a great part of her income." (Nearly 6,000 visitors were arriving annually as early as 1910.) Skagway had become famous for its raw beauty, historic flavor and also its small town character.

More recently, the tourist traffic has soared to more than 100,000 visitors a season (see Tables 5 & 6). The dramatic escalation of visitors in recent years is due to several factors, the promotion of Alaska tourism in general, the expansion of the state ferry's inexpensive transportation, the opening of the Klondike Highway to the Yukon, and the development of Westours and National Park Service (N.P.S.) facilities in Skagway.

With the uncertain future of the WPYR, residents are increasingly looking to the tourist industry to supplement the town's labor income. Tourism now accounts for as much as 30% of the town's revenue. As a result, the "company town" is gradually diversifying, while losing its small town quality in the process but gaining some independence from the railroad (see Table 7). Competition with other southeast towns, particularly Haines, remains keen, however. At the end of June 1982, for instance, the cruise ship Prince George decided to spend more time in Haines. This was in part because Haines had made generous docking concessions to accommodate them.

**FIGURE 13:  
TRANSPORTATION, MINERAL SITES and HYDRO POTENTIAL  
of the YUKON TERRITORY**



## LEGEND

### EXPLORATION PROPERTIES

- Ⓐ Canex-Summit Lake-Howard's Pass
- B. MacTung, Tom, Ogilvie Joint Ventures
- C. Yukon Barite
- D. McIntyre, Lead, Zinc, Silver
- E. Goz, Duo & Harrison Creeks, Bonnet Plume
- F. Crest, Iron Ore
- G. Archer Cathro Uranium
- H. H.B. Umex Uranium
- I. Anvil, Canol Mines
- J. Tintina Silver
- K. Grandby
- L. Minto
- M. Noranda
- N. Casino
- O. Plate
- P. Claymore
- Q. Godlin Lakes
- R. Anvil, Grum, Deposit—(A.E.X.) Swim Lakes-Van Gorda

### EXISTING MINES

- ① Cassiar Asbestos
- 2. U.K.H.M.
- 3. Anvil
- 4. Mt. Nansen
- 5. Whitehorse Copper
- 6. CanTung

### HYDRO DEVELOPMENT SITES

- ① Hoole Canyon Site
- 2. Yukon River, 5 Fingers Site
- 3. Pelly River, Granite Canyon Site
- 4. Stewart River, Fraser Falls Site
- 5. Marsh, Tagish, Atlin, Bennett Lakes-Taiya Site

### PROPOSED RAIL EXTENSION

### EXISTING RAIL

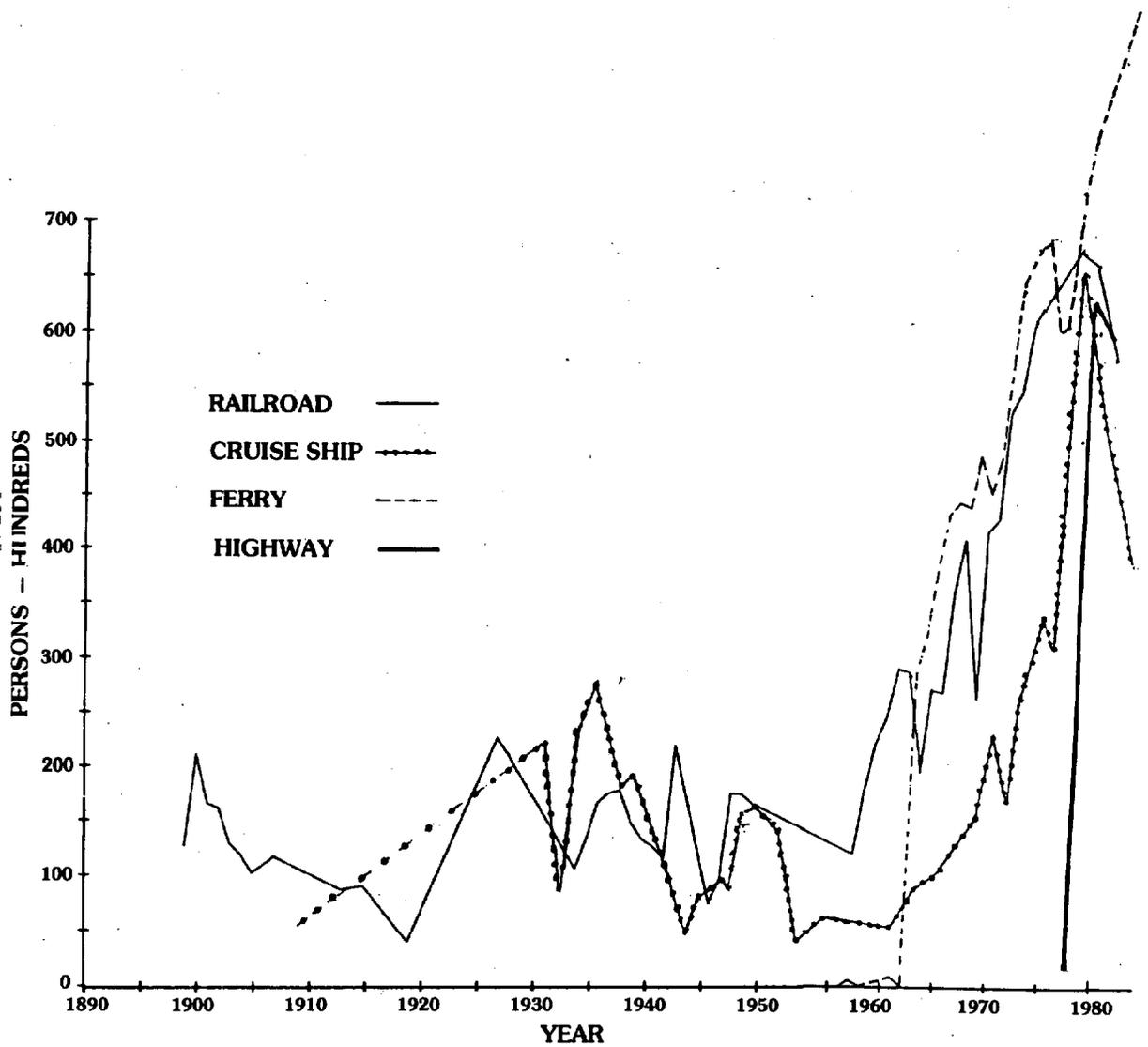
#### MILEAGE TO RAIL HEAD AT DEASE LAKE FROM:

|                                                   |             |
|---------------------------------------------------|-------------|
| Faro Junction .....                               | — 418 Miles |
| Ross Junction .....                               | — 385 Miles |
| CanTung Turnoff .....                             | — 227 Miles |
| CanTung Mine .....                                | — 347 Miles |
| McMillan Pass .....                               | — 540 Miles |
| Placer (Canex) via Can Tung .....                 | — 392 Miles |
| (To Stewart, B.C. add another 242 Miles to Above) |             |

#### TO SKAGWAY VIA RAIL EXTENSIONS TO FARO OR ROSS JCT FROM:

|                                                        |             |
|--------------------------------------------------------|-------------|
| Ross River Junction .....                              | — 332 Miles |
| Faro Junction .....                                    | — 289 Miles |
| McMillan Pass .....                                    | — 487 Miles |
| Placer Canex via road to<br>North Canol and Ross ..... | — 487 Miles |
| CanTung via Placer Road .....                          | — 532 Miles |

FIGURE 14: TRANSPORTATION PASSENGERS 1900-1981 (Passenger totals)



Source: Wells, 1978  
revised 1982



**TABLE 5: ALASKA MARINE HIGHWAY TRAFFIC  
(FERRY TRAVELERS)**

| <u>Year</u> | <u>Total<br/>Pass/Vehicles</u> | <u>Summer<br/>Pass/Vehicles</u> | <u>Haines<br/>Pass/Vehicles</u> | <u>Difference</u> |
|-------------|--------------------------------|---------------------------------|---------------------------------|-------------------|
| 1970        | 27,518/3,996                   |                                 |                                 |                   |
| 71          | 29,503/4,157                   |                                 |                                 |                   |
| 72          | 34,748/4,312                   |                                 |                                 |                   |
| 73          | 39,332/4,649                   |                                 |                                 |                   |
| 74          | 39,946/5,052                   |                                 |                                 |                   |
| 75          | 42,756/6,151                   |                                 |                                 |                   |
| 76          | 43,880/6,222                   |                                 |                                 |                   |
| 77*         | 36,150/5,375                   |                                 |                                 |                   |
| 78          | 36,907/6,950                   | 23,545/2,297                    | 32,231/9,569                    | -12,686/-7,272    |
| 79**        | 45,014/7,430                   | 29,665/4,285                    | 34,500/9,602                    | - 4,835/-5,317    |
|             | +13% +6%                       | +20% +46%                       |                                 |                   |
| 80          | 51,767/8,368                   | 35,211/5,193                    | 38,200/10,265                   | - 2,995/-5,072    |
|             | +13% +11%                      | +16% +16%                       |                                 |                   |
| 81          | 57,065/9,518                   | 37,071/5,685                    | 38,513/10,748                   | - 1,442/-5,064    |
|             | +10% +12%                      | +5% +9%                         |                                 |                   |
| (EMB        | -27,886/4,452                  |                                 |                                 |                   |
| (DIS        | -29,199/5,066                  |                                 |                                 |                   |
| 82          | est +4.5%                      | est. +10%                       |                                 |                   |

\* Ferry strike in Summer

\*\* Klondike Highway opened for first full summer

Source: Department of Transportation; Division of Marine Highway Systems

**TABLE 6: OTHER BOAT AND HIGHWAY TRAFFIC (1977-1981)**

| <b>DOCKINGS</b>         | <b>1977</b> | <b>1978</b> | <b>1979</b> | <b>1980</b> | <b>1981</b> |
|-------------------------|-------------|-------------|-------------|-------------|-------------|
| Cargo ships             |             |             |             |             |             |
| Fuel Barges             | 72          | 150         | 114         | 16          | 19          |
| Container ships         | 39          | 63          | 30          | 27          | 27          |
| Ore Ships (except WPYR) | 20          | 20          | 29          | 23          | 22          |
| Cruiseships             | 101         | 57*         | 67          | 87          | 72          |
| (passengers)            | (68,000)    |             |             | (48,111)    | (39,816)    |
| <b>HIGHWAY</b>          |             |             |             |             |             |
| Buses                   | --          | 17          | 590         | 1,015       | 804         |
| Trucks                  |             | 4           | 48          | 320**       | 59          |
| Cars                    |             | 650         | 11,092      | 11,485      | 13,249      |
| People (total)          |             | 1768        | 50,306      | 62,018      | 60,529      |

NOTES: \* Westours day boat began operation in 1981. Its dockings are not included.

\*\* Railroad freight shifted temporarily to trucks due to bridge failure.

Source: U.S. Customs, Skagway.

**TABLE 7: GROSS PAYROLL—1981**

|                             |             |
|-----------------------------|-------------|
| <b>TRANSSHIPMENT</b>        |             |
| WYPR (excluding management) | \$5,612,389 |
| <b>TOURISM</b>              |             |
| Westours                    | 450,000     |
| Park Service (38 employees) | 519,400     |
| Small business (estimate)   | 1,500,000   |
| <b>TOWN SERVICES</b>        |             |
| City government             | 429,588     |
| Other government            | 200,000     |
| School (approx)             | 675,000     |

The employment statistics reflect the shift in the district's economy. The tourism sector may account for nearly half of the personal income made in Skagway in 1982, considering the railroad lay-offs and recognizing that some of the payroll shown under Transshipment pays for passenger trains. The town services sector has also increased its overall hiring and payroll over the past few years. In sum, the statistics confirm the increasing financial distinction between tourism and town services on one hand and the transshipment sector on the other. All these current 1981 figures could change dramatically with a shutdown of the railroad.

The recent expansion of tourism in Skagway, however, is not without some resistance and consequence. To some residents the tourism industry imposes an unnatural mix of expectations. The residents of the district predominantly work on the railroad and look to the townsite as their home—as a place to serve them and support their independent lifestyle. On the other hand the notably upper class and elderly visitors expect the town to be a place of comfort, convenience, and entertainment. A recent National Park Service study shows that among cruise ship passengers the "least favorite" aspect of the town is its "unattractive, unclean" appearance (Koth, 1980). These travelers appear more sensitive to the aesthetic qualities of the town than to its functional assets (see Tables 8 & 9).

Many residents, on the other hand, question the large "outside" operations of Westours and the National Park Service that appear to control much of the profit and historic resources of the tourist business. As in many resort towns, there is also occasional concern over the "snowbirds" who work in small shops during the summer, but who head south during the winter, taking their earnings with them. Consequently, for some residents tourism has become a commercial enterprise that is tolerated and exploited for its brief 90-day season but not completely at home in Skagway.

The tourist industry, nevertheless, is achieving increased acceptance and prominence in the district. The expansion of the Klondike Hotel (Westours), the restoration of buildings by the Klondike Gold Rush National Historical Park, and the promotion of the scenic, narrow-gauge train ride (WPYR), have helped to develop an attractive and thriving tourist subsystem. There is increasing coordination among the National Park Service, Westours, WPYR and the City. The establishment of the Conventions and Visitor's Bureau with a full-time director along with the standing Chamber of Commerce, is especially helping to promote cooperation of tourism within the community (see Figure 10).

#### **Current Status**

**Visitors Corridor:** The tourism subsystem leads from the waterfront through the historic district, feeding into a number of outlying sites. Many tourists use the town as a brief stop-over on their way to one of the following: the

**TABLE 8: FAVORITE ASPECTS OF EXPERIENCE IN SKAGWAY**

| <b>Favorite</b>                              | <b>Absolute Frequency</b> | <b>Percent</b> |
|----------------------------------------------|---------------------------|----------------|
| Gold Rush History, Atmosphere and Appearance | 451                       | 41.7           |
| White Pass Railway                           | 125                       | 11.6           |
| Scenery, Setting                             | 101                       | 9.3            |
| Residents, Lifestyle                         | 100                       | 9.3            |
| Town Facilities                              | 87                        | 8.0            |
| Saw Little of Skagway, took tour             | 81                        | 7.5            |
| Tour Bus Guide                               | 40                        | 3.7            |
| Other                                        | 96                        | 8.9            |
|                                              | <u>1081</u>               | <u>100.0</u>   |

Source: Koth, 1980

**TABLE 9: LEAST FAVORITE ASPECTS OF EXPERIENCE IN SKAGWAY**

| <b>Least Favorite</b> | <b>Absolute Frequency</b> | <b>Percent</b> |
|-----------------------|---------------------------|----------------|
| Unattractive/Unclean  | 110                       | 26.3           |
| Not Enough Time       | 75                        | 17.9           |
| Weather               | 52                        | 12.4           |
| Town Facilities       | 46                        | 11.0           |
| Commercial/Expensive  | 36                        | 8.6            |
| Itinerary and Service | 34                        | 8.1            |
| Tour Bus Guide        | 18                        | 4.3            |
| Other                 | 47                        | 11.2           |
|                       | <u>418</u>                | <u>100.0</u>   |

Source: Koth, 1980

Chilkoot Trail to Bennett Lake, the Klondike Highway to the Alcan Highway through the Yukon, the WPYR rail route to Fraser turn, Bennett Lake or Whitehorse, charter plane trips to Glacier Bay or over the White or Chilkoot Passes and scheduled flights to Juneau.

The most frequent point of entry is the harbor. Here cruise ships dock at either the WPYR east dock or occasionally at the ore terminal dock for what is usually a one-day stop over. The Westours day boat shuttles cruise tour passengers from Juneau. It berths daily in the City maintained small boat harbor along with an increasing number of small fishing and pleasure boats. The marine highway ferry has nearly daily arrivals from points south at the state operated ferry terminal. All in all, nearly 70,000 of the district's 100,000 tourists will enter by way of this "waterfront door." (Over 90% of all those that come to Skagway will use the port for entry or departure.)

The city continues to develop the adjacent waterfront area as a "visitors corridor." The city owns much of this vacant quarter-mile stretch of sand/gravel fill between the downtown commercial district and the docks. In 1978, it enlarged the small boat harbor to 108 berths, 41 of which are consigned to yearly leases. A recreational vehicle park is tentatively planned for the vacant area between the small boat harbor and Pullen Park. A \$180,000 allotment from the Division of State Parks will allow for landscaping of the park, treed borders, and shower and bathroom facilities to be shared with the boat harbor. (Some of the monies may be dispersed to make improvements at Yakutania Point, Hanousek Park, as well as the waterfront campground.) The 40-site park will also help to lessen the parking of large motor homes in the midst of the historic district. Ideally, visitors will find it convenient to park in the campsite area and walk to the downtown. A roadway (Congress Way) on the east border of the area leads to the east cruise ship dock, and the roadway (Broadway Extension) separating the so-called corridor from the WPYR staging area leads to the ferry terminal dock. Both routes are to be eventually landscaped with accompanying benches.

**TABLE 10: HISTORIC SITES IN THE SKAGWAY HISTORIC DISTRICT**

| ID Number | Name of Building                                  |                   |
|-----------|---------------------------------------------------|-------------------|
| 020       | D.C. Brownell Hardware/Pantheon Salon             |                   |
| 021       | Frontier Bar                                      | Blk 25            |
| 022       | Red Onion Saloon                                  | Blk 34, Bldg A    |
| 023       | Old Library                                       | Blk 2, Bldg C     |
| 024       | Dedman's Photo Shop                               | Blk 27, Lot 12    |
| 026       | D. Goldberg Cigar Store                           | Blk 2, Lot 12     |
| 027       | Hotel Seattle                                     | Blk 1, Lot 2      |
| 028       | Meeting Hall                                      | Blk 35, Bldg 1    |
| 030       | H. Boas Tailor Furrier Shop<br>Pullen House Hotel | Blk 35, Lot 6     |
| 077       | Verbauwhede Confectionary                         | Blk 35, Lot 6     |
| 078       | White Pass & Yukon RR Depot                       | Blk 36, Lot 6     |
| 079       | White Pass & Yukon RR Bldg                        | Blk 36, Lot 5     |
| 080       | Moore Cabin                                       | Blk 24, Lot C     |
| 081       | Bogg Bakers                                       | Blk 25, Lot 6     |
| 082       | Lynch & Kennedy Dry Goods                         | Blk 26, Lot 5 & 6 |
| 083       | Pacific Clipper Line Office                       | Blk 35, Lot 6     |
| 084       | Mascot Saloon                                     | Blk 35, Lot 6     |

Source: Renger, DNR, Division of Parks, 1979. Alaska Heritage Resource Survey.

**TABLE 11: PASSENGER PARTICIPATION IN SHORE ACTIVITIES IN SKAGWAY**

| Activity           | Percent Participating | Missing Cases |
|--------------------|-----------------------|---------------|
| Shopping           | 67.1                  | 181           |
| Sightseeing on Own | 56.7                  | 204           |
| Bus Tour           | 39.0                  | 182           |

(Koth, 1980)

**TABLE 12: VISITATION PATTERNS & PASSENGER SATISFACTION AT ATTRACTIONS IN SKAGWAY**

| Attractions                   | Percent Visiting | Missing Cases | Satisfied | Not Satisfied | N   | Missing Cases |
|-------------------------------|------------------|---------------|-----------|---------------|-----|---------------|
| White Pass Railway            | 59.3             | 162           | 90.7%     | 9.3%          | 990 | 168           |
| Klondike Gold Rush            |                  |               |           |               |     |               |
| National Historical Park      | 21.0             | 389           | 95.2      | 4.8           | 168 | 194           |
| National Park Service Rangers | 12.1             | 411           | 93.1      | 6.9           | 102 | 105           |
| Soapy Smith Show              | 8.3              | 372           | 87.1      | 12.9          | 93  | 52            |
| Guided Walking Tour           | 7.2              | 403           | 95.8      | 4.2           | 48  | 76            |
| Days of '98 Show              | 6.9              | 384           | 93.3      | 6.7           | 60  | 59            |
| Chilkoot Trail                | 2.2              | ---           | 87.0      | 13.0          | 23  | 24            |
| Ghost Town of Dyea            | 2.0              | ---           | 84.2      | 15.8          | 19  | 24            |

(Koth, 1980:34)

Pullen Creek Shoreline Park, next in line as one proceeds along the corridor, was completed in the spring of 1982 as part of a coastal management "Area Meriting Special Attention." A picnic pavilion, bridges, observation docks, and landscaping surround the salmon stocked pond of Pullen Creek. Shortly beyond the park is the WPYR train terminal and the Old Depot, soon to be the National Park Service Visitor's Center (by late 1983). The Convention and Visitor's Bureau is also considering locating its visitor center in this vicinity, possibly in the vacant UTU building across from the WPYR Terminal.

The adjoining downtown historic district, encompassing twelve blocks and fifty-eight historic structures, is Skagway's feature attraction (see Table 10). The seven-block stretch of Broadway, with boardwalks and gravel street, retains the ambiance of the gold rush days. The Klondike Gold Rush National Historical Park, since its establishment in 1979, has been restoring its fifteen historic structures in the district. It also maintains a visitor's center in the distinctive A.B. Hall owned by the City. Guided tours of the district, slide shows and films about Skagway history and tour literature are available at this center. At least seventeen curio and gift shops, seven restaurants, three major hotels, four bars and lounges and a variety of commercial outlets (hardware store, grocery stores, laundromat, bank, photo shop) occupy the remaining edifices. The statuesque City Hall (designated in the National Register of Historic Places) marks the end of the district. Its 2nd floor "Trail of Ninety-Eight" museum contains native and gold rush artifacts of acclaim (21,000 visitors in 1981). Produced since 1921, the "Days of 98" show at the old Eagles Hall is another prime tourist attraction in Skagway (12,000 visitors in 1981) (see Tables 11 & 12).

Beyond the townsite (2.65 miles from the wharf) is the popular Gold Rush Cemetery, the burial site of numerous stamperders and of the notorious pair, Frank Reid and Soapy Smith. Less than a hundred yards from the cemetery is the base of Reid Falls.

Visitors also frequently walk the foot bridge to enjoy the natural habitat and scenic views of Yakutania Point or hike the several local trails to the Dewey Lakes or A.B. Mountain. Some also drive the winding nine-mile coastline road to Dyea where the Chilkoot Trail begins. The National Park Service manages the thirty-three mile trail and its base campground as part of the Klondike Gold Rush National Historical Park. Bus tours over the White Pass and into the Yukon, chartered plane sightseeing of the Juneau Ice Cap and Glacier Bay, and, of course, the scenic narrow-gauge railroad trips round out the district's attractions (see Table 13).



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### TABLE 13: OTHER HISTORIC SITES IN THE SKAGWAY DISTRICT

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*Skagway and White Pass Historic District:* Designated on the National registry of Historic Places. "Gold rush town of Skagway and White Pass Trail and White Pass and Yukon Railway over which stampéders made their way to the Klondike. Many period buildings survive in Skagway, traces of the trail can still be seen, and the narrow gauge White Pass and Yukon Railway still operates." (Alaska Division of Parks, N.D.; p. 208).

*Smuggler's Cove:* The cove is a popular picnic spot with residents and visitors. If the footbridge is passable, it can be reached by an easy twenty minute walk from downtown Skagway.

*Trail of '98 Museum:* Designated on the National Register of Historic Places. "The first granite building in Alaska, the facility now operated as a museum by the City of Skagway was also the location of McCabe College for Women—the first such institution in Alaska—from 1899-1900" (Alaska Division of Parks, N.D.; p. 207).

*Gold Rush Cemetery:* Located north of the townsite. The cemetery contains grave markers for over fifty stampéders and the legendary Soapy Smith and Frank Reid.

*Glacier Site:* Located at Mile 14, White Pass and Yukon Railroad. "Site of a telegraph station and railroad stop on the White Pass and Yukon Railway" (Alaska Division of Parks, N.D.; p. 208). A trail leads from here three quarters of a mile to a Forest Service cabin and another mile to the terminus of Laughton Glacier.

*Dyea Site:* Designated on the National Register of Historic Places. Site of the town at the head of the Chilkoot Trail. There are no standing buildings, although much debris remains (Alaska Division of Parks, N.D.; p. 207).

*Finnegan's Point Site:* "Located at the end of the wagon road from Dyea on the trail to Chilkoot Pass" (Alaska Division of Parks, N.D.; p. 208).

*Barque Canada:* A designated historic site which dates back to the gold rush. The remains of its hull can be seen on the flats of Long Bay at low tide in the spring and fall.

*White Pass City Site:* Once a way station on the White Pass Trail, the site is now abandoned, although relics remain.

*White Pass Trail:* Like the Chilkoot Trail, the White Pass Trail played a significant role in the gold rush of '98. Trail relics and a scenic setting provide both historic and other recreational values.

*Chilkoot Trail:* Possessing both historic and scenic values, this trail is receiving rapidly increasing attention from the recreating public. Provides with two shelters, footbridges and other improvements, the thirty-seven mile trail is believed to have been used as a prehistoric trade route for a Chilkoot Tlinkat Village at Dyea.

*Other trails:* The *Denver trail* is one of the most popular local trails. This state trail winds three miles to a Forest Service cabin and then to the base of the Denver Glacier. *Dewey Lakes trail system* takes off from downtown Skagway and goes to Reid Falls and Dewey Lakes, both of which have been stocked with fish. The *AB trail* ascends AB Mountain from Dyea Road. Besides the popular Chilkoot Trail, the Dyea valley includes an *old logging road* leading up West Creek and a steep trail to *Lost Lake*, also stocked with trout. Other popular trails include the *trails to Smuggler's Cove, Stargills Woodcamp and the Gold Rush Cemetery*.

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**Westours:** The dominant elements in the tourism subsystem are Westours, the National Park Service, and a collection of small businesses, city facilities and sight seeing excursions. Westours is the most predominant of these, having developed a vertically integrated operation which combines all the component parts of the tourism experience so that a client can travel throughout Alaska without leaving Westours quality accommodations. (WPYR is also a vertically integrated business operating shipping, transfer, railroad and trucking legs of ore transshipment.)

The company, based in Seattle and Portland, sends three cruise ships a week into Southeastern Alaskan waters. Their day boat "The Fairweather," which shuttles passengers from Juneau to Skagway, has been expanded to seat 260 (from 170). About 80% of these passengers pass the night at the Klondike Hotel at \$75 a night (single occupancy). They spend an average of \$175 a day per person in Skagway before traveling to Whitehorse on company provided tour buses. About 50% of Westours visitors take the train ride to the Fraser Turnaround. A large portion see the "Days of '98" show as part of their excursion in Skagway. Twenty percent of the Fairweather travelers do not go on to Whitehorse, but return to Juneau the next morning on the day boat.

The black and red Klondike Hotel is the center of Westours' Skagway connection. The company first built forty units in 1968 and has since added an average of forty units every two years. The present one hundred seventy unit facility will be expanded in late 1982 with a three story addition of sixty-five units, bringing the total number of rooms to two hundred thirty-five. Five of these will be used to house staff. They will also move their Salmon Bake restaurant to their Broadway frontage lot. The one hundred seventy seat dining room in the main hotel serves two seatings each morning and night during July and August.

The facility currently employs seventy-five full time (102 total) people on a seasonal basis; the building expansion will warrant an increase of seven or eight staff next year. About forty-five members of this staff are brought in from "outside" and thirty are local residents. However, only seven remain on the staff to operate the hotel during the winter months. Westours will bring nearly 30,000 people to Skagway this year which will account for some 14,000 room nights of business. Another few thousand room nights will come from independent travelers.

Westours is clearly committed to expanding tourism in Alaska and being sure Skagway has a part in it. It has purchased two new hotels, one in Whitehorse and one in Fairbanks, so its clients traveling from Skagway to the interior can continue to stay in Westours accommodations. In Skagway, the company projects a 34% increase from 18,000 room nights in 1981 to 25,000 in 1986.

Besides expanding the Klondike and its Salmon Bake, the company has sought to develop two other visitor facilities in the town; however, neither of which has yet materialized. Its proposal to develop Smugglers Cove into a docking and picnic area was resoundingly defeated in a City referendum, and its effort to purchase the Rapuzzi collection of '98 artifacts and develop a museum of its own has also met with complications.

**National Park Service:** The National Park Service's Klondike Gold Rush National Historical Park also plays a significant role in sustaining the tourism subsystem. The unit in Skagway is actually one portion of the total Klondike Park which includes a Seattle unit, the Chilkoot Trail unit (9,584 acres) and the White Pass unit (3,279 acres). Together these units commemorate the Gold Rush journey to Dawson City, Yukon Territory, which is itself now maintained as a Canadian National Park.

The Park's principal contribution to Skagway has been to preserve fifteen historic buildings in the town as monuments to the Gold Rush era. The exterior restoration of fifteen buildings three of which were relocated to the downtown from other areas in town, is laying the stage for the town's revival. As many as seven buildings will be restored and leased for commercial use by 1985. The restoration has been a catalyst for private investment and renovation as well. Five major private restorations have already been accomplished: the Pack Train, Dedman's Photo, the Red Onion, Kellers and the Bank. Less than twenty years ago many of the downtown buildings were severely delapidated and some lots were vacant and overgrown. In the past many of the old buildings in town were deliberately burned as practice for the local fire company, but today their value has appreciated greatly. The two old depot buildings are the largest. It will cost nearly a million federal dollars before their restoration completed to be used as a new visitor's center (see Table 10).

The current visitor's center last year drew approximately 48,000 people during its summer season—double the previous year's total. About fifty percent of these are from the cruise ships, and the average age of the visitors is over fifty-five. The new center in the renovated Depot will have a one hundred seat auditorium, like the present one, and the two daily hour-long guided tours will accommodate up to sixty persons, although they average about fifteen. Maintenance of the 33-mile Chilkoot Trail has also been a significant task of the Park Service. The National Park Service has constructed twenty-two new footbridges since its opening, including a \$55,000, eighty-foot suspension

bridge and a second suspension bridge across the Taiya River at Canyon City. The Chilkoot Trail drew 2,600 hikers during the '81 year.

The park is staffed by forty persons, most of whom are imported from outside Alaska. Of the 32 seasonals in 1982 (up from 28 in 1981) five work as "interpreters" in the visitors center; four as rangers and two as researchers on the Chilkoot Trail, and twenty-one as carpenters and laborers doing restoration. The FY 82 budget for these "personnel services" alone amounted to \$519,400 (up from \$421,300 in '81).

As the restoration of the buildings is finished, the staff is likely to be cut to a third leaving enough to do the routine maintenance of the buildings. Starting in 1985 many of the buildings are to be made available for leasing. As many as five to seven may be released for private use, but the terms of the "lease-back" have yet to be determined. Four structures will be restored for interpretive use; and three are likely to be used as storage and maintenance facilities. According to the park superintendent, the impact of these lease-backs on the Skagway economy is likely to be minimal. The interior of most of the structures is actually relatively small and best suited as office space or small shops according to the park supervisor, than to major commercial outlets.

The National Park Service is in an unusual position in that it operates by means of cooperative agreements with the City and the State. It does not own the park lands in Skagway, and the land they do own is spread out over several locations in the district. The Park cannot, therefore, mandate policy within its boundaries and has an unwieldy facility to manage. It paid the City \$31,000 in 1981 to defray water, garbage, fire, police, and sidewalk services, even though it as yet does not use this amount of services. \$140,000 total has been paid to the City in the 4-1/2 years of Park existence in Skagway.

The Park's role in the district has been sharply debated at times, despite its positive contributions. Some attribute the controversy over the Park's development to "anti-government" sentiments, others to the difficult task of restoration which was at first awkwardly managed. When the Park Service purchased structures in the historic district, the buildings were taken off the tax rolls. The loss amounted to \$5,466 in 1978 and \$3,400 in 1977. This loss was offset, however, by an estimated gain of \$9,000 in sales tax generated by the Park's development (and the payment in lieu of taxes). Most recently opposition flared over the National Park Service's "inholders" policy which attempted to regulate the development of private property within the Chilkoot Trail Unit of the Park.

Relations between the community and the National Park Service seem to be improving with time and care. The City is negotiating a trade of the A.B. Hall to the National Park Service, in return for three National Park Service vacant lots, and the City's Historic District Commission of park officials and City Council members is working to oversee the development of the Historic District. National Park Service staff have also assisted in improving the City museum's archives.

**Small Businesses and Accommodations:** A third element of the tourism subsystem is the variety of small businesses, particularly those that line Broadway, which are loosely affiliated through the Chamber of Commerce. The chamber's monthly luncheons draw between fifteen and twenty-five in attendance. It has had difficulty establishing a unified and firm program in part because merchants are so busy and so independent and because many of the businesses which cater to tourists are only open during the summer. Among the businesses which cater to tourists are seven restaurants and cafes, four bars, curio and craft stores, a variety of hotels and camping facilities, two groceries and several taxi and sightseeing operations.

Lodging is available at the following: The 1898 Golden North Hotel decorated in antique furnishings—33 rooms; the Skagway Inn, formerly a rooming house for ladies—14 rooms; Irene's Inn—4 apartments; The Taiya Lodge; the Fifth Ave Bunkhouse—12 bed spaces. These rooms added to the Klondike's 171 deluxe rooms give Skagway 257 units. Staterooms aboard the cruise ships in port might also be considered in determining Skagway's accommodations capacity.

Campgrounds include Hanousek Park which is operated by the City. The park is conveniently situated in a wooded area at 14th and Broadway with 40 designated sites. A small state campground at Liarsville holds approximately 10

R-V's, (This site is likely to be phased out with the construction of a new state-funded campground.) Lastly, the National Park Service maintains a primitive 22 site campground (no bathroom or running water) in Dyea.

A 1978 study by the State recommended at least 40 additional R-V sites for Skagway and launched subsequent efforts to locate a suitable campground location. A lack of flatland and the high cost of available private land made the City waterfront land a logical place for additional campground space. A cooperative agreement being negotiated with the state provides for relocation of the waterfront campground should there be a need to make the land available to industrial use. Some residents, however, prefer a site in a more natural area like the Seven Pastures or Sanitarium Lots outside the townsite, but these are privately owned and land acquisition costs appear prohibitive. They also are located in flood hazard areas.

Presently, there is a proposal to designate Yakutania Point as an "AMSA" and have it include provisions for tent campgrounds. At the height of the summer a few hundred tent campers are scattered across the hillsides bordering the town. Ideally, Yakutania Point would draw some of these tent campers from the hillsides. It might also draw tent campers now occupying R-V spaces in Hanousek Park.

It is clear that accommodations for lodging and camping are inadequate during the peak summer months of July and August. However, to expand much beyond the present capacities is difficult to justify considering the under-use of facilities during the other 9-10 months. Nevertheless, Skagway remains very much a way-station in travel to the Yukon or other Alaskan points. The majority of people spend only one night in town or simply drive, train, bus or ferry on to another place for lodging if vacancies are not available in Skagway. Increased camping capacity will enable tourists to spend more time in Skagway as they explore Alaska and the Yukon.

### **Prospects**

The tourism industry in Alaska is expected to increase drastically. With the State of Alaska's extensive advertising campaign in full swing, an estimated 1,000,000 visitors are expected to be coming to Alaska by 1985, double the number of 1980; 300,000 are expected to reach Juneau this year alone. Where they stay in Southeastern Alaska is, of course, an open question. The convenience of transportation has much to do with their arriving in Skagway, as does the general atmosphere of the town.

The State ferry system, established in the early 1960's, has expanded to transport over 55,000 passengers a year to and from Skagway. Nearly 20,000 will disembark at Skagway in the summer months alone. ADOTPF officials project yet another 10% increase in ferry travels this summer of 1982 (see Table 5).

The Klondike Highway, opened in 1977, gives ready access to the town as well. Travelers on the Alcan Highway can now drive 120 miles from Whitehorse to the town and connect with the ferry or visa-versa. A total of 60,500 in 14,100 vehicles traveled to and from Skagway on the Highway in 1981. A substantial number of these passengers are traveling this route by bus (22,914 individuals in 804 buses during 1981).

Although the docking in Skagway of large cruise ships has decreased slightly, three smaller day boats make regular transfers from Juneau, and moderate sized vessels, like the Prince George, (300 passengers) make Skagway a regular port-of-call. Therefore, a substantial number of particularly upper-class tourists continue to visit by ship. In 1981, 72 cruise dockings (69 in 1982) brought approximately 40,000 visitors to the town (see Table 6).

Visitors continue to reach Skagway by air as well as by railroad and even foot. There are three airlines with daily scheduled flights serving the 3,300 foot airstrip with 4-6 seater prop-planes. The railroad, as it has for years, continues to bring passengers in from Whitehorse. Hikers enter the area over the historic Chilkoot trail, and more and more private boats berth in the small boat harbor.

**Transportation Issues:** The Railroad continues to be one of the feature attractions of the district. As mentioned in the previous section on transshipment, a total of 55,500 passengers travelled on the WPYR railroad last year (1981)

down from 64,100 in 1980. The number of passengers for 1982 is also down from 1981. The six-hour Bennett Turn trip had 17,000 passengers (26,200 in 1980) and the increasingly popular Fraser Turn (a three-hour round trip) had 3,360 (up from 2,480 in 1980).

There are several reasons for the downswing. For one, cruise ships that book the train as an excursion are fewer in number. Fewer ships are docking and one shipline now buses their excursions. Bus service to Whitehorse takes 2-1/2 hours as opposed to the six-hour train trip and costs as little as \$35.00. There were 590 buses in 1979, 1015 in 1980, and 804 buses in 1981 traveling the Klondike Highway. This accounted for a total of 22,914 passengers in 1981 alone (27,503 in 1980).

Unfortunately, rising operating costs have pushed the passenger fare up significantly over the years. The train fare is now \$99 round trip to Whitehorse (\$60 one way—\$120 one-way on the steam engine excursions) and \$50 for the half-day Fraser Turn alone. This cost is becoming prohibitive for many family groups. (There will be no further fare hike in 1983.)

In sum, the convenience of the Klondike Highway poses a competition for the railroad. An increasing number of people are entering and/or leaving Skagway on this route; 36,476 cars with 104,210 passengers passed in or out of the Yukon since 1978.

The Klondike Highway has, no doubt, contributed to ferry traffic headed for the Yukon, facilitated the commercial bus tours of the interior, brought more Alcan Highway travelers through the town, and has brought Skagway and Yukon residents closer together. There is emphatic local support for keeping the Highway open all year so that Skagway residents might have more travel options during the long winter. It is unlikely, however, that the Alaska DOT will see fit to keep this highway open all year as long as they continue to maintain the Dalton Highway through Haines already maintained through the winter. However, the highway may possibly be opened longer than it now is; perhaps from early April to late November. (See "Transshipment" section for discussion of the Klondike Highway and trucking).

The ferry service, the Alaska Marine Highway, continues to bring daily service to Skagway (arrivals seven days a week in the summer). The state has, however, limited its summer mainline service, i.e. direct travel from Seattle to twice weekly. Some residents are concerned that this change will hurt tourism in the long run. There also continues to be concern over the inconvenience of the ferry schedule (some arrivals and departures are at 2:00 AM) and over the time taken in the trip to Juneau via Haines. The State is exploring the possibility of hydrofoil boats which would bring people to Juneau in half the time and at more convenient times. There remains some question as to their practicality, the fare on the new boats would be \$10-\$15 more—only \$15 less than a plane ticket; cars could not be transported on them; and some fear the hydrofoil service may mean more of a cut-back in mainline or car ferry service.

**Downtown Issues:** Skagway has many things that make it an appealing tour site: the romance of the Gold Rush days commemorated in the Klondike National Park, the first class Historic District hotel accommodations, the scenic steam engine train ride through the mountains, and the spectacular scenery. There are also the curio and artisan shops, convenience stores, the Trail of '98 museum, "Days of '98" show, and small town atmosphere. The district, therefore, will continue to receive a substantial number of tourists—75,000-100,000 each summer with little additional effort.

However, there may be a significant shift in the type of tourist coming to the town. Presently, a very segmented cross-section comprises the 100,000 total. 40,000 relatively wealthy people on the cruise ships are expecting first class accommodations (see Koth, 1980). This number of visitors is tapering off as fewer huge cruise ships are travelling the length of the Lynn Canal and smaller day boats are taking their place. With the increased ferry and highway travel, there are more and more moderate income (motor home) and budget travelers (back packers).

There is concern that suitable docking space is not available for larger ships since the south end of the east dock (owned by WPYR) is in disrepair. Many of the larger cruise ships have found it more profitable to shorten their tours from 8 to 7 days leaving out one port-of-call. Skagway or Haines is usually deleted, or the boats stay over in Sitka or

Juneau and delete both northern towns in favor of excursion side trips. The cost of fuel and labor makes the 100 extra miles up the canal from Juneau to Skagway costly. Furthermore the docking fees in Skagway are \$1500—a third more than comparable facilities.

Skagway is intent on developing its tourism further, as is evident in the promotion and coordination of the Convention and Visitor's Bureau. Should the future bring fewer cruise travelers, Skagway may have to look to extending its season with conventions and special events, attracting other groupings of travelers (wildlife enthusiasts, train buffs, sport fishermen), or making it more of a family resort of longer stays. For instance, the Alaskan Visitors Association, collaborating with the Chamber of Commerce is sponsoring the "Gold Rush Stampede," a sort of winter carnival. This off-season activity may eventually be coordinated with the Klondike Highway opening to draw Yukon visitors, as well as southeast Alaskans.

Many residents are still hoping that the State will eventually allow some sort of gambling. Proposals to allow the City to operate a casino in Skagway were presented to the legislature in 1978. A lobbying effort on behalf of gambling in Skagway continues. In the process of promotion, there is some debate over what image best suits the town. Some tourism industry employees believe that preserving and promoting the history to the fullest is essential. It's the historical atmosphere that will attract and hold people, they believe. This point of view supports the wearing of '98 costumes, regulating the historic district appearance, and limiting Broadway parking. A contrary outlook believes the town should be an alive, working community and that historic preservation can appear as contrived as well as be an interference.

In this regard, the debate over parking has been the most intense. Parking is particularly a problem when additional Yukoners drive to the town for fishing, holidays, or special outings. Proposals have ranged from closing Broadway to cars and compensating with diagonal parking on side streets, to prohibiting camper/pickups and motor homes from Broadway, to establishing parking lots off Broadway. In 1980, a referendum on Broadway parking regulations was supported. Only initiatives are allowed on the ballot, so this "provisionary" vote was ruled out of order. An attempt to establish an ordinance in early 1982 was allowed to die, because of controversy. Also, parking lots of 100 spaces have been proposed for Spring Street near the downtown and eight spaces off Alaska Street for foot traffic to Yakutania Point but to no avail. The City Council did designate twelve loading zones (11 in downtown).

## **TOWN INFRASTRUCTURE AND SERVICES**

### **General Analysis**

The City of Skagway, itself, can be seen as a subsystem of cultural, social and economic resources which contribute to the district's viability. The City government is organized to provide infrastructure and services, primarily within the densely populated townsite of 11 square miles. It generates revenue from property tax (3 mills), sales (3%), bed (6%) taxes and a variety of local user fees as well as from state and federal assistance. In turn, the City maintains public works, police and fire departments, a museum and library, and a visitor's bureau. The city administration includes the city manager, city clerk, assistant clerk and treasurer. There are additional local functions provided by the State (e.g. magistrate's office) and by the Federal government (e.g. the U.S. Customs office). The school, and health clinic are jointly supported by the City and State. Together, community services support the town residents, and indirectly the visitors in the routines of daily living. (See Figure 15 for a summary profile of infrastructure and services.)

Skagway was the first community in Alaska to incorporate as a city. During the Gold Rush and for several years after the boom, the community supported a relatively extensive and formal government. This was in addition to the less official but no less powerful shadow government of Soapy Smith. However, as the local population declined, and the community became more isolated, government became smaller and increasingly informal (Wells, 1978). Rules were simplified, enforcement became more casual, and disagreements tended to be settled without resort to the formal structure of the courts.

Although its base population has remained relatively constant in recent years, government has grown in size and responsibility. A city mayor-council form of government ran the town until the early 1970's when a full-time city manager was hired to handle the growing demands of local government.



**COMMUNICATIONS:** Radio Stations: KINY from Juneau and KHNS from Haines.  
 Television: State Sattelite Television and cable television.  
 Newspapers: The Skagway News (bi-weekly) and the Trailblazer (monthly school paper during school season).

**RECREATION:** Park, Playground, museum, fishing, hiking, boating, camping facilities, ice skating, snowmobiling,  
 Summer: Days of '98 show and Soapy Smith show. Charter air sightseeing service.

**GENERAL:** Four churches, one library and one financial institution.  
 Several active service clubs, particularly Elks and Eagles.

**HOUSING:**

|                            |       |                |
|----------------------------|-------|----------------|
| 1 bedroom apartment rental | ..... | \$300 - /month |
| 2 bedroom apartment rental | ..... | 350 + /month   |
| 1-2 bedroom house rental   | ..... | 400 + /month   |
| 3 + bedroom house rental   | ..... | 450 + /month   |
| 1-2 bedroom house sales    | ..... | 60,000 +       |
| 3 + bedroom house sales    | ..... | 80,000 +       |

Hotels/Motels: There are five hotel/motel facilities (\$75-\$120/ night); four are open year around. 2 campgrounds (one proposed) offer 80 R-V sites within walking distance of downtown (\$4/night).

**Available:**

There is little flat acreage available. Lots within the downtown area measure 50 x 100 feet and are priced at \$12,000 + per lot. There is little waterfront land available outside of the downtown area. Most land adjoining the City is in railroad leases or under federal or state government ownership.

**UTILITIES:**

**Water/Sewer**

|                           |       |                            |
|---------------------------|-------|----------------------------|
| Water supplier:           | ..... | City of Skagway            |
| Source:                   | ..... | Wells                      |
| Size of water mains       | ..... | 6-12 inches                |
| Average daily consumption | ..... | 650,000 gallons            |
| Size of sewer lines       | ..... | 10 inches                  |
| Method of treatment       | ..... | primary                    |
| Capacity                  | ..... | 3.5 million gallons/day    |
| Water rate                | ..... | \$15/month (residential)   |
| Waste disposal            | ..... | \$4.03/month (residential) |

(Water and sewer are adjacent to industrial sites.)

**Electricity:**

|                 |       |                              |
|-----------------|-------|------------------------------|
| Supplier:       | ..... | Alaska Power & Telephone Co. |
| Range of rates: | ..... | Residential                  |
|                 |       | first 100 KWH \$ .1747/KWH   |
|                 |       | next 300 KWH .1049/KWH       |
|                 |       | over 400 KWH .0971/KWH       |

**Telephone:**

|           |       |                              |
|-----------|-------|------------------------------|
| Supplier: | ..... | Alaska Power & Telephone Co. |
| Rates:    | ..... | Business: \$10.75/month      |
|           |       | Residential 8.00/month       |

**LOCAL GOVERNMENT:**

City: Skagway is a first-class City with a Council-Manager form of government.

Real Property: Property Tax 3.0 mills. Valuation \$50,118,100.

City Sales Tax: 3% with a 6% hotel bed tax.

Police Department: Four personnel

Fire Department: 24 volunteers, 8 pieces of mechanized equipment

Insurance Classification: Service Area 1, Class 6

Borough: Skagway is not located within an organized borough.

Since statehood in 1957, Alaska has become increasingly bureaucratic. As a result, small, proudly conservative and independent cities have been pressed with more state and federal paper work and more local involvement in State politics. Furthermore, Skagway politics and administration were becoming increasingly complex with the local activities of other bureaucracies like the National Park Service, the U.S. Environmental Protection Agency and the ADOTPF. The advent of oil monies together with the loss of isolation made it particularly necessary for the City to maintain a full-time professional manager as well as occasional contracted planners.

The responsibilities of Skagway have grown in another way. Between 1978 and 1981, Skagway grew from a mere 11 square miles encompassing its 90 city blocks and waterfront to 431 square miles. In the process the City nominated 500 acres for municipal selection in the vicinity of the town. These lands will eventually be "disposed of"; that is sold to the public for development. Despite the growth in area to the size of Los Angeles, Skagway remains a First Class city and has chosen not to form or unite with a borough government as Haines has done. Its concentrated population does not warrant it.

In the last seven years, the City has acquired an abundance of public projects and improvements. For instance, a new library, air terminal, ferry terminal, water treatment plant, water and sewer system, park and campground were all constructed in this period without corresponding population growth (see Table 14). Police and fire staff and equipment have been increased as well. All of these projects, however, have not been welcome. Some, as will be discussed, placed an unnecessary financial burden on the City.

As a result, the City's infrastructure and services are more than adequate to support present and projected growth. Two principal challenges remain in this area: improving and expanding the housing stock and maintaining and operating existing public facilities. The latter may be of particular concern given the increasing cut-back in State spending.

The town's population growth has been linked almost directly to the economic prospects of the Yukon. The 10,000-20,000 stampeders who helped found the town, of course, were after Yukon gold. The town expanded again to nearly 2,000 during World War II when the military worked in the Yukon building the Alcan Highway. The more recent, but less significant increase in population (a gradual addition of about 100) has occurred with the development of the Anvil Mine in the Yukon.

Except for Skagway's two major booms, the town's base population has remained relatively stable over its eighty-year history at about 700 to 800 (see Figure 16). As mentioned in the previous section, the seasonal population has been increasing corresponding to the increase in summer tourists, while the base population is slightly contracting. As a result, the City has been faced with the responsibility of maintaining expanded facilities and services for short periods of escalating peak loads.

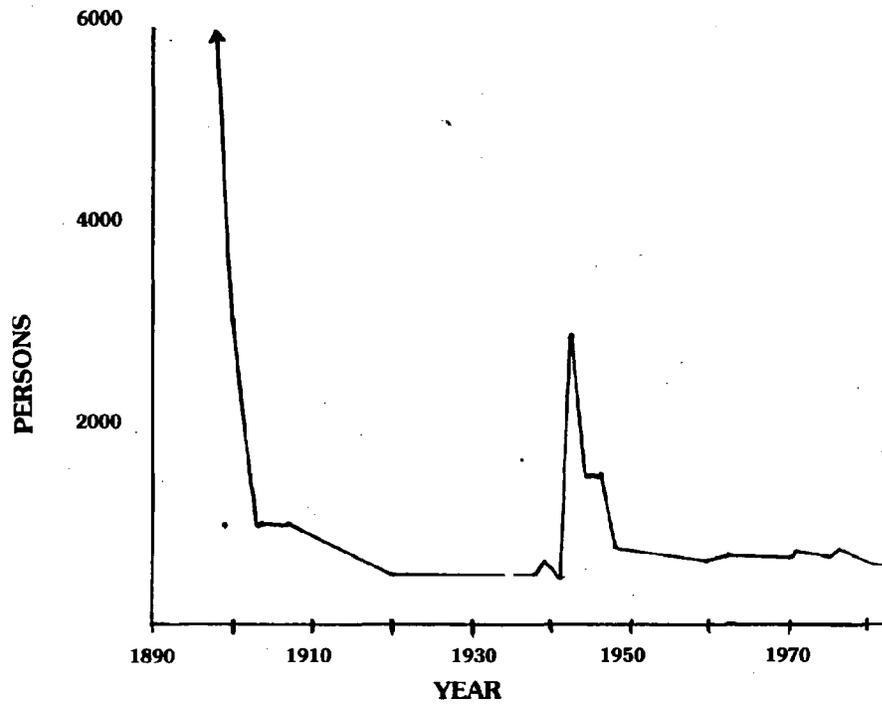
### **Present Status and Prospects**

**City Government:** The City government consists of a six-member council elected at large for staggered three-year terms, a mayor who votes in case of tie only, and the city manager appointed by the Council. The City employs an additional sixteen employees (11 full time): clerk, assistant clerk/treasurer, three full-time public works people, a police staff of four, and the library and museum staff.

The 100% increase in City employees over the last ten years is likely to be increased further. A part-time building inspector or police person may be added, and a summer parks supervisor may be needed to manage the proposed new campground areas.

The City expenditures have been similarly rising in recent years (see Table 15). Interestingly, the City has spent more but been able to tax its constant population less. This situation is largely the result of increased state and federal assistance.

**FIGURE 16: BASE POPULATION OF SKAGWAY DISTRICT 1898-1981**



Source: Wells, 1978  
revised 1982

**CASA**

**TABLE 14: INFRASTRUCTURE/SERVICES IMPROVEMENTS**

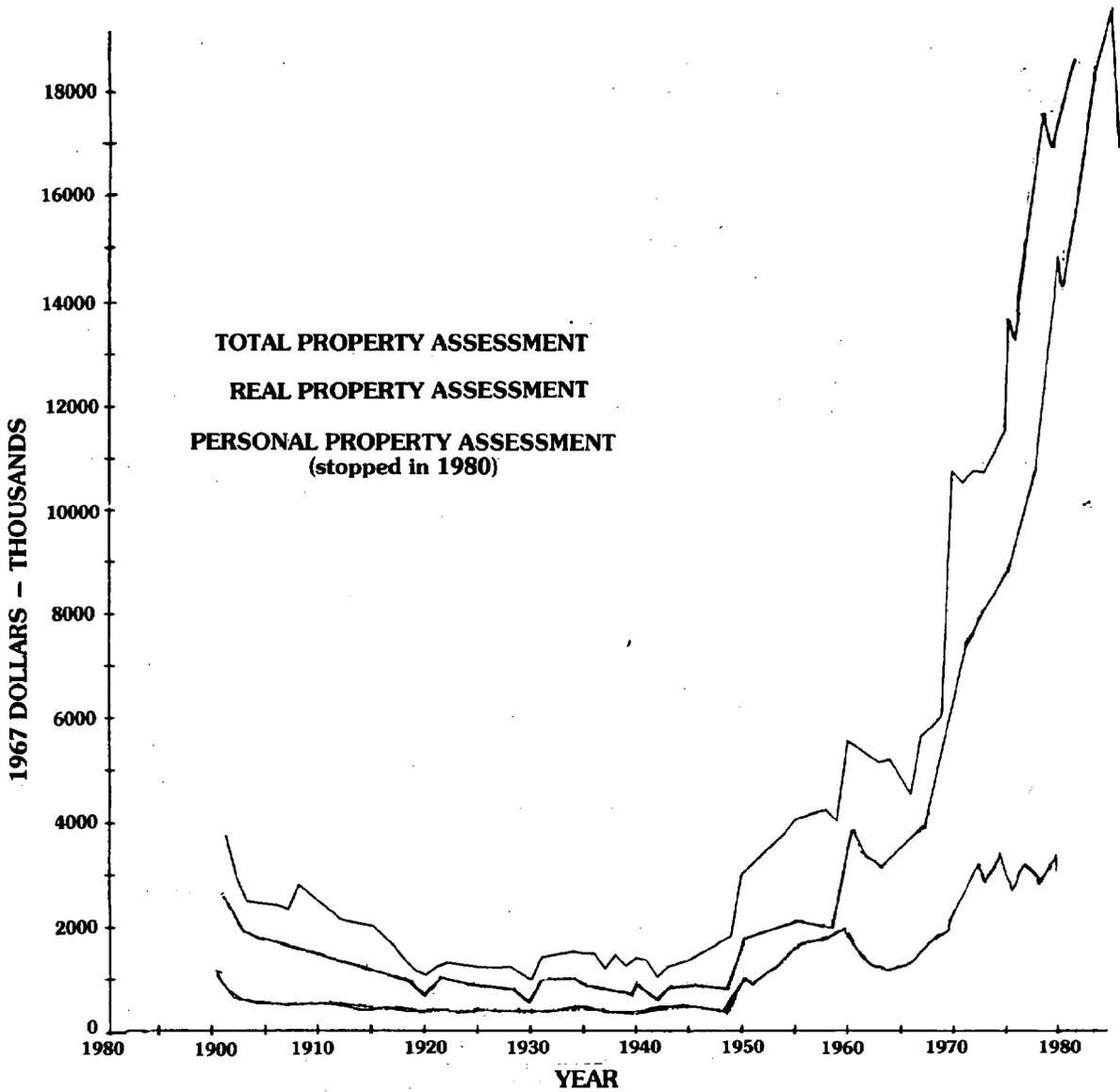
| <b>Project</b>                                     | <b>Year Completed</b> |
|----------------------------------------------------|-----------------------|
| Ore Terminal Constructed *                         | 1969                  |
| Health clinic (new facility)                       | 1969                  |
| Klondike hotel additions *                         | 1976                  |
| Klondike highway opened                            | 1978                  |
| National Park Service building restoration         | 1978-present          |
| Small boat harbor expansion                        | 1979                  |
| Barge facility constructed                         | 1979                  |
| Ferry Dock Reconstruction                          | 1979                  |
| National Park Service Visitor's Center Restoration | 1980                  |
| Wood boardwalks                                    | 1980-1981             |
| State land disposal                                | 1980-present          |
| Airport resurfaced and new terminal                | 1981                  |
| Sewage treatment plant                             | 1981                  |
| Satellite T.V.                                     | 1981                  |
| Tourism director                                   | 1981                  |
| Museum/City Hall remodeled                         | 1981                  |
| Public library (new facility)                      | 1982                  |
| Tank farm relocation                               | 1982                  |
| Wind generator                                     | 1982                  |
| The Skagway News *                                 | 1982                  |
| Private restorations (Dedman's; Pack Train) *      | 1982                  |
| Pullen Creek Shoreline Park                        | 1982                  |
| Sewer and Water line improvements                  | 1982                  |
| Baseball field dugouts, bleachers, etc.            | 1982                  |
| Klondike Hotel extension *                         | 1982                  |
| <b>Proposed</b>                                    |                       |
| Dyea Road repairs                                  | 1983                  |
| Waterfront R-V campground                          | 1983                  |
| Landfill (dump) relocation                         | 1983                  |
| Shooting facility relocation                       | 1983                  |
| Dock repair and expansion                          | 1983                  |
| Additional windmills                               | 1983                  |
| Yakutania Point Bridge Replacement                 | 1983                  |
| Main Street paving and Broadway surfacing          | 1984                  |
| New School buildings & water safety facility       | 1984                  |

\* These improvements were entirely privately funded; all others were (or will be) accomplished through public funds—Federal, State and/or Local

To illustrate, the actual expenditures in FY 1979 were \$529,662; the proposed budget for FY 1983 is \$911,313 (1,047,926 including "hidden" insurance and employee expenses). The present budget will be supported by \$302,000 from state and federal assistance, nearly 30% of the total budget. (This does not include the National Park Service payment of \$35,080 for City services. Furthermore, there is a capital improvements budget amounting to \$2.35 million, most of which is funded by extralocal revenue.) Another 13.5% of the City's revenues (\$135,214) will come from the 3 mills tax on real property. The assessed value of real property is nearly \$53,000,000, of which about one half is attributed to WPYR.

The City's tax rate and property assessment have altered drastically since 1975 (see Figure 17). In the mid-seventies, the mill rate was as high as 22/M, but the assessed land value was relatively low (\$14.2 million). Adjusted

**FIGURE 17: PROPERTY ASSESSMENTS IN SKAGWAY  
IN CONSTANT 1967 DOLLARS 1900-1981**



Source: Wells, 1978  
revised 1982



property assessments in '79 increased to twice that of '75 (in constant 1967 dollars) and allowed for a gradual reduction in the tax rate. But, the increase in State funds has enabled, as well, a decrease in the actual tax collected. As noted in the previous section, the amount of disposable income for WPYR employees has been on the decrease, making the tax cuts a compensation of sorts.

The budgeted real property tax for 1983 is half the 1975 amount (in real dollars). The City, in fact, dropped the mill rate from 4M to 3M for FY'82 in order to liquidate reserves. In FY 1982, it eliminated personal property tax as well. There is, however, a 6% bed tax now levied to finance a tourism bureau and a continuation of the 3% sales tax on items other than room rentals.

By all measures, the community is in excellent financial condition. If State assistance continues to contract, it may be necessary to raise the mill rate. (Some increase in property tax revenues will result with the proposed Klondike Hotel construction and the eventual lease-back of National Park Service buildings.) The only substantial detriment to the city's revenues would be the collapse of the WPYR.

**Housing:** The most strained resource in the town's infra-structure is housing. This, of course, is predominantly financed by private investment rather than the City or State, but is influenced through the City's taxing, assessments, zoning, and building codes. In Skagway there is a drastic shortage of seasonal housing, but new employees moving to the district in the off-season also find it difficult to find a home to buy or rent. Consequently, a large number of substandard buildings are occupied, and an increasing number of house trailers and mobile homes are being used.

There is an obvious need to expand and upgrade Skagway's housing opportunities. According to an Environmental Services Limited field study in 1979 (ESL, 1979:1-56): "There were 16 vacant houses in Skagway. All but three of the houses, however, required major repair and were generally unsuitable for habitation. Adequate housing is in such short supply that twenty occupied houses (7% of the total housing) were substandard and in need of major repairs. When the Skagway population swells with summer visitors, the housing shortage becomes even more acute; for instance, construction workers on the Klondike Highway had extreme difficulty in locating any kind of housing." (see Table 16.) This housing shortage would become particularly severe if pipeline transshipment or dam construction were to proceed.

The Skagway district has ample space for housing expansion. However, many complain that there is a limited amount of flat townsite lots with associated city services and a high assessment and appraisal (lots that measure 50'x100' are priced at \$12,000 + per lot). To build a large house would require purchasing two or three smaller parcels held by as many as three different owners. The majority of available lot sites are in the northern sector of town from 10th to 23rd Sts. The prospects of infilling (developing the lots within the townsite) obviously depends on the willingness of owners to sell their holdings and the willingness of buyers to purchase at their price. The recently annexed slopes of lower A.B. Mountain along Dyea Road provide additional sites for expansion. These lots, although much more inexpensive, have no city provided sewer and water and are not very level. Further development in Dyea is constricted by the National Park Service claim to land in the area.

In any case, the newcomer or seasonal employee are still left with finding temporary residence. Townhouses, condominiums, apartments or even dormitory facilities are necessary to ease the crunch. However, zoning restrictions and lot size make it difficult to develop such housing. Furthermore, high interest rates and the seasonal demand for rentals makes such units not particularly profitable. Some of the seasonal shortage may be eased as Westours adds hotel units for employees and their remodeling of a building on State Street for staff.

A few other alternatives remain: there has been some speculation about renovating the present school building, when vacated for the new school, to provide seasonal apartments. There is, also, the possibility of constructing a large housing structure on the old Catholic Mission School site if the proposed grocery store mall falls through. If dam construction proceeds, perhaps the City can encourage contractors to develop housing at either of these sites or elsewhere north of town. There may be apartment space in the National Park Service leased-back buildings, as well, although the business section of the historical district may not be an ideal setting for residences. Mobile homes provide, perhaps, the most convenient and immediate housing. If mobile homes were to be used to ease the housing shortage then clarification and redesign of the current zoning provisions regarding trailers would be necessary.

**TABLE 15: RECENT CITY BUDGETS**  
**REVENUE AND EXPENDITURES 1976-1983**

| Fiscal Year | Revenue     |           | Expenditures |           |
|-------------|-------------|-----------|--------------|-----------|
|             | (estimated) | (actual)  | (estimated)  | (actual)  |
| 1976        | \$ 545,420  | \$673,047 | \$ 545,420   | \$529,622 |
| 1977        | 632,299     | 795,805   | 632,299      | 693,855   |
| 1978        | 529,051     | 679,071   | 626,672      | 631,411   |
| 1979        | 711,113     | 807,108   | 694,377      | 673,130   |
| 1980        | 691,896     | 796,821   | 823,746      | 698,439   |
| 1981        | 824,184     | 918,126   | 824,134      | 733,878   |
| 1982        | 857,725     | 694,368   | 857,725      | 701,084   |
| 1983        | 1,047,926   | ---       | 1,047,926    | ---       |

**PROPERTY VALUE AND REVENUE, 1976-1983**

|                       | Mill Rate | Fiscal Year Revenue | Assessed Value |
|-----------------------|-----------|---------------------|----------------|
| 1976:                 | 22        |                     |                |
| Real Property Tax     |           | \$ 313,100          | \$ 14,231,820  |
| Personal Property Tax |           | 91,882              | 4,176,450      |
| Sales Tax             |           | 151,604             |                |
| 1977:                 | 18        |                     |                |
| Real Property Tax     |           | 329,195             | 18,288,610     |
| Personal Property Tax |           | 89,610              | 4,978,330      |
| Sales Tax             |           | 158,744             |                |
| 1978:                 | 10.5      |                     |                |
| Real Property Tax     |           | 260,665             | 25,193,915     |
| Personal Property Tax |           | 55,288              | 5,106,875      |
| Sales Tax             |           | N.A.                |                |
| 1979:                 | 11.5      |                     |                |
| Real Property Tax     |           | 318,336             | 27,996,300     |
| Personal Property Tax |           | 57,890              | 5,105,250      |
| Sales Tax             |           | 209,133             |                |
| 1980:                 | 8.3       |                     |                |
| Real Property Tax     |           | 273,927             | 33,584,780     |
| Personal Property Tax |           | 50,644              | 6,123,290      |
| Sales Tax             |           | 248,207             |                |
| 1981:                 | 7         |                     |                |
| Real Property Tax     |           | 259,697             | 38,381,100     |
| Personal Property Tax |           | 45,655              | 6,703,463      |
| Sales Tax             |           | 277,860             |                |
| 1982:                 | 4         |                     |                |
| Real Property Tax     |           | 159,761             | 44,085,250     |
| Sales & Bed Taxes     |           | 355,000 (est)       |                |
| 1983:                 | 3         |                     |                |
| Real Property Tax     |           | 135,215             | 49,953,450     |
| Sales and Bed Tax     |           | N.A.                |                |

**TABLE 16: STRUCTURAL CONDITION**

|                      | Well           | Minor          | Major Repair |              | Total      |
|----------------------|----------------|----------------|--------------|--------------|------------|
|                      | Maintained     | Repair         | Vacant       | Occupied     |            |
| Single family houses | 164/60%        | 77/28%         | 13/7%        | 20/7%        | 274/78%    |
| Multi family homes   | 6/50%          | 5/45%          |              | 1/5%         | 12/3%      |
| Commercial           | 15/35%         | 27/54%         | 8/16%        |              | 50/14%     |
| Industrial           | 3/20%          | 5/33%          |              | 7/47%        | 154/5%     |
| <b>Total</b>         | <b>193/54%</b> | <b>114/32%</b> | <b>21/6%</b> | <b>28/8%</b> | <b>351</b> |

Source: ESL, 1980.

**Sewer and Water System:** Skagway's capacity for growth has been constrained by yet another factor—its leaking sewer and water system. The City, however, is presently undertaking a three-year capital improvements plan to upgrade this inefficient service. The primary problem has been that the main lines are in poor repair. The sewer mains are clay tile which were ineffectively chemically grouted in 1979. Consequently, the sewer lines are plagued with infiltration problems. That is, water from the high water table is absorbed through the degenerating sewer lines, thus limiting the capacity of the system. Estimates indicate that as much as 50% of the volume of sewer and water in the sewer system is a result of infiltration.

The current water system is a patchwork of lines that were laid without an overall design concept (17,000 feet of the water mains are old wood-stave and some are newer transite). There are numerous leaks accompanying the general inefficiency of the layout. Consequently, much more water is pumped than necessary, (about 850 gal/person/day—7 times normal). This excess raises the cost to the City and lowers the water table. Moreover, the system has dangerously low pressure for fire fighting. The water lines are also annoyingly prone to freeze-up and slow thaw.

In May 1982, the City approved the proposed plan by QUADRA Engineering to replace portions of the water and sewer system and to install nine new hydrants and storm drains. This project will commence late in the summer of 1982. The outcome should be a more than adequate sewer and water system with a capacity well beyond present townsite use. The paving of Main Street to 22nd St. and surfacing of Broadway to 10th St. will leave only Alaska St. and side streets with a gravel base. State Street is already paved and serving as the town's main throughway from the Klondike Highway to the wharf.

This \$5.5 million capital improvements project is to proceed as follows:

In 1982, over 17,000 feet of water main is to be replaced; the clay tile sewer piping, particularly on Main Street is to be upgraded; and storm sewers are to be added to Main Street. The water flow problem for fire protection will be alleviated by a penstock inertie at a small portion of the cost for new steel storage tanks.

In 1983, Main Street is to be surfaced with asphalt, and the streets in the Historic District will be surfaced with a special bituminous/gravel treatment, after installing storm sewers on each. If funds are available in 1983 drainage along Broadway is to be improved, since standing water hastens the deterioration of many of the historic wooden structures. Presently, ditches and culverts are the only means of street drainage. The completion of this phase would leave only the hazardous Dyea Road and Klondike Highway in need of upgrading. It is unlikely that the State will provide funds for substantial improvements on these roads without the traffic demands of the West Creek Dam Construction (Dyea Road) and the ANGTS Pipeline Transshipment (Klondike Highway).

**Solid and Waste Water Disposal:** Engineering consultants recently proposed a plan for solving the City's long-standing solid waste problem, as well. For years, the City has operated a solid waste land-fill on the western hillside at the northern edge of the townsite. The location has presented a continual eyesore, especially to tourists entering the town via the Klondike Highway or by air. Operation of the landfill has also been in violation of ADEC regulations.

Unfortunately, the City has had few alternatives. There is an increasing scarcity of flat land suitable for solid waste disposal, and great expense would be involved in developing other possibilities. One consideration has been to ship solid waste on the ferry to Haines for disposal, but this plan appears to be uneconomical.

Current plans call for a new solid waste site further north of town. The City is to lease the 8.6 acre White Pass property on the west side of the Klondike Highway just below Liarsville Campground (the small campground is to be closed next year with the opening of the new R-V waterfront campground). The new site is to be developed in 1983 at a cost of \$250,000. At the current level of 3160 cubic yards of solid waste a year (10% not reduceable by burning), the new site is expected to have a life of at least 40 years.

The City's waste water treatment plant, completed in 1979, is designed to provide secondary treatment. However, the City suspended full use of the facility shortly after construction because of the prohibitive cost of operation (as high as \$12,000 a month) and the presumed adequate flushing action of the Taiya Inlet, the receiving body of water. The high treatment cost was, in part, the consequence of the significant water infiltration into the sewer system. It is extremely difficult to achieve the prescribed standards with such a diluted base. The plant presently offers screening and discharge only, i.e. sub-primary treatment. The reduced level of operation and the recent addition of wind mill generated electricity now keep operating costs at a minimum.

The City was initially directed by EPA to install the plant in order to meet federal regulations, even though City officials insisted secondary treatment was not necessary in this location. The high tidal action and fresh water flow into the inlet make a natural treatment system. Nonetheless, the project of over a million dollars (plus an additional \$2 million for improved sewer pipe) was constructed. The City floated a bond of \$450,000 to cover its 12.5% share of the funded project and additional non-grant-eligible expenses. When the City reduced operation, the EPA levied fines on the City officials, eventually amounting to \$60 million, and withheld some of the project's funding. The City filed suit on several counts and, after \$75,000 in legal fees, won a decision that allowed for the reduced operation of the plant, dropped the fines, and required federal payment of legal fees. Furthermore, waivers on secondary treatment were now more easily obtainable for other small cities.

In short, the City will soon have more than adequate water and sewage treatment facilities. It can easily support any expanded sewer and water use the district is likely to experience.

**Energy:** The electric power supply in Skagway has also been a sore spot for many residents. The City and many individual residents have questioned Alaska Power and Telephone's (AP&T) management of the Dewey Lake watershed among other operations issues. With the company's permit to use the city's streets and alleys expiring in the next year, the City manager is investigating the feasibility of the City operating the facility or contracting the operation to another private firm.

The Alaska Power Authority is exploring the feasibility of developing the hydro power potential of West Creek. It is highly unlikely that their proposed dam, designed to serve Haines as well, would be built unless its electricity would cost relatively the same or less than alternative future supplies. This stipulation would require a State subsidy or generous loan for the capital outlay. The State has not been able to reach an agreement on such provisions, and therefore, the dam construction continues to be postponed.

AP&T presently produces power through diesel generators supplemented by hydro-generated power during the summer months. Hydro-electric power is generated by three Pelton wheels located in the outfall from Lower Dewey Lake, providing a maximum of 1,495 kilowatts of power with an estimated 855 kilowatts of "firm" power. As the price of diesel fuel and demands increase, additional hydro-power will likely have to be developed. AP&T plans to install a fourth water wheel, with a capacity of over 500 kw during 1983.

Presently, the City of Skagway has one wind mill operating. The wind mill produces an average of about 2 kilowatts and distributes it to the sewage treatment plant and the town grid. Unfortunately, technical difficulties have kept the wind mill from functioning to capacity. The City has applied for State funds that would provide for five small (9.2 KW) egg-beater type wind mills (\$100,000) or a larger, propeller driven 50 KW wind mill (\$200,000). Despite the ample winds in Skagway, it is unlikely that wind energy will be sufficient to meet the townsite's electric needs until the technology is much more advanced.

**Public Safety and Health:** The City's police and fire departments and health service have, also, been upgraded in recent years. The police department currently employs four officers and two patrol vehicles (one of them just replaced). The 1983 budget allots \$208,980 for total department expenses and allows for the continuation of a fourth patrolman. The Department reports that it would be able to patrol effectively as much as a 100% increase in population.

Overall, police activity in Skagway has been on the increase. 1977 brought an 18% increase over 1976, 1978 a 35% increase over 1977, 1979 a 22% increase, 1980 a 9% increase, and 1981 a 1% increase. From 1977 to 1981 the number of incidents requiring police action went from 387 to 759, (20 arrests), almost a 100% increase. The sharp rise in police activity is in part attributable to the highway opening which has brought more visitors, traffic and drinkers through the town. The crime rate in the district is, nonetheless, well below that of Alaskan towns of comparable size. The fact that the population is homogeneous and highly employed is partly responsible.

The fire department consists of twenty-three volunteers with six major pieces of mechanized equipment operating on a budget of \$33,045 for 1983. A new tanker-pumper will eventually be needed to service outlying areas, and \$4,000 to \$10,000 additional equipment may be needed to deal with hazardous materials should the highway receive trucking transport. In 1978, the department responded to 29 fire alarms for a total fire loss on the year of approximately \$15,200. In July 1979, Skagway experienced perhaps its biggest blaze in recent history. Three buildings were severely damaged in the Historic District in a fire that took sixty fire fighters and over four hours to control. According to officials, the structures of the Historic District, in particular, are primarily wooden fire traps. Consequently, all new structures are required to have higher fire ratings that often include sprinkler systems. The greatest shortcoming to the quality of fire protection, the limited water pressure and supply, will be remedied with the planned water system improvements.

The district is served by a new health center maintained by the City. Two nurses supervise the facilities. The community is also visited by a doctor from Haines one day a week and by a visiting dentist. A well-trained emergency medical squad works in conjunction with the fire department to offer emergency assistance. An ambulance was purchased in 1979.

**Education:** The Skagway school is anticipating construction of a new school facility. Construction of Phase I of the \$8 million (total) project is to begin sometime within the next year. The initial construction is to include shops, music room, special education and gym spaces. Pending an additional \$4.5 million allocation for Phase II, the classroom portion of the building will then be constructed on the now cleared acres at 15th and Alaska. The existing facility on State Street, constructed in the 1930's, is crowded, especially in its administrative and support offices.

The school, interestingly, experienced a slight dip in enrollment from 1975 to 1980 and a corresponding loss of state funds for each decrease in student count (Table 17). If the enrollment were to fall below 150 students, the existing staff and program would have to be drastically reorganized. Presently, there are 10 full-time teachers, and the school has recently added three special education staff members. With under 200 students in classrooms, and a maximum of twenty teachers the student/teacher ratio is 10:1.

There is, also a community education program that offers residents a variety of educational and recreational activities after school.

**Miscellaneous:** The public buildings in Skagway also include a maintenance shop for public works, a new library facility, and the historic City Hall with clerk's, magistrate's, police's and city manager's offices; Council Chambers and Court room; and the Trail of '98 Museum and archives (2nd floor). The entire City Hall electrical system is in the process of being overhauled. The maintenance shop is an antiquated World War II structure in need of replacement. The City's maintenance equipment includes a backhoe, two dump trucks, a D-4 caterpillar, a grader and garbage truck, an old water truck and two pickups.

The City also maintains the local cemeteries, various hiking trails, the small boat harbor, and five parks (Hanousek Campground, Pullen Creek Park, Molly Walsh Playground, Yakutania Point Area, and the planned Waterfront

**TABLE 17: SCHOOL ENROLLMENT**

| <b>Year</b> | <b>Enrollment</b> | <b>(Sept-June)</b>                      |
|-------------|-------------------|-----------------------------------------|
| 1975-76     | 206-217           |                                         |
| 1976-77     | 207-220           |                                         |
| 1977-78     | 232-237           | (Highway construction families in town) |
| 1978-79     | 199-190           |                                         |
| 1979-80     | 172-176           |                                         |
| 1980-81     | 178-186           |                                         |
| 1981-82     | 176-194           |                                         |

R-V Park). Its two excellent softball fields are probably the most actively used plots of land in the region during the summer. There is regular garbage pickup in the townsite and at the wharf. The street maintenance is probably the City's greatest task; that is, dust control and grading are necessary in the summer and snow removal in the winter.

The town is amply supported by several private operations, as well. As mentioned, there are a variety of commercial businesses providing essential needs: two grocery stores, a general/hardware store, sporting goods and clothing store, hair cutter and beauty salon, a book-photo-art store, laundry (10 washers) and two car service stations. Most home appliances, auto parts, and construction materials have to be ordered from outside or purchased on a trip to Whitehorse.

There is often some concern expressed over the apparent monopoly most of these businesses maintain and over high costs, particularly on food items. The exorbitant shipping costs for the small quantities needed in Skagway, however, contribute much to the high prices. The largest grocery store in town was to expand on a new site and thereby offer more volume and better pricing, but the owner has not yet received the necessary financing. The chief problem seems to be in pre-leasing space in the proposed development to additional stores when they can get space downtown at a fraction of the cost. Without a pre-leased mall, the ground and construction cost is too prohibitive.

The City also has four churches: Jesus Christ of the Latter Day Saints (LDS), Assembly of God, Roman Catholic, and Presbyterian. The LDS and Assembly of God edifices are relatively new. There are, also, several fraternal and civic clubs including the Elks, Eagles, Masons and American Legion and their associated auxiliaries. As mentioned an A.V.A. Chapter and Chamber of Commerce are also functioning.

**Communications:** The district's various communication networks have been upgraded in the last few years (1979-1982). The telephone service, with some 351 subscribers, had probably the most problems. The condition of the AP&T telephone facilities and the quality of their service was improved after a 1979 P.U.C. investigation. The City has recently purchased an emergency radio transmitter for the Dyea area which is without telephone service.

Skagway also has satellite cable T.V. which brings commercial and state broadcast non-commercial programming to the community. One station offers a scanner of Skagway announcements. KHNS radio out of Haines now provides regular broadcasts of local news, and the bi-weekly The Skagway News (a 4-8 page newspaper) provides coverage of events in Haines and Skagway. Up until 1979, the town received only delayed radio broadcasts from Juneau, "tape delayed" broadcasts on local cable T.V. (2 to 5 week old programs), and a monthly newsletter for local print news. The local post office is the distributor of countless mail order parcels and personal letters from the "outside." It has recently made a proposal for expansion of its crowded facility and limited number of mail boxes.

Nonetheless, the most important source of local news and information in general remains word-of-mouth. This medium is uncannily speedy and widespread. Unfortunately, what it offers in convenience, it often lacks in accuracy.

**Population:** With the decline of the Gold Rush, the town's population rapidly declined to its present level of about 800. (In 1910 the population was 872). Skagway's population has remained relatively stable since this time. It drop-

ped to the 490's during the lean years of the 20's and 30's, but World War II and the construction of the Alcan Highway quadrupled the population. In 1942 the population neared 3,000, but fell to 770 by 1948 (see Figure 16).

The town had lost another one hundred residents by 1960 but with the expansion of mining in the Yukon, it was growing again. The Dyea area has now grown to almost 30 residents, and nearly as many now line the Dyea Road from town. The population reached approximately 880 in 1976, and with the Klondike Highway Construction the following two years, it expanded temporarily to 914. The most recent federal census figures, however, indicate another gradual decline to 814 (768 in the townsite).

The town's growth has historically been linked with the economic progress and prospects of the Yukon. Rather than gradually expanding at a 2% to 6% rate of increase as is projected in some studies on Skagway and as is the case for most Southeast Alaskan communities, Skagway will most likely continue to experience sharp fluctuations. Over the next five years, more people may move off because of increased WPYR layoffs, while the seasonal tourism population may actually increase. If the proposed West Creek hydro-electric dam project should be developed, a temporary expansion of as many as 150 workers may result. In the case of the ANGTS pipeline project, WPYR may hire an additional twenty employees at most. So in the long run, Skagway will remain a town of 775 to 875 residents with seasonal and short-term expansions of 100 to 150.

These population figures (rough approximations), however, can be misleading because of the seasonal fluctuations that hit the town. The resident base population plus the seasonal tourism-population can bring the summer population to 1200-1500 (e.g. 814 residents, 100 seasonal workers, 325 hotel guests, 400 in R-V campers, 75 tent campers and 300 cruise ship visitors). On a summer day with a cruise ship, ferry, and day boat all docked, an additional 1000 to 2000 people can descend on the small town.

Probably the most difficult population to estimate, yet one with significant impact, is transients and drifters. With the contracting economy down south and word of new development in Alaska, more people could pass through Skagway. How these people and the regular influx of so called "hippies" are to be kept from abusing public facilities remains an issue with many permanent residents.

In the winter months, there is a countering contraction in the number of people actually in town. In the harsher months of January and February, 50 may be gone on vacations or furloughs. Another 50 are recluses. On any weekend 25 school-aged children may be at a sporting event elsewhere in the State. One merchant pointed out that there may be, as a result, fewer than 300 adults in town during the winter to patronize the businesses.

It is also important to note that the resident population is not typical of the rest of Southeast Alaska in terms of its composition. It is strikingly uniform in terms of race, income, employment, and social status. In contrast, other communities in the region have significant proportions of native Americans, Asians, Polynesians and Hispanics, and they have a diverse class structure predicated on a variety of occupations (subsistence, lumbering, fishing, food processing, mining, etc.).

According to the 1970 census, 93.5% of residents of Skagway were white. The Native Village Council representatives now report about 5 active members in local native affairs and 56 are enrolled in some Native American program. In contrast, the population of nearby Haines in 1970 was 23% native American.

Skagway also has a significantly older population than elsewhere in the State. The statewide median age in 1970 was 22.9 years, and in Skagway it was 25.2 years. Over half the residents were in the prime working age group (16-64 years of age). Those age 16 and over made up 64.7% of the town's population. 25% of the total population is in school (aged 5-18). (Note: Preliminary figures from the 1980 census indicate similar statistics.)

**Employment:** Skagway's employment characteristics are also unique. Only 1.6% of the Skagway work force was unemployed in April 1970. In July, 1976, there were 418 people employed and 60 unemployed. This 12.5% unemployment rate for Skagway dropped slightly in '77 and remained lower until 1980. In May, 1982 the Alaska Department of Labor reported that 15.3% were unemployed in Skagway. (The State's unemployment rate in May was 10.7%, 1% above the national average.) This Skagway figure reflects particularly the numbers of people

laid-off by WPYR and those awaiting the seasonal employment to begin. Interestingly, only three families are reportedly on welfare; most are able to draw unemployment compensation while not working.

The vast majority of the full-time jobs are in the transshipment business, with the remainder in services, retail trade, communications, and public utilities. Approximately 23% of Skagway's work force was reported to be in the service industry as of 1979. However, only 38% of these 110 persons have full-time year-around jobs. Interestingly, as little as 10.5% were employed by federal, state and local governments. The comparable figures for government employment in Haines and Juneau were 27.5% and 56.3% respectively. Conspicuously absent from Skagway are jobs related to forestry and fishery management, mineral extraction or agriculture (see Table 4.).

Incomes in Skagway are generally higher than usual. Figures for 1969 show the median family income as \$14,647 per year while incomes greater than \$15,000 were earned by 46% of the community families prior to 1970. Since 1969, labor agreements and increased economic strength of the WPYR have improved family incomes considerably. As mentioned, the WPYR gross annual payroll in Skagway grew from \$1.4 million in 1968, to \$3 million by 1975 and \$4.5 million by 1979. In 1981 it was \$5,690,000, a drop in total gross over the last three years and in constant dollars since 1975 (see Figure 12). During the early seventies, the number of jobs with the company did not increase appreciably with the increases in total payroll. Consequently, individual disposable income increased substantially. The late seventies and early eighties, however, there has been both a cut-back in WPYR jobs and individual disposable income.

The population composition and employment characteristics do not tell the whole picture, of course. Because there are relatively few employment alternatives and a high cost of living, those without employment generally move away. The Puget Sound area reportedly has a large number of former Skagway residents loosely associated through picnics, friendships and visits. Knowing that one can retain the close community ties by leaving as well as by staying renders the decision to leave Skagway after retirement that much easier.

The community does maintain some social distinctions, but not necessarily conventional ones. Education is not particularly respected. Those college graduates who do live in this so called "working man's town" tend to downplay the significance of their education. Not so much income, but conspicuous consumption has given one status, especially during the last decade (i.e., a new pickup truck, boat or plane brings respect). There are no neighborhoods in the town of relatively uniform housing, but the 30 people in Dyea and the 15 or so on the western hillside are perceived as enclaves all their own. The primary factor in achieving status appears to be how long one's lived in the community. The most valued aspect of the town has been the close small town feeling. There is a sense of convenience and simplicity in living close to the few stores. Residents value, too, the isolation that not only brings them together, but filters out some of the "outside" hustle and bustle. This cherished quality of life, however, is gradually yielding to a more complex and cosmopolitan community, especially during the summer months.

In sum, the community, in terms of race and socio-economics is not highly differentiated. It appears to value highly the semblance of social equity. The relative social uniformity reflects and reinforces the relatively simple structure of the district.

## CHAPTER 3: ANALYSIS AND IMPACT ASSESSMENT

### INTRODUCTION

Skagway has a very limited natural resource base in comparison to most Southeast Alaskan communities. Its prime resource, as discussed earlier, is its geographic location that includes a deep water port and a mountain pass through to the Yukon. It does not have diverse fish, timber, wildlife, or mineral resources of its own to exploit. This relatively simple set of natural resources makes for a similarly simple economic system dominated by one transshipment company. Furthermore, the Skagway economic system is tied to a very simple system in the Yukon.

Skagway's geographic location at the end of Lynn Canal, surrounded by mountain peaks, also isolates it from the influence of other areas. For instance, there is little likelihood of timbering transfer points outside the district encroaching on district fishing prospects or population spillover from another townsite changing Skagway.

The overall Skagway district—ecosystems and economic subsystems combined—is, therefore, a simple system. Consequently, its fluctuations are pronounced as they are in most simple systems. Changes in disposable income, population, growth, or service demand, are likely to rise and fall sharply rather than more gradually, as they would in a more complex system. In complex systems, changes are diffused through a variety of subsystems; the impacts are cushioned, so to speak.

This difference in dynamics might be likened to the performance of a Volkswagon engine as compared to a Chevy V-8. The slightest shift in timing can throw the four-cylinder engine into sputtering and stalling. The larger V-8, although more difficult and expensive to operate, can absorb a shift in timing and continue to run smoothly.

The district's simple structure will produce rather straightforward outcomes. The impacts in Skagway from new development are, therefore, relatively distinct and easy to predict. Population growth is likely to occur, for instance, not so much at the gradual 2%-4% rate per year as some would suggest, but by as much as ten percent increase with a major local construction project and with a sharp decrease at its completion. In sum, Skagway will continue to be a "boom and bust" community with decided fluctuations especially in its cultural resources.

The purpose of this chapter is to speculate on the likely "inputs" (or contingencies) and the "outcomes" (or impacts) that they may produce in the district's simple system. To this end, the present status of the district's system is first assessed, the land use for each geographic sector is reviewed, and the conflicts in land use are identified.

The future of the Skagway system is then considered. Tonnage of freight, the number of passengers, or the development of major construction projects could each vary and each have a different impact. The impact of these contingencies is assessed in three possible scenarios which we have labelled no growth, expanding, and boom economy. A concluding prospectus comments on the district's capacity to accommodate booms and the relative unpreparedness for a bust. An aggressive expansion of tourism may be the best way to ease the impacts of the railroad closing.

### PRESENT LAND USE

#### The Skagway Townsite

The Skagway townsite is on the sand and gravel deposits of the Skagway River flood plain. It is bounded on the west side by the glacier fed river that flows alongside the town and empties into the fjord-like Lynn Canal. Rising sharply on the east side are 6,000-foot mountains of the Coast Range with the Juneau Icefield just beyond.

The townsite has long been the heart of the Skagway district and, consequently, contains the most intensively used land and resources. The townsite is the most accessible flatland in the district. It is comprised of dock and staging area and the twenty-three block long, four-street wide industrial, business and residential areas along the shelf of the Skagway River. The land surrounding the townsite was entirely in state and federal ownership until 1979, when the City annexed over four hundred square miles of it.

A small portion of the population (50) has gradually moved to sites along the Dyea road in recent years; and the disposal of municipal land on AB Mountain may diffuse the population further. Nonetheless, the striking encasement of 6,000-foot peaks and the inlet itself do much to contain development in the townsite. It is, therefore, particularly important that the overlapping uses of the townsite be continually monitored and coordinated.

**Harbor Area:** The most intensively used area in Skagway is the harbor area. As discussed previously, both the transshipment and tourism subsystems, and to an extent the town services subsystems, use the harbor as a key transfer point. The harbor area is formed by riprap and landfill between the Skagway river and the base of Twin Dewey Peaks. It drops off sharply to a depth of 1,400 feet and has a tide of up to seventeen feet, making it an excellent basin for ocean going vessels.

The prevailing winds, frequently in excess of 15 mph (32% of the time), and choppy waters (especially in the winter), can make ferry docking, particularly, difficult. But the deep sea and ice-free access and its upgraded docking facilities continue to make the Skagway port, on the whole, tremendously attractive. The shoreline holds four principal docking areas: the east dock, (owned and operated by WPYR), the small boat harbor (state owned and operated by the City), the barge and ferry terminal (state and city owned, state operated), and the ore terminal (owned and operated by WPYR). At full capacity the harbor can berth four large vessels and two moderate-sized vessels, along with up to one hundred small boats in the small boat harbor. There are only a handful of days during the summer when all the possible berths are occupied, however.

The east dock buttresses the Dewey Peaks Mountain. WPYR container ships and fuel barges have priority in the forward berth. In this area, there are facilities for transferring containers of mostly asbestos to and from the railroad spur to freight ships and for pumping petroleum from barges to pipeline. The south end of the dock is available for cruise ships but is presently limited in its capacity because of its deteriorating condition.

The small boat harbor, constructed in 1978, has berths for over a hundred pleasure and fishing boats and in the peak of the summer may hold as many as seventy-five boats. It is expected that more Yukoners and local fishermen will come to use the facility in time. Presently, the Westours day boat, the Fairweather, docks daily in the harbor, and there are tie-up spaces for a couple of other larger barges or tugs. The City's harbormaster operates the harbor, collecting mooring fees as well as overseeing usage.

The ferry dock was rebuilt in the late seventies. Its former east-west alignment forced the ferries to make a difficult crosswind docking. The new north-south aligned dock is still not adequate for tying up the bigger ferries on particularly windy days, according to the ships' captains. The new dock does offer an expanded staging platform and an adequate barge access. Construction is now underway for a new terminal office building which will provide room for waiting passengers and allow for an even better approach to the dock. The ferry dock, owned jointly by the City and State gives priority to the ferries; one arriving almost daily except on Thursdays. The largest is the M.V. Columbia (420 feet) arriving Mondays from Seattle with grocery shipments as well as many passengers (650 maximum capacity). The dock can also accommodate smaller passenger vessels like the Majestic and Glacier Bay Explorer.

There has been some concern expressed over the lack of supervision at this dock. On Thursdays ferry personnel have a day off and, therefore, the dock is largely unattended. Even when the ferry staff is present, they are not always available to tend to other incoming vessels beyond tying them up. Consequently passenger and crew safety may need more monitoring by City personnel. (Coast Guard regulations already prohibit passengers from the dock while the ferry is in wait.)

The City has considered plans to expand the east side of the ferry dock to accommodate more barge traffic or to provide an alternate ferry landing. These plans include a larger floating platform, a second floating platform or upgrading the existing float and adding dolphins. Construction of a bulkhead in the small boat harbor is another possibility for barge tie-up. Some such improvements would be particularly appropriate if construction materials (for the pipeline or hydro-dam for example) were to be shipped through Skagway.

The WPYR Ore Dock forms part of the ore terminal that stores and transfers zinc-lead-silver ore. The dock comfort-

ably accommodates the 800 ft. ore freighters and on occasion has docked extra large cruise ships unable to fit at the occupied east dock. At the peak period of ore transshipment, there was some investigation into the possibility of constructing an accompanying WPYR dock in this western portion of the harbor. This remains a feasible option. (See TAMS Engineers, 1975.)

The harbor facilities, although adequate for the present traffic, have their shortcomings. The east dock, in particular, presents limitations. The south end of the timber structure has fallen into increasing disrepair. Consequently, especially large cruise ships (1000 passengers or more) are unable to dock when the north portion of the dock is in use by WPYR ships. (There are reportedly six such cruise ships now servicing Southeast Alaska.)

WPYR undertook a port development study in 1975 but was unable to manage financing for the proposed improvements. There was more recent negotiation with the State for a loan and even purchase of the dock to enable the financing for repair but suitable terms were never reached. In June 1982, WPYR management announced that it would not be able to accept the loan terms of the State and was prepared to sell the dock. The City is presently investigating means to purchase the dock with State assistance or bond financing and to initiate repair and operation of the dock. This would relieve WPYR of the \$20,000 a year tax on the dock and give the city more control of the waterfront developments (i.e., lower docking costs for tour vessels).

The most ambitious recommendations for the dock recommend replacing the four hundred feet of the south end and adding dolphins to a distance of another four hundred feet. This 800-ft extension plus the remaining 700 feet of the existing dock would give a wind protected span of nearly 1500 feet. Acquiring the funds for purchase and repair remains a substantial barrier, however. (A 1975 prospectus by R&M consultants put the cost of replacement and repair alone at \$2.5 million.)

There has been the suggestion, as well, that the City develop the ferry terminal to accommodate larger cruise ships rather than invest in repairing the east dock. For one, the City already owns this dock; and two, a soft-landing facility (the WPYR dock offers a "hard landing") tailored to both ferry and cruise ship needs could be planned. This possibility would include attaching an additional floating dock to the existing float, at a ten degree (10°) angle for minimum wind resistance. The dock could then be approached from either side (an advantage in severe wind conditions) and allow for barge, cruise, or ferry vessel docking. Advocates of this proposal give the rough estimate of \$3 million for the additional float, but the feasibility of the proposal has been questioned.

Simultaneous intensive use of the harbor for both freight and passengers has implicit conflicts and heightens the need for improvements. The City should undertake a feasibility study to determine the most appropriate way to better accommodate cruise and barge traffic. The east dock and the ferry dock both have potential in this regard. Development of the east dock or the ferry dock should be the top priority of the City at this point. More generally, the City obviously needs to keep the uses and options of the harbor as diverse as possible.

**Staging Area:** The open acreage immediately adjacent to the harbor is available for staging and storage. Presently most of this 100 acres or so is vacant. WPYR railroad spurs cross the area diagonally to service the ore terminal, and roadways approach both the ferry and east docks. A section bordering the small boat harbor is fenced in as a City storage area, and Pullen Creek Park surrounds the exposed creek in the northeast corner of the staging sector.

The City owns all of this area, except for the ferry dock vicinity which is owned by the State and two small private parcels, one next to the railroad depot and the other on the Broadway access to the ferry terminal. WPYR, however, leases seventy percent (70%) of the land from the City and uses it for the ore terminal and its approaches.

This prime land, all zoned industrial, is an important resource to the district. Presently, there are those in the district who strongly favor reserving this area for potential transshipment-related business. The area could be used for staging, warehousing, or small processing facilities. If the pipeline, dam, or comparable large project were to commence, the area would help hold incoming supplies to be transported by train or truck to the construction site. Supporters of this industrial use feel that even temporary tourism facilities built here might dissuade potential developers from investing in the area.

On the other hand, there are residents who feel the east half of the staging sector should be developed to receive tourists. As discussed previously, a "visitor corridor" could include the small boat harbor, an R-V campground, Pullen Creek Park, and the visitor centers and train station. Further thought needs to be given to the optimal path for foot traffic from the east and ferry docks and to the landscaping of these routes and their associated buffers (i.e., plantings, benches, boardwalks, etc.). A Public Use zoning for this particular area would give the City proper oversight of its development, and the City could purchase or trade for the remaining private lots and thereby assure full coordination of the so-called corridor.

Considering the mounting economic role of tourism in the district and the increased challenge in sustaining the expansion of the tourist industry the City should actively support this visitor corridor concept. Staging areas for transshipment should, of course, be maintained in the existing WPYR portion of the sector and in the City storage area by the boat harbor. The stipulations proposed for the R-V campground and already existing for the small boat harbor provide for a reallocation of land should industrial uses of these sites be proposed.

**Historic District:** The Skagway historic district includes 55 wooden, one- to three-story shops, hotels, bars and residences along Broadway between First and Seventh Streets. The City designated the historic district in 1972 to help maintain the architectural remnants of the Gold Rush era. The area has subsequently been established as a National Park (The Klondike Gold Rush National Historical Park) and listed on the National Register of Historic Places.

The historic district is currently zoned Business-Historic (BH) with exterior architectural changes monitored by the City's Historic District Commission. The zoning classification permits all residential and commercial uses permitted in the general business district except automotive service and house trailers and encourages the enhancement of the historic character of the sector.

This sector of the original townsite serves as the focal point of the tourism subsystem. The building exteriors and boardwalks convey a visual representation of Skagway at the turn of the century. The National Park Service Visitor Center provides interpretative tours, literature, and films on the buildings' significance. The variety of curio and crafts stores offer the tourists opportunity for casual shopping. The tourist accommodations and services are also in this area. (See the section of Chapter 2 titled "Tourism: National Park Service" for further discussion).

The historic district, moreover, is the principal business district in the town and, therefore, serves as a vital part of the town services subsystem. Residents frequent the bars and cafes. They use the laundromat, photo-art, hardware, and grocery stores. The bank, post office, and City Hall are located here, too.

The volume of tourists using the historic district enables the diversity of businesses to survive economically. The residents' use alone could not support the sector. In fact, it has been the tourist boom of recent years that has developed the district, which as little as fifteen years ago had thirteen vacant and deteriorating buildings. Consequently, the tourist use of the district in the summer takes precedence over residents' use in many merchants minds. It is not uncommon for residents to be asked to return later to a cafe busy serving cruise ship tourists, or sidewalk drinkers to be reported to the police or shunned.

The debate over proposed parking restrictions and further design regulations is similarly related to the dual use of the area. Many town folks believe such restrictions to be an inconvenience depriving them of easy access to the businesses that serve them. Considering the economic inventory of the town, it would seem that the tourist use of the Historic District should have an unquestioned priority during summer months.

**State Street Business Sector:** The area from First to Seventh Street along State Street serves as a second business sector of the town. Its potential as a business area has not been fully developed in part because of the attraction of the historic district as a business sector, but sufficient vacant lots and a core of vital business make it an area for expansion. Presently, the town's two gas stations (not permitted in the historic district), main grocery store, local fast food outlet, fire department, Taiya Lodge and sporting goods store are in this area. This sector is zoned General Business (GB) which allows for all other residential uses (except trailers) and commercial activity like that mentioned above.

The area between the alley of 11th and 12th streets is zoned Multi-family Residential and continues the functions of

the lower portion along State Street. There are several other public facilities here including the library, three of the town's four churches and the school.

The site of the old Catholic Mission School—the two blocks bounded by 15th and 17th, and State and Main Streets—has in recent years been rezoned for neighborhood business. This would allow for relocation of the largest grocery store to a mall-like cluster of stores on the site. (At present, plans for the mall development have been stalled by financing problems.) The remainder of the area is zoned for Single-family residences with exception of the mostly vacant lots north of 18th St. and to the east of State Street bordering on the WPYR right-of-way.

This sector has in part been influenced by the routing along State Street. With the designation as a state highway and subsequent paving (the only one paved at present), State Street became the principal link between the ferry dock and the Klondike Highway. Tourists, especially, use it as an avenue to and from the dock and Klondike Highway, and residents use it as a convenient way to reach the public and commercial facilities that serve them. Consequently, residential development in the sector has become less desirable and public and commercial facilities more appropriate. If direct trucking ever becomes part of the transshipment subsystem, State Street is likely to be used as a truck route as well.

The use of the sector is much less intensive than that of the harbor or historic district, so it is much easier to continue multiple-use of the street and its surroundings. With the increased traffic to the area, it does make sense to continue the business and Multi-family zoning of the sector and be prepared to schedule for heavy truck use if transshipment along the road should become a possibility. It may at sometime, also, be useful to unify the zoning within this sector of increasing commercial and public use to include general business throughout.

**Residential Sectors:** The remaining area of the town functions predominantly as the site of residential housing. The southern residential portion, below 10th Street excluding the historic and State Street business districts, contains most of the older and more established homes in the town. Presently a 3-4 block buffer of Multi-family Residential zoning exists between the Single-family area and the general business zone on State. Because of the value of the single-family homes, especially in the area between 10th and 2nd, and State and Alaska, it is prudent to continue to protect this area as residential. It may, as well, be advantageous to consider establishing a more substantial buffer (perhaps light industrial) between this residential zone and the adjacent airport, zoned industrial.

The northern residential area, above 10th Street to 23rd, contains many more of the newer houses, mobile units, and vacant lots. Consequently, it will, no doubt, continue to be a convenient area for infilling. Unfortunately, the variety of housing stock assembling here may soon make the area less aesthetically attractive to potential home builders. The presence of the State Street sector and the new school site impose on this gradually narrowing area.

This area is zoned Single-family Residential except for the two block neighborhood business zone and a bordering Conservation Residential zone lining the river from 14th to 23rd along Alaska Street, and an industrial zone along the WPYR railroad. The latter might more appropriately be a Multi-family Residential area to assure some buffer along the railroad and to preclude an imposing industrial use on this unlikely strip.

### **Outlying Areas**

The district land area outside the eleven square miles of the original site is expansive in size. It consists of the nearly 200 square miles of state, and municipal-selected property within the City's annexation (see SCMP boundaries). Much of the land to the east of the townsite is National Forest and, as Federal land, is excluded from the CMP district. The outlying areas can be divided into three geographic sectors for the convenience of discussion and planning: the upper Skagway River and Klondike Highway, the Dyea Road and surrounding area, and the Dyea Valley. Each sector also has distinctive human activities and natural resources that serve to characterize it. The Klondike Road is largely a peripheral part of the tourism subsystem, but also contains sites valuable to the town infrastructure and services. Dyea Road has potential for scattered home sites loosely affiliating it with the town subsystem, but it also is receiving increased tourism activity. Dyea Valley remains a more remote recreational site for tourists and residents. About 50 people maintain residences in Dyea and along the Dyea Road.

Overall, the activity in this outlying area remains dispersed. A few hundred tent campers are scattered along the townsite hillsides and White and Chilkoot Passes. Hunters, hikers, skiers, and snow mobilers, heavily use the areas accessible by trails. Although the extensive, as opposed to intensive, uses of the outlying areas are by no means severe, they are increasingly in competition. Gun discharge in hiking areas or firewood collection along scenic routes, for instance, have brought concern from district residents.

The DNR Haines/Skagway Area Land Use Plan (Curtes, 1978) specifies uses through much of this outlying area much as zoning does for the townsite. It includes land designated for public recreation, transportation corridors, watersheds, resource assessment, and land disposal categories. The plan, established with a substantial amount of public involvement, is, however, limited in its specifications. A "Coastal Management Land Study" for the City of Skagway (Kramer, Chin & Mayo, 1981) offers more specific recommendations for the disposal of municipal lands. The coastal management policy and rules in this document alleviate the potential use conflicts as well as check serious damage to the environment; however, corresponding zoning designations will eventually be required.

**Upper Skagway River and Klondike Highway:** The narrow Skagway Valley north of the Skagway townsite has many of the same physical characteristics as the lower, developed valley. It is underlain by deep alluvial deposits, has a high water table and, if not diked, is prone to flooding. The Skagway River bed has been aggrading at the rate of approximately .06 feet per year. In effect, the river is raised by the same amount and the probability is increased that flooding will occur even with formerly adequate diking.

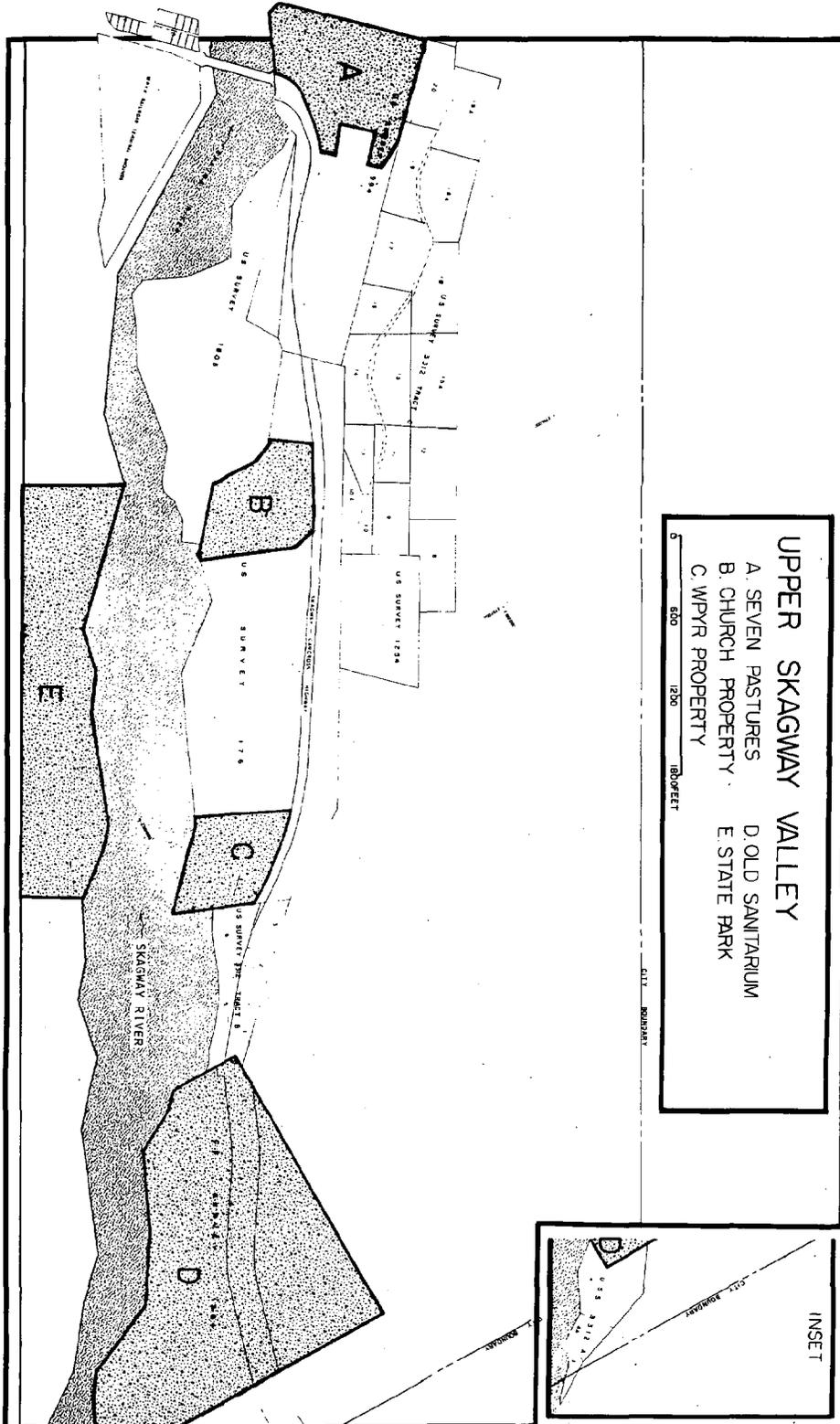
Adequate sewage disposal is also critical in the upper Skagway valley due to the high water table and the associated high potential for sewage effluent to contaminate the public water supply (public wells are at the north end of town). Contamination of drinking water by sewage effluents can cause severe gastrointestinal illnesses and hepatitis. Effluents from dumps pose even more ominous threats of severe illness and/or death. Generally speaking, there is little land in the Skagway area that is suitable for development. As the demand for flat land increases, the area north of the Skagway townsite in the Skagway valley may be developed despite severe limitations. In recent months, there has been a pressing search for suitable sites for a rifle range, solid waste disposal, and a state campground, as well as for continued gravel extraction. With some of the waterfront staging area being set aside for public use, portions of the outlying area should, also, be designated for industrial use.

There are, however, scattered flat areas that appear developable if adequate means of sewage disposal can be provided. Generally, the water table must be six feet below the water surface in order to comply with the Alaska Department of Environmental Conservation (ADEC) requirements for on-site sewage disposal (e.g., septic tanks). Although the depth to water table is not documented for the upper valley, it appears that the water table is less than five feet below the surface in most areas.

The most promising areas for development within the Skagway district (see Figure 18) are:

- a) "Seven Pastures": This 15.9 acre, privately owned parcel, lies adjacent to the Skagway River immediately downstream from the west end of the Skagway River bridge. Approximately one-third of the parcel is in pasture; the remainder is covered with evergreen and deciduous trees. The site is almost entirely within the 100-year floodplain. It is protected, to some extent, by the road; however, if it is not diked, it is not suitable for residential use. From an aesthetic point of view, it would best serve the community if the present agricultural use (e.g., grazing) continued. If there were sufficient demand, however, the site could be used for industrial development that complies with the City's floodplain development requirements. The road adjacent to this parcel is threatened by the river and should be diked before it is undercut and begins to slump or break away.
- b) "The Church Property": This parcel, owned by the Catholic Church, is about one and one-half miles from downtown Skagway and contains about eighteen acres. Approximately one-third of the site is used for pasture; the remainder is covered by small trees and brush. The site is relatively suitable for residential, recreation, pasture and other uses, as it is level and well-drained. It may, however, also be susceptible to flooding. It is probable that the dikes will need to be upgraded before the area would be suitable for residential use. As is the case with other areas in the valley, a high water table may preclude on-site sewage disposal. It is possible, however, that potential development on the parcel could be connected to a sewage system and used for

**FIGURE 18: UPPER SKAGWAY VALLEY**



Source: ESL, 1980.

residential or, conceivably, industrial use. Adequate sewage treatment is absolutely necessary in this area due to the close proximity to Skagway's public water supply.

- c) "The Tank farm": This tract of private land is composed of two parcels, one of two acres and the other 8.6 acres. The parcels border the river north of the WPYR tank farm and south of Liarsville State Campground. The two-acre parcel is prone to flooding and should remain in open space (unless it is diked). The larger parcel is diked and appears to be reasonably safe from flooding. The city is presently planning to use the larger parcel as a dump site on recommendations of contracted engineers (Quadra, 1982).
- d) "The Old Sanatorium": This privately-owned parcel contains some of the most developable land in the upper Skagway valley. Approximately twenty-nine acres of the sixty acre parcel is level and protected by a dike. The parcel is covered with alder, willow, maple and some cottonwoods to eighteen inches in diameter. The soil is primarily composed of well drained sand and gravel. There is a high water table, however which precludes the use of individual septic tanks. A local package sewage system may be economical for this site if there is sufficient demand to develop the site for relatively intense residential use.

All of these sites conveniently border on the Klondike Highway.

In addition, there are scattered, relatively small sites along the highway that may be suitable for residential use. The State of Alaska is considering disposing of land along the highway in the near future. The state has indicated that a corridor study would be undertaken prior to disposal of land in the area to determine setback and screening requirements along the highway.

A main concern with development along the highway is that the scenic quality be maintained in this spectacular highway corridor. The Haines-Skagway Land Use Plan notes that "development along transportation corridors often causes traffic hazards and unattractive strip development as well as expensive services and utilities to poorly located commercial and residential areas." Development of the Klondike Highway corridor must be sensitive to these inherent problems. Already, there is a problem with indiscriminant firewood collection along this scenic route.

***Dyea Road and Surrounding Area (Dyea Road):*** Dyea Road follows a treacherous, winding course along the base of AB Mountain and the steep slopes around Long (Nahku) Bay to Dyea. Some homesites have been developed along the road, but because of bedrock near the surface, the development potential is low. Furthermore, the soils in the area are shallow with a few deeper pockets.

There is considerable community interest in upgrading Dyea Road, especially since it will be getting increasingly heavy traffic as a result of the establishment of the national park in the Dyea valley. The Alaska Department of Transportation and Public Facilities (DOTPF) has indicated that it is unlikely that Dyea Road will be upgraded in the next five years, but this may change if funds become available or priorities change.

Upgrading of Dyea Road will entail considerable realignment to eliminate bad curves and could encroach on any conveyed lands. As soon as possible, DOTPF should conduct a location study for the realignment of Dyea Road so the State and City will know where to and where not to dispose of land. This will also serve to initiate a badly needed program to upgrade Dyea Road.

***AB Mountain:*** The lower slopes of AB Mountain were nominated in the municipal land Selection of 1980 as a potential residential area because of its proximity to the Skagway townsite and its relatively gentle topography. The Haines-Skagway Land Use Plan indicated that the State, in cooperation with Skagway, is to identify land for disposal on AB Mountain in areas selected by the City. The site has several constraints for development, however. The terrain is rugged, and the sites suitable for development are small and scattered. The area is underlain by shallow bedrock with pockets of soil and organic matter that have developed over the years.

Most of the suitable building sites are located on a series of sporadic benches on the mountain slope and will, consequently, be expensive to develop due to the identified physical constraints and the difficulty in providing adequate access, utilities, sewage disposal, water and services. Disposal of sewage is one of the most substantial obstacles to

development on AB Mountain. Few, if any, sites are physically suitable for individual septic tanks due to the poor soil conditions and shallow bedrock. It is possible, however that on-site sand filter systems can be used to some extent.

**Yakutania Point:** This eighty-seven acre shoreline parcel is located adjacent to the Skagway townsite on the west side of the Skagway River (see Figure 22). The parcel is reached by a twenty minute walk from downtown via a footbridge across the Skagway River or by driving the Dyea Road. (Unfortunately, the footbridges have been repeatedly washed out by high flood waters.) The shoreline on the east side of the point was used as a quarry. Exposed bedrock bluffs, boulders and rubble are predominant over most of this section of shoreline. There are scattered deposits of sand on the adjoining tidelands. An access road extends the length of the quarry. The remainder of the parcel's shoreline is a preserved boulder and tree-studded area with magnificent vistas of the Lynn Canal.

Smugglers Cove lies on the west side of the point. This cove contains the only undeveloped beach in the vicinity of Skagway. This gently sloping beach is composed of cobble-size stones along the low tide line, with gravel extending upland about seventy-five feet beyond the ordinary high tide line. Much of this gravel is covered by driftwood. Grass grows in a meadow above the high tide line.

The upland area of the parcel is generally gently sloping, irregular terrain with a few flat and steep areas. The relatively flat land is concentrated near Dyea Road. Shallow bedrock underlies most, if not all, of the parcel. A clear creek crossing the parcel and entering saltwater at Smugglers Cove provides drinking water for numerous picnickers and hikers.

The Yakutania Point/Smugglers Cove parcel was purchased by the City of Skagway about fifty years ago from the federal government with the understanding that it would be used as a park, and it has been used for generations as a recreation area. Its proximity to the town site and dramatic topography make it particularly appealing to residents as well as tourists.

The parcel is currently used for several recreational activities. There is a target range near Dyea Road, hunting, saltwater fishing, cross-country skiing, picnicking and hiking. The site also provides access to saltwater and to Skyline Trail ascending AB Mountain. In order to sustain the natural shoreline area amidst more intensive use, the present SCMP proposes that Yakutania Point be designated an "Area Meriting Special Attention" (see AMSA Chapter in Part II).

**Long Bay (Nahku)/Dyea Point:** The shoreline north of Smugglers Cove along Long (Nahku) Bay consists of gently sloping terrain near the Yakutania Point parcel. From there to the head of Long Bay, the shoreline is composed of bedrock outcrops at the base of the steep mountain sides. Development would be virtually impossible in this area. There is some developable land near the head of the bay and on Dyea Point, but this area has constraints similar to AB Mountain (bedrock on or near the surface and shallow soils). The area primarily has scenic and recreational value. The bay itself provides habitat for tanner crab and other marine life. Prevailing winds and currents also make Long Bay a depository for floating debris and trees. Many people obtain their winter's supply of wood from this source. The area is popular for fishing and picnicking in the summer.

Popular opinion, as well, is opposed to commercial development in the Long Bay Area. In 1978, Westours proposed that a dock be built for their dayboat in the vicinity of the historic barque "Canada" which lies in ruins on the tidelands at the head of the bay. Sufficiently strong objections were raised that this proposal was dropped. Furthermore, the bay is not particularly suitable for mooring and anchoring moderate size vessels.

The State land on the tip of Dyea Point, south of the residential area, has been identified as a recreation area.

**Dyea Valley:** The glacially silted Taiya River runs through the Dyea valley, forming a relatively large delta and extensive tideflats with a variety of natural and human activity. Early visitors heading for the gold fields brought gear ashore on the tideflats and at a dock, a few miles south by wagon trail, on the west side of the inlet. The historic Dyea townsite is upland from the tideflats on the west side of the river. This wooded area is being eroded by the river. The area between the tideflats and West Creek is heavily wooded with substantial open areas south of West Creek and

along the Taiya River. The Dyea valley north of West Creek is densely wooded, with some open area and gravel bars along the Taiya River. The Taiya River and Nelson Creek contain dolly varden char and support salmon runs. The Taiya River has a run of eulachon which goes as far as Canyon City.

The vast majority of land in the Dyea valley is contained in the Klondike Gold Rush National Historical Park. There are substantial state holdings at the mouth of the Taiya River and surrounding the valley floor. Private residential holdings are located south of Nelson Creek along the base of the mountainside.

The Dyea valley is primarily a recreational area and secondarily a residential site. Local people use the area for horseback riding, hiking, camping and a variety of other recreational pursuits. The Chilkoot Trail Unit of the Klondike Gold Rush National Historical Park is also situated in this area bringing over 2,000 visitors each summer to its Dyea Campground and the trail beyond.

Current residential use in the Dyea valley co-exists with the park with few, if any, substantial problems. Care must be taken, however, that tourism in the area does not unduly disrupt the lifestyles of area residents or restrict normal access. Some problems are inevitable; for instance, increasing the use of Dyea Road by park visitors will exaggerate the road hazards and make travel on the road even more precarious than it is now.

Other portions of the Dyea area within the district include Burro Creek, West Creek valley, and Nourse River Valley. Burro Creek enters Taiya Inlet south of the Dyea valley. A private parcel is located at the mouth of the creek, and the federal BLM owns most of the remainder. Most importantly, Burro Creek provides habitat for dolly varden char, and a private salmon hatchery is located near the mouth of the creek.

West Creek flows southeast through the West Creek valley to its confluence with the Taiya River. The valley contains relatively flat areas, but steep mountains about the valley floor in the northwest end of the valley and pose an avalanche hazard. The West Creek drainage contains commercial quality timber and provides habitat for anadromous fish, waterfowl and other wildlife.

The area is used for occasional hiking, hunting, and berry picking and collecting firewood and cutting houselogs. Two sites for possible homesite disposals have been identified by the state, but there is opposition to residential development in most areas within the valley. The proposed hydro-electric dam would also be situated in this area. Preliminary studies suggest that it would not significantly disrupt the current activity in the area (Environaid, 1981; R.W. Beck, 1982).

The Nourse River enters the Taiya River several miles north of West Creek. The river valley contains rugged terrain and steep mountains prone to slides. There is also potential for flooding in low lying areas. The area is infrequently used for hiking and hunting by area residents and visitors and should remain exclusively a recreational site.

## FUTURE IMPACTS

### **Contingencies: Freight, Tourists, and Development Projects:**

The Skagway system is likely to be affected by three contingencies: the amount of freight, the numbers of tourists, and the advent of development projects. The increase or decrease of each of these factors in itself suggests predictable impacts to the particular subsystems that supports them. An increase in the numbers of tourists, for instance, will decidedly impact the tourism subsystem. But changes in these variables will also indirectly affect the other subsystems. The development projects, of course, would have the largest and most far reaching impact on the whole community, especially if the tourism and transshipment subsystems were already operating at or near capacity.

The three contingencies themselves are now discussed. Subsequently, the interrelation of these contingencies is examined and their possible outcome is reviewed in terms of scenarios. Essentially, the various contingencies acting singularly or together will redirect the system as a whole, rather than just in part.

**Freight:** The tonnage of ore freight to come through Skagway most directly effects the WPYR. The shipment of ore from Anvil, in particular, may continue to decrease. If the Anvil Mine does not reopen in the fall, the financially struggling railroad could shutdown. It is more likely, and perhaps hopeful, that there would be a sufficient amount of general freight going to and from the Yukon, allowing the railroad to continue its operation however reduced.

It is hard to imagine that the investment in the transshipment subsystem would be abandoned. The Yukon ore base will eventually have to be extracted and shipped to market. There are other routes and trucking options that could replace the WPYR railroad, but the White Pass holds advantages that will be hard to offset. It has great tonnage capacity, the most convenient sea route, and the most developed transshipment system. Also, the WPYR mode of bonded transport enables it to ship Canadian products to Canadian ports without going through a tedious customs inventory.

At the other extreme, the ore shipment could again resume its recent level of transshipment and maintain Skagway at the present level of land use as outlined in the previous section. All else holding constant, Skagway would likely experience little increase in its base population.

More in the long-term, the level of ore transshipment, rather than stabilize could dramatically increase over time. (This prospect is reviewed as one of the possible development projects that may hit the community.) Most definitely, such an increase would directly affect the railroad and bring it new life. The degree of its impact, though, would be related to the existing level of transshipment. If the existing ore shipment is already low, the new shipments will simply bring the railroad back to its customary capacity. On the other hand, if ore shipment from Anvil is high, the development of new ore lodes could cause WPYR to expand the transshipment system, particularly the ore storage and shipping terminal at the Skagway port.

**Tourists:** The number of tourists passing through the community is a second contingency, one that most directly affects the tourism subsystem. There are three dimensions, however, in the number of tourists coming to Skagway. One, the total amount that come within the existing season; two, the numbers that may come in a shoulder season (before and after the summer); and three, the composition of the total tourist population. Those associated with tourism are already working to keep visitors to Skagway longer in the district as well as draw more here. There is also an effort to attract conventions and establish special events, like the "Gold Rush Stampede" in the off season. Lastly, there has been a shift in the composition of the visitors; a greater percentage of middle class and budget travelers are coming to the district. Skagway, therefore, has to appeal to a greater variety of interests and incomes. For discussion, two cases are presented: the more probable slight increase in the number of tourists and the less probable sharp expansion in the influx of tourists.

As mentioned, tourism has dramatically increased within the past several years. However, it may now be nearing a peak. For reasons previously discussed, the district will have to more actively recruit cruise ships and promote its attractions in order to sustain the current level of 100,000 visitors or gain its share of the total Alaskan increase. At worst, the number of tourists would only slightly fall off; the Westours and N.P.S. activities are likely in themselves to sustain the flow of tourists through the area. A few of the downtown businesses may have to close, and the "lease-back" buildings may not be readily occupied. But, for the most part, the tourism subsystem would remain much as it is.

The other more extreme possibility is that the number of tourists coming to Skagway could escalate. There is clearly the potential to develop the tourism subsystem with more local planning and more extralocal coordination (that is, with more active soliciting of cruise ships and tourists).

First, Skagway might continue to establish a historic atmosphere: improve the appearance of the waterfront, the character and function of the downtown buildings, the accessibility of the historic district, and the variety and number of special events. The museum might also be expanded further and legal gambling introduced in some fashion. The move to turn Skagway into a Disney-like showcase, as discussed, has its opponents. But if the railroad transshipment continues to fall off, tourism may gain full reign and support. Already there are promising signs of fresh leadership and firmer commitment in the town with regard to tourism.

**Development projects:** Since 1950, there have been at least ten major speculations that would have brought boom conditions to the district. In the fifties, Alcoa was considering constructing a major smelting plant in Dyea. More recently, Kaiser indicated interest in building an aluminum reduction plant in the vicinity of Whitehorse. The TAMS port development study commissioned by WPYR in 1975 outlined five potential mining developments in the Yukon, and other studies have identified as many as 15 major ore lodes in the MacKenzie range (see Figure 13). These prospects prompted WPYR to consider expanding its handling facilities to a capacity of 12,000,000 tons of ore per annum.

With the collapse of the ore market, new speculations have emerged: the ANGTS Pipeline and West Creek Dam. Both of these energy construction projects would mean a short-term "boom" of transshipment in Skagway. In the favored plan for the pipeline, pipe section and construction equipment would be shipped by barge or ocean vessels to Skagway's port. The WPYR railroad would then transport the pipe to Whitehorse where it would be trucked to the construction site along the Alcan Highway. At most, Skagway's port facilities would require some minor adaptations: the active use of its staging area, and the addition of about twenty employees. In the case of the West Creek hydro-dam, construction materials would arrive in the Skagway port and most likely be trucked to the West Creek site via the Dyea Road. Besides the impact of trucking in the area, there would also be as many as 150 workers to house.

Both projects have undergone preliminary studies that show them to be compatible with the district. (See R. W. Beck, 1982; Foothills, 1982.) Considering the cultural resources of the district, the projects in fact are not only suitable for Skagway, but also essential to its vitality. But despite the avid support from the district, the construction of the pipeline and hydro dam is now doubtful. The projects appear to have gone the way of countless other potential "strikes".

Further consideration of the ANGTS pipeline has been postponed for two years as of May 1982. Finances for the over \$45 billion project have not materialized, in part because of the deregulation of natural gas prices and the uncertainty of the stock market. Nonetheless, the Canadians who are completing the lower east leg of the pipeline out of Calgary are pressuring for pipeline completion. The petroleum related realm is, also, substantially volatile so that the pipeline plan could be resurrected despite its mounting cost. By that time, though, one of the alternative routes for the pipeline or for supply transshipment might be more attractive. Or, an entirely new approach could be feasible; such as submarine tankers transporting the natural gas under the polar icecap.

The hydro-dam has faced similar financial difficulties. The capital outlay for such a project is so high that some sort of subsidy or special loan is necessary for financing. Otherwise, the energy company will end up passing the costs on to the customer resulting in a prohibitive utility fee. Gov. Hammond, in June of 1982, signed a bill that requires loan financing for dam construction to be competitive with other construction projects. Consequently, in the absence of policy change the West Creek project appears dead. Most likely it will not be built unless an industrial user would appear who would use sufficient amounts of energy to defray some of the cost (i.e., a smelting plant built in the area). A substantial increase in home users might, also, help to make the dam financially feasible (i.e., shipping energy to Juneau or Sitka).

Despite these poor short run prospects, in the long run Skagway is still likely to experience the boom it so eagerly seeks. Mineral and energy resources in the Yukon are bound to be increasingly exploited in the next twenty years. Population increases in the south will necessitate more resource support regardless of cost. Moreover, Skagway remains particularly attractive to potential developers. Its transshipment subsystem is well developed, the town infrastructure has outstanding capacities, a skilled labor force is available, and the local mindset is geared for "boom" conditions.

Therefore, the prospect of short-term development projects should be considered in the scenarios that follow even though the likelihood that one will occur within the next five years is extremely low. For the purposes of this analysis, a few hypothetical projects are evaluated. There appear to be three categories of possibilities. The first involves major construction projects in the district. The West Creek Hydro Dam and the Klondike Highway are examples of such development projects. In both cases, there was or would be a dramatic influx of population and transshipment, and the continuing, but less severe, impacts of the projects operation and maintenance.

The second involves short-term construction projects in the Yukon, like the Alcan Highway, ANGTS pipeline, or a possible smelting plant. These development projects would bring a much smaller influx in population to Skagway.

Transshipment might be greater in volume and last a year to two longer than some of the proposed local projects. The impact of the project would be, however, short-term. When construction is completed, the impacts would subside.

Long-term ore development in the Yukon would have the most gradual influence on the town. Development of any of the Yukon ore lodes or coal deposits, as was the case with the Anvil Mine, would have this result: increased ore transshipment and storage facilities, a slight increase in population, and a substantial increase in disposable income. Such a project is likely to span ten or more years rather than come and go in a sudden spurt. As with the Anvil mine development, a dependency on the project can develop that makes accepting its termination as difficult as with some short-term project. Residents become accustomed to a comfortable lifestyle, and the town permanently expands its facilities and services to accommodate the expanded economy.

### **Possible Scenarios: No Growth, Expansion, and Boom:**

The three contingencies outlined above, besides affecting their respective subsystem, may affect others as well. Simultaneous fluctuations in freight, tourists and development projects would substantially change the entire Skagway system. The range of impacts on the system could be characterized in "no growth," "expansion," or "boom" scenarios. Each scenario represents a different outcome in the level of the base population, the demand on the infrastructure, the use of land, and quality of life (see Table 18). (Certainly, innumerable aspects of the district system are affected, but these four aspects are, perhaps, the most crucial indicators of system response.)

**No Growth:** If the current trends continue, the Skagway district will experience a state of little economic or population growth within the next five years. The contingencies hold two possibilities in this regard: One, ore freight could remain constant, the number of tourists remain constant, and development of major projects not occur. Two, as suggested above, the transshipment of ore freight could be dramatically reduced and even stop altogether possibly bringing an end to the railroad and certainly continued layoffs. Tourism, as discussed, at worst will only decrease slightly. The "no growth" economy, therefore could actually lapse into contraction.

If the number of tourists and amount of freight remains fairly constant, the district is likely to continue as described in the land use section. However, it appears that the system is more in the process of transition. Even if the "no growth" scenario results, residents will be working to move toward an expansion or boom economy, as is the case now.

Although there is a strong desire and effort on the part of residents to move beyond "no growth," the opportunity may not be there. The world ore market, the domestic economy, and local preferences may preclude the ambitions of the district's leadership. The present status may continue by inertia alone.

The population would drop slightly, if some White Pass lay-offs are extended, family savings would be expended and a few residents would have to move on. The demand on infrastructure and for services will remain the same or result in the lay-off of a couple of city employees. Less disposable income would be available, however, bringing less vacation travel and commodity purchase. Expenditures for trips, vehicles or appliances are spent outside the district; therefore, the decrease in income is not likely to affect appreciably the cash flow within the district. Socially, the town will become, if anything, more inter-dependent and less stratified.

Continued cutbacks in the railroad, of course, could bring a different picture. The base population would continue to fall to as low as one half its present level. If the railroad were to shut down completely, the population base could reach as low as two hundred in the winter. Retirees living on retirement and younger, outdoor types living near subsistence would predominate.

In many ways, the townsite would be much like Dawson City in the Yukon. The population would more than double in the summer to accommodate the continuing tourist business, sustained by seasonal enterprises of Westours and the rail service. There would be fewer railroad families with supplementary seasonal jobs and more seasonal residents coming from the outside to fill the summer jobs much like some seashore resorts. Much of the housing

**TABLE 18: SCENARIOS FOR THE SKAGWAY DISTRICT**

| SCENARIO                     | CONTINGENCIES   |                     |                                | IMPACTS                  |                           |                       |                 |
|------------------------------|-----------------|---------------------|--------------------------------|--------------------------|---------------------------|-----------------------|-----------------|
|                              | Am't of Freight | Numbers of Tourists | Advent of Development Projects | Level of Base Population | Demand on Infra-structure | Intensive Use of Land | Quality Of Life |
| NO GROWTH                    |                 |                     |                                |                          |                           |                       |                 |
| a) stable                    | = or -          | = or +              | 0                              | = or -                   | =                         | =                     | =               |
| b) contraction               | --              | = or -              | 0                              | --                       | -                         | -                     | +               |
| EXPANSION                    |                 |                     |                                |                          |                           |                       |                 |
| a) tourism                   | =               | ++                  | 0                              | = or +                   | =                         | =                     | =               |
| b) shipping                  | =               | = or +              | 0                              | +                        | =                         | =                     | =               |
| c) tourism & shipping        | +               | = or +              | 0                              | +                        | ++                        | +                     | -               |
| BOOM                         |                 |                     |                                |                          |                           |                       |                 |
| a) local construction        | +               | =                   | +++                            | ++                       | ++                        | ++                    | -               |
| b) Yukon construction        | +               | =                   | ++                             | +                        | +                         | +                     | =               |
| c) long-term ore development | ++              | =                   | +                              | +                        | +                         | +                     | =               |

KEY: 0 = not applicable      - = decrease      = = constant      + = increase

would fall into disuse and be boarded up like in past periods of contraction. The seasonal differences would, consequently, be even more pronounced; not only would there be a difference in lifestyle, this difference would make for essentially two distinct Skagways.

**Expansion:** The Skagway system could expand if there were sufficient increases in ore freight and tourists. The rate of expansion, correspondingly, would be accelerated as there were increases in both freight and tourists. With an accelerated expansion, however, would come intensifying competition for vital land use. The port and staging areas would be particularly taxed and would, no doubt, need to be enlarged and more carefully monitored. (The previous land use section reviews the current status of various sectors in the district and suggests how a balance of competing uses could be achieved. These suggestions are further supported by the SCMP policies and rules set forth in Part II).

Housing would become particularly scarce, warranting city incentives for housing and trailer allowances. Disposable incomes and city revenue would also increase, supporting the existing infra-structure and services. However, the trend toward greater social differentiation and institutionalization would likewise increase making for less familiarity and closeness. There would be more outsiders, more children, and a younger median age. The number of families would not increase in proportion to the new railroad jobs. Instead many families would simply have more of their members employed.

It would take as much as a doubling of the current ore tonnage to bring about an increase in twenty-five jobs and at most a ten percent increase in the base population. There would be, however, a substantial increase in disposable income across the board, as was the case when Anvil Mine first opened. More people would be working longer hours and more people in the same family would be employed.

A doubling in the number of tourists (to as many as 200,000) could be achieved with little increase in employment or facilities. An extended season and greater use of existing facilities could accommodate as many as 200,000. The tourist subsystem would be near its limit, however, if 200,000 were to arrive in the summer months alone. The district under these circumstances would become increasingly cosmopolitan, losing its small-town atmosphere.

To achieve this level of increase, representatives from transshipment and tourism will have to deal more aggressively with outside markets and perhaps make concessions to potential clients (ore companies and tour companies) to attract them to the district. To make this possible, concessions would have to be made on the part of residents. They would have to forego some of the independence and familiarity which they enjoy and submit to greater differentia-

tion and regulation. The district would particularly have to coordinate better the existing subsystems to reduce their potential conflicts in land use.

The likelihood of expanding the system is, of course, desired by most residents, but there is some resistance to the initial concessions that might be required to achieve it (i.e., parking regulations, dock improvements, tax increases, salary reductions, etc.). The Skagway district clearly will not evolve toward "expansion" on its own; outside market forces will constrain it. Residents, therefore, will have to support actively the effort to solicit new "inputs" of freight and tourists. Importantly, the capacity to accommodate the increases is, for the most part, already developed.

**Boom:** A "boom" refers to a more rapid, shorter-term expansion of the wealth and population of the district. Major development projects in the district or in the Yukon would bring a sudden influx of transshipment opportunities, related construction jobs, and potentially more adjustments for the city to make. Skagway, however, has less influence in initiating a boom state in its district than it does an expansion state.

The sudden stimulus of a boom would put housing at a premium, sending house prices and rental cost up. Speculation would, no doubt, spill over into other parts of the economy, as well. If a pipeline were being constructed in the Yukon, for instance, the high paying jobs might attract local city personnel to leave. Therefore, to keep policemen, the city might have to raise salaries.

The city might, too, become a "rest and relaxation" place for pipeline workers. The demand on visitor accommodations would raise prices in the tourism business. Also, the numbers of construction workers inclined toward a different sort of entertainment than the sight-seeing tourist might discourage some of the regular tourism. Consequently, the town could become less attractive to the regular summer tourist and after the development project was over, result in a slump in the local economy.

A construction project within the district, of course, would have the greatest potential for disruption. Increased truck traffic to the construction site might interfere some with local residential areas and tourist traffic. The housing market might also be briefly disrupted. The dam construction would require, for instance, as many as 150 workers during peak construction periods; depending on the negotiation with the city, the workers might be housed within the townsite. Some of the resulting residences could be permanent, leaving behind a needed, but deflationary supply of rentals and houses.

Residents readily point out, however, that the Klondike Highway construction in the late seventies was accomplished with little impact on the city. As many as fifty construction workers were housed in the townsite with no consequence. Most people note that they were not aware of the construction crews even being in town. The construction of the ore terminal in the late sixties brought a similar influx of workers; these were housed primarily on site in the south end of town with little problem.

Both projects, of course, made long standing additions to the district. The highway aided tourism and the ore terminal expanded transshipment. They resulted in profound changes in the quality of life, but these were changes which were eagerly received—more freight and more visitors. The hydro-dam would be a considerably bigger project, but to townspeople familiar with the benefit of the other projects, this makes it all the more appealing. The town infrastructure would benefit directly in the long run, as well. Utility costs would presumably be lower and service more efficient. Furthermore, the district would be better able to attract industry with added, cheaper power supply.

The pipeline project, although a larger development in scope, would have less impact on the town infrastructure. Only about twenty new employees would be required. The transshipment of pipe is likely to occur in the off-season months minimizing the direct impact on the tourism subsystem and leaving only indirect impacts of the kind suggested above.

As suggested above, the district would face, however, some conflicts if significant development projects were launched simultaneously or when the district was in an expansion state. If the WPYR were already operating at or near capacity, more workers would be required for the pipeline and more housing would be required. If the dam con-

struction, particularly, occurred during an expansion of the tourism industry, some excessive use of the waterfront and transportation corridors (i.e., State Street and the Dyea Road) would result. Some reconciliation of the conflicts could be managed, as outlined in the land use section. But, the tourism subsystem, no doubt, would have to make some concessions that would slow its expansion.

All of the projected impacts, therefore, could be easily mitigated with active city negotiating and monitoring. Interestingly, the district is much more prepared to receive the sort of influx a boom might cause than a mere expansion. It is psychologically more prepared to make the concessions that the free market of a boom economy would bring than the more regulated market that the expansion state would require. The short-term benefits, as well, are much more defined than the long-term benefits projected for an expansion state. Residents, therefore, are more willing to make sacrifices for a short-term development project, than the significant realignments necessary for the more long-term expansions.

### **A Concluding Prospectus**

Characteristically, the district has experienced a speculative economy responding to the yearly fluctuations in Yukon mining and the seasonal fluctuations in Alaskan tourism. The district's base of cultural resources and the subsystems which they comprise are consequently of high capacity. They are designed for "boom" conditions that have prompted their construction. The town residents as well are psychologically prepared for and genuinely anticipate the prospects of future booms. Because of the high capacity of the three subsystems, the environmental and cultural impact of future development is minimal.

The responsibility of the City of Skagway in the face of significant development will be to obtain and give information. As mentioned, its infrastructure and services are adequate to accommodate most any foreseeable change. The "boom" posture of the town should take care of the rest. The prevailing social and organizational skills of residents are inclined toward speculation and muddling through the rules of the free market system. They will sort out what works best for them and, in turn, for the district as a whole. The principal road block, according to some, are the "personalities" which sometimes loom in small-town politics, but the free-market system has ways of resolving this problem, too. Locals quickly point to the demise of legendary "Soapy" Smith as evidence for this faith.

If the system has its shortcomings, it is more in the case of the "bust" than the "boom." According to the laissez-faire approach, those that lose out leave the district and press on to another boom town. But, there is an increasing chance that with the present state of the world economy, residents will have no better place to go and people from down south will migrate to or through Skagway. Moreover, the laissez-faire approach will especially hurt those left behind. The underutilized infrastructure and services, the unemployed workers and their families, and the lingering tourism subsystem will all have to be financially supported and maintained.

The real challenge to the district, then, is not so much with the booms; Skagway is prepared to anticipate and accommodate them. The challenge is with the bust, and a "bust" is very likely to happen if the railroad continues its layoffs. The "cultural inventory" and "analysis and impact" chapters suggest that in order to offset a collapse of the transshipment subsystem, Skagway will have to expand its tourism subsystem; that is, attract more tourists and entice them to stay in town longer. An effort in this direction is, of course, already underway. To gain the insurance it needs, however, Skagway may have to "go all out" for tourism in a way unfamiliar to a town so reliant on transshipment for so long.

In Skagway, as in most Alaskan communities, rugged individualism and free-market capitalism prevail. The less the government regulation and intervention, the better. Personal preference and short-term gain, therefore, often form the basis for decisions. This process works reasonably and equitably, for the most part. People know the rules and are willing to accept their consequences as well as rewards.

When there is only one market place in a town, the laissez-faire approach will keep it in balance. If too many curio stores open, less competitive stores would eventually close, i.e., demand will control the supply. However, it has often been the case that when a new suburban shopping center opens, the downtown stores are no longer com-

peting simply among one another in a "free market." They must continue to compete collectively against the collective competition—the suburban shopping mall. Many downtowns have done just that, joined to put in plantings, organize store hours, recruit new shop owners in order to meet the appeal of the climate-controlled, rigorously managed, entertainment studded suburban mall.

Skagway, of course, is not threatened by a suburban mall and never will be. But the pressures of collective competition are working on its tourism industry. The Skagway Historic District has to compete with the Haines "Mall" as well as with other attractions in Southeast Alaska and even the interior.

Therefore, Skagway has to join together to compete in the regional free market just as stubbornly as individuals might want to compete against one another within the district. This cooperative spirit may require the sort of concessions that go against the prevailing sense of independence. The momentum of the National Park Service and Westours, the enthusiasm of the newer leadership, and the slowdown of the railroad, however, may bring a new attitude to Skagway. The improvements of the last several years have brought tourism at least to the brink of great promise.

Not only does Skagway have the momentum of Westours and National Park Service behind it, but also the influence of local initiative. Their growing numbers and enthusiasm may give the tourism sub-system the boost it needs to come together. There is a growing core of "outside" young people who have made a commitment to Skagway and particularly to diversifying its economy. These are people with artistic talent, social savvy, and organizational skill that make them adept at dealing with tourists.

WPYR is largely at the mercy of the world ore market. When the prices go below a certain point, the mining and transshipment of ore stops. In the case of tourism, Skagway has some recourse. Tourists are coming to Alaska, thanks to State promotion and a relatively stable travel market, even in hard times. Skagway is in the position, then, to go out and get the tourist trade. This soliciting starts with identifying not so much the town's needs, but the need of the tourists, tour agents and cruise captains. These people represent a vote that, in terms of numbers, greatly outweighs the residents' vote. However, in the past residents' preferences have more often carried the day.

This shift toward tourism is particularly problematic because the "bust" has not hit. The strategy of expanding tourism is justified best by bust conditions, the very conditions that the strategy intends to avoid. Moreover, the expansion of tourism would obviously best be accomplished with the resources of a fairly prosperous community from which to draw. Expanding tourism after a collapse of transshipment may be easier socially. There will be less resistance to the collective strategy necessary for tourism enhancement, but less private capital available to implement it.

The way to expanded tourism, moreover, is a difficult one, because as the land use analysis indicates, it implies some concessions from transshipment. These are particularly hard to make at a time when particularly the railroad so desperately needs support. This is not to suggest that the two subsystems, transshipment and tourism, cannot coexist or be interdependent. Rather, it argues that Skagway may have to give tourism the upper hand.

# CHAPTER 4: COASTAL MANAGEMENT, ISSUES, GOALS AND OBJECTIVES

## INTRODUCTION

A Coastal Management Program (CMP) is to be derived in part from local concerns. The residents of a coastal zone district are to identify issues, goals, and objectives facing their district and these in turn form a direction for the district's Coastal Management Program. The "issues" represent potential conflicts within, or misuse of, a particular resource area. The "goals" accompanying each issue are general remedies to the issues, and the "objectives" are specific ways to achieve the goals.

The "policies and rules" established in the Skagway Coastal Management Program (SCMP) are designed to support and implement the goals and objectives identified by the community, as well as fulfill state standards for "the uses of state concern." In this way, the SCMP poses a plan that includes the state standards and local concerns. It, more specifically, communicates to state and federal agencies the district's preferences, needs, and direction; and establishes a means for balancing competing uses of district resources.

The following four issues represent the prevailing concerns of the Skagway district:

### Skagway Coastal Resource Issues

| RESOURCE                              | ISSUE                        |
|---------------------------------------|------------------------------|
| I. Port and Harbor                    | competition for scarce space |
| II. Revitalized Historic Resources    | underutilized                |
| III. Limited Flat Land Areas          | increased demand             |
| IV. Outlying Coastal and Upland Areas | conflicting public use       |

Each of the issues (I,II,III,IV) is accompanied by several goals (A,B...N), and each goal is specified with several objectives (1,2...n). This outline of issues, goals and objectives is the outgrowth of extensive field work in the community: a series of in depth interviews; review of local studies, reports and newspapers; the results of a survey questionnaire; and the discussions at several public meetings. (See Public Participation and Methodology in Appendix.) It not only purports to reflect the community's sentiment, but also suggests in itself an ordered plan of action for the City.

## COASTAL MANAGEMENT ISSUES, GOALS, OBJECTIVES

### PORT AND HARBOR

Issue I. Competition for scarce **dock and staging space** at the harbor.

Goal A. Develop existing dock facilities to accommodate **tourist transport**.

Objective 1. City and/or state acquire **east dock from White Pass** and Yukon Route and repair and extend the south end to accommodate larger cruise ships.

Objective 2. Separate **visitor traffic** and transshipment traffic through increased dock supervision and restricted pathways.

Objective 3. Support construction of **the new ferry terminal** and seek improvement of **ferry schedule** to provide faster Juneau service, longer Skagway layovers, and retention of mainline service.

- Goal B. Maintain **freight transshipment facilities** for present and potential uses.
- Objective 1. Assure **WPYR continued access** to the east dock.
- Objective 2. Improve **barge facility** to more adequately handle large barge traffic (e.g. dolphins, offloading ramp).
- Objective 3. Assure **adequate staging area** for additional transshipment should the need arise.
- Objective 4. Promote maintenance of **the railroad transport system** and allow for necessary spur lines.
- Goal C. Establish "**visitor corridor**" between historic district and harbor area.
- Objective 1. Promote use of **small boat harbor** and establish parking area adjacent to it.
- Objective 2. Construct "**R.V. campground**" and bathroom and shower facilities (with relocation provisions).
- Objective 3. Maintain **Pullen Creek Shoreline Park** and salmon run.
- Objective 4. Encourage completion of **N.P.S. visitors center** and establish Convention and Visitors Bureau center.
- Objective 5. Landscape **the roadway** between ferry terminal and historic district.

## HISTORIC RESOURCES

- Issue II. Underutilization of **revitalized historic resources**.
- Goal A. Increase **the number and types of visitors** to the historic district.
- Objective 1. Continue to develop "**shoulder season**" activity.
- Objective 2. Extend duration of **Klondike Highway** access from April to December and coordinate and promote "Gold Rush Stampede" with highway's opening.
- Objective 3. Implement **parking regulations** within historic district that will improve storefront visibility while maintaining adequate access.
- Objective 4. Post suitable **directional signs** to and from historic district, Klondike Highway, visitors' centers, and campgrounds.
- Objective 5. Increase **collaboration** of City, WPYR, National park Service, Westours, A.V.A., Chamber of Commerce, and Convention and Visitor's Bureau **in promoting local attractions**.
- Goal B. Continue to promote the **development of historic resources**.
- Objective 1. Encourage completion of **N.P.S. historic restoration** and public plan for lease back of restored buildings.

Objective 2. Continue Historic District **Commission's monitoring** of construction, signage, and general development in the historic district.

Objective 3. Encourage **costumes** of "days of '98" theme and city **welcome** to arriving tour vessels.

Objective 4. Promote use, maintenance and acquisitions at the **City Museum**.

Objective 5. Encourage renovation, clean-up, and beautification in residential areas.

### FLAT LAND AREA

Issue III. Increased demand for **limited flat land area**.

Goal A. Promote appropriate **infilling of townsite area**.

Objective 1. Complete **capital improvement plan** for sewer, water, drainage, and road surface.

Objective 2. Rezone for **trailer accommodations**.

Objective 3. Make allowances for **larger commercial sites**.

Objective 4. Encourage renovation and adaptive reuse of **surplus public property** (i.e., school building and former public library).

Objective 5. Promote construction of **accommodations for seasonal and short-term employees** with tax incentives, zoning variances, or initiatives to potential development contractors.

Objective 6. Initiate and maintain communication with prospective contractors of development projects to assure **minimum negative social and economic impacts**.

Objective 7. Continue to seek **hydroelectric and/ or wind generated energy**, as well as more efficient energy use, to provide a more economical energy supply.

Goal B. Designate potential uses of **outlying flat land**.

Objective 1. Implement a **zoning plan** for newly annexed lands.

Objective 2. Implement plans to relocate the **sanitary landfill site**.

Objective 3. Implement a plan for appropriate disposal of **municipal selection lands**.

Objective 4. Provide for adequate **flood control**.

Objective 5. Identify **alternative industrial and warehousing sites**.

Goal C. Maintain the present high levels of **air and water quality** within the coastal zone.

Objective 1. Support full implementation of NPDES regulation of **point source pollution**.

Objective 2. Support ADEC 208 process for **regulation of non-point sources** and assurance of Best Management Practices.

Objective 3. Establish and support a **non-degradation policy** for air pollution control.

Objective 4. Encourage retention of permeable surfaces and development of **storm water drainage system** from impermeable surfaces.

#### OUTLYING AND COASTAL UPLAND AREAS

Issue IV. Conflicting public use of **outlying coastal and upland areas**.

Goal A. Preserve **Yakutania Point** as a hiking and camping area.

Objective 1. Establish Yakutania Point as **AMSA** (Area Meriting Special Attention).

Objective 2. Construct **new footbridge** across Skagway River that will withstand flooding.

Objective 3. Develop sites for **tent camping** and primitive facilities for **Picnicking**.

Goal B. Improve access to **sightseeing and hiking areas**.

Objective 1. Upgrade and expand **Dyea Road** for better access to Dyea homesite and park areas.

Objective 2. Designate **appropriate trails** for shoreline access, and improve **signage** to and on outlying trails, including ski and snowmobile trails.

Objective 3. Maintain **existing local trails** on A.B. Mountain and Dewey Lakes watershed.

Objective 4. Manage **firewood collection** especially along Dyea Road, Klondike Highway, and local hiking trails.

Goal C. Continue to maintain **wildlife habitat** within the Coastal Zone District.

Objective 1. Assure maintenance and rehabilitation where appropriate of **anadromous stream structure**.

Objective 2. Retain natural streambanks and shoreline habitat as **wildlife corridors**.

Objective 3. Minimize development activities in Dept. of Fish and Game identified **upland game habitat**.

Goal D. Establish suitable and attractive public **firearms facility** and training program.

Objective 1. Relocate and upgrade existing firearm facility at Yakutania Point with a **200-300 meter silhouette range**.

Objective 2. Encourage firearm **safety instruction** and shooting tournaments at facility.

Objective 3. Enforce **firearms ordinance** designating areas closed to shooting.



## CHAPTER 5: USES OF STATE CONCERN

The Skagway Coastal Management Program recognizes that certain uses and activities are of state concern and will not arbitrarily or unreasonably restrict or exclude these uses. "Uses of state concern" are those land and water uses that significantly affect the long-term public interest. These uses are defined by the Alaska Coastal Management Program (AS 46.40.210).

There are many uses of state concern in the Skagway area. Some of the most important are:

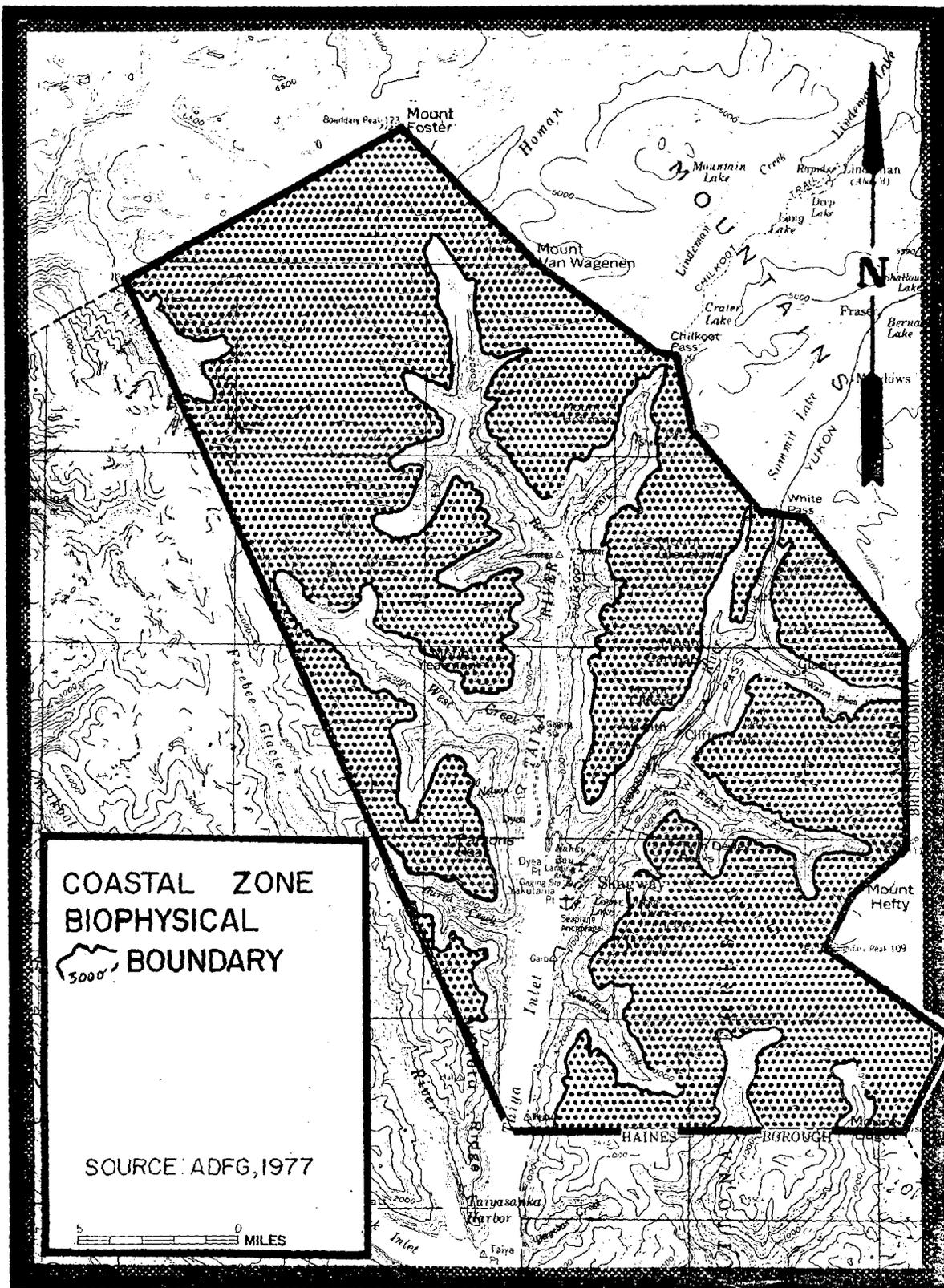
1. management and maintenance of state roads, highways and parklands, airports and ferry terminals.
2. disposition of state lands, waters and forest resources;
3. management of historic resources;
4. conservation and maintenance of air, land and water quality (solid and liquid waste disposal);
5. commercial, sport and subsistence fish and wildlife harvest, fish and wildlife research, rehabilitation and enhancement programs;
6. port and harbor development;
7. pipeline related activities; and
8. disposition of energy resources, minerals and materials.

## CHAPTER 6: BOUNDARIES

The Skagway coastal management boundary contains the area recently included by annexation within the Skagway city limits to the three thousand foot level (Coastal Zone biophysical boundaries (Figure 19), as defined by the Alaska Department of Fish and Game), excluding federal land. Federal lands (Figure 20), notably the federal land under jurisdiction of the National Park Service, are excluded from state or local jurisdiction under the coastal management program, except the zoning as authorized under Title 29. All other land within this boundary is subject to the jurisdiction of this coastal management program.

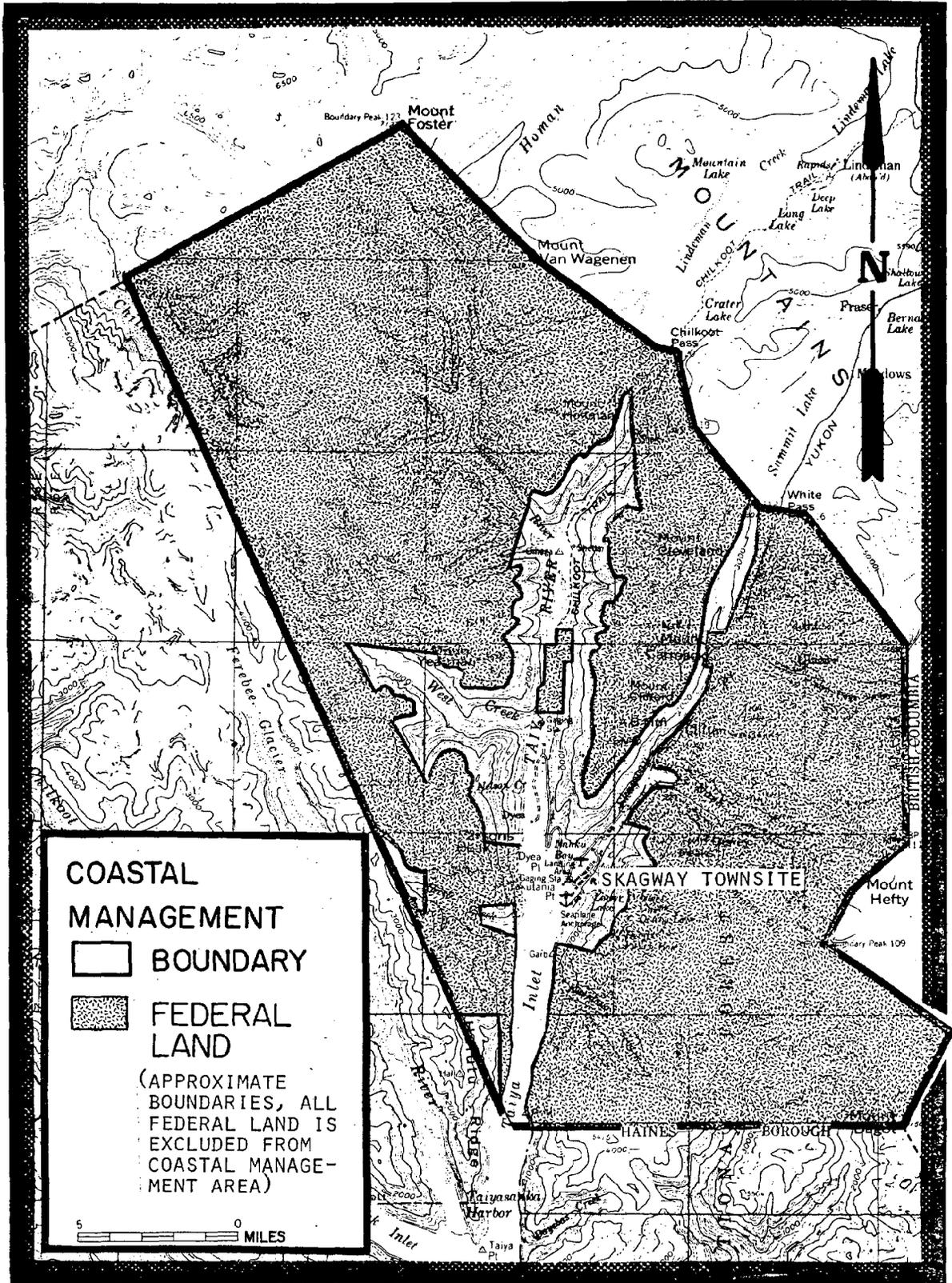
State-owned tidelands will also come under the purview of this program. This will give the city substantial control over upland activities, on federal lands for example, which are dependent on the tidelands.

FIGURE 19: COASTAL ZONE BIOPHYSICAL BOUNDARY



Source: ESL, 1980.

**FIGURE 20: COASTAL MANAGEMENT BOUNDARY**



Source: ESL, 1982.

## CHAPTER 7: SUBJECT USES AND ACTIVITIES

All uses and activities that are dependent upon coastal access or that would affect coastal habitats and processes, coastal air and water quality, and historical and recreational scenic values, are subject to the Skagway district Coastal Management Program. At a minimum, these uses and activities include:

### *Coastal Development*

- Industrial, port and harbor development
- Marine-related service industries
- Commercial development
- Residential development
- Dredging and filling
- Shore defense works

### *Recreation*

- Intensive
- Dispersed

### *Energy Facilities*

- Oil and gas transfer facilities
- Power plants
- Transmission lines

### *Transportation*

- Airports, landing strips and float plane bases
- Ports, docks and harbors
- Highways and roads
- Oil and gas pipelines and rights-of-way
- Navigation improvements and aids
- Parking and parking facilities

### *Utilities*

- Utility lines
- Sewer treatment plants
- Water and sewer lines
- Solid waste disposal
- Communication facilities
- Watercourse and flood control facilities

### *Fisheries*

- Commercial fishing
- Fishery enhancement
- Aquaculture and hatcheries
- Seafood harvesting

### *Timber Harvesting and Processing*

- Fuelwood cutting

### *Mining and Mineral Processing*

- Gravel and sand mining

### *Subsistence*

- Chum salmon gillnetting in Taiya River

### **Proper and Improper Use Determination:**

The Skagway Coastal Management Program adopts the following criteria to determine if proposed uses and activities or land and water use designations (including uses of state concern) within the coastal management district are considered proper or improper. It is the general policy of the Skagway district program to require specific proposals for land and water uses or activities to be submitted to the city planning commission for review. Proposals subject to the coastal management program must meet the following criteria before approval.

1. *Goals and Objectives*: Uses and activities must be compatible with the goals and objectives of the Skagway Coastal Management Program.

2. *Skagway Coastal Management Program Policies and Rules*: Uses and activities must be consistent with the policies and rules of the Skagway Coastal Management Program. These policies adopt and expand upon state standards for Uses and Activities and have been incorporated into Title 26 of the Skagway Code under Chapter 40 titled "Policies and Rules" (see Appendix A).

3. *Water Dependency*: Priority use of the shoreline shall be accorded to uses and activities which are water-dependent or water-related and to those uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity. Uses and activities which do not require shoreline access or are not enhanced by shoreline proximity must be located in a manner consistent with the policies and rules of this program.

#### **State and Federal Actions Affecting the Program:**

State and federal actions, including permitting, construction, planning and financial assistance, within the Skagway coastal management boundary are subject to consistency reviews. In addition, actions of state and federal agencies outside the boundary can be reviewed by the city if "spillover" effects occur that have an effect on the district.

A. *State Actions*: All state actions directly affecting Skagway's coastal area will be reviewed for consistency with the adopted coastal management program. The state is most likely to affect the coastal area through direct activities, licenses, permits, leases and state spending.

1. *Direct state activities*: Development projects, including planning, construction, modification or removal of public works or facilities and state land classifications are examples of actions which might be taken directly by the state that could produce major changes in the coastal area. If state agencies conducting such activities decide that they would directly affect the coastal area, they would determine whether the proposed actions are consistent with the state's coastal management standards and, where applicable, with Skagway's approved district program.

2. *Licenses, permits and leases*: Licenses, permits and leases that the state issues and that might directly affect the state's coastal area include the following:

(a) Department of Commerce and Economic Development, Alaska Public Utilities Commission: certificates of public convenience and necessity required for any individual, association or corporation to own, operate, manage or control a public utility (systems for the transmission or transportation of water, electricity, gas, steam, sewage and refuse) (AS 42.5; 3 AAC 48).

(b) Department of Environmental Conservation: Air quality permits required to operate (AS 46.03; 18 AAC 50); Air quality permits to open burn (AS 46.03.020; AS 46.03.710; 18 AAC 50); Surface oiling permits (AS 46.03.740; 18 AAC 75); Granting of a hazardous waste permit regulating the handling, transportation, treatment, storage and disposal of hazardous wastes (AS 46.03.302; 18 AAC 62.220); Approval of subdivision plans of six or more lots for adequacy of water supply and sewage disposal (AS 46.03; 18 AAC 72); Approval of plans for construction, modification or operation of a sewage system or treatment works (AS 46.03; 18 AAC 72); Certificates of reasonable assurance that applications for federal licenses or permits which may result in discharges into navigable waters comply with appropriate requirements of state law (Section 401 of the Federal Water Pollution Control Act, as amended by the Clean Water Act of 1977); Permits for disposal of wastewater into or on Alaska land or water or into a publicly operated sewage system (AS 46.03; 18 AAC 72).

(c) Department of Fish and Game: Permits for any work or development within the statutorily designated state fish and game critical habitat areas (AS 16.20); Permits to undertake work or development within designated state game refuges (AS 16.20); Permits to construct a hydraulic project or affect the natural flow of bed of a river, lake or stream specified as being important to anadromous fish, or to use equipment in such waters (AS 16.05; 5 AAC 95).

(d) Department of Natural Resources: Permits for off-shore locatable mineral prospecting (AS 38.05; 11 AAC 82, 86, 88); Leasing state-owned upland, tideland and submerged land for purposes other than for the extraction of natural resources (e.g., cargo docks and small boat harbors) (AS 38.05; 11 AAC 62); Granting of requests for Conditional Use Permits and Variances to existing state zoning regulations (11 AAC 53.100; 11 AAC 53.090); Granting of requests for Miscellaneous Land Use Permits for surface activities and the usage of equipment on Special Use Lands (AS 38.05.330; 11 AAC 96); Granting of a Right-of-Way or Easement Permit for the construction of a road, trail, ditch, pipeline, telephone line or similar use or improvement on State land (AS 38.05.330; 11 AAC 58.200); Permits for general use of state-controlled tideland and submerged land (e.g., float homes and log storage) (AS 38.05; 11 AAC 62); Permits to appropriate water occurring in a natural state in Alaska (AS 46.15; 11 AAC 72); Permits to modify any body of nonmarine surface water (AS 46.15; 11 AAC 73); Material applications using DNR form 10-143(155) (AS 38.05).

(e) Department of Transportation and Public Facilities: Permits for placement, modification or maintenance of an encroachment across or along a state highway, or a highway funded in whole or in part by federal funds (AS 19.25; 17 AAC 10); Permits to place or maintain utilities (railroads, public utilities, publicly owned fire and police signal systems and street lighting systems) under, on, in or over a state highway right-of-way (AS 42.05; 3 AAC 48).

(f) Skagway reserves the right to amend this listing of licenses, permits and leases upon consultation with the appropriate state agencies.

3. *State spending:* State spending is guided by two budgets: (1) state agency budget, and (2) six-year capital improvements program for DOTPF. To the extent that they affect the coastal area, actions supported by either budget must be consistent with the state's coastal management program and, consequently, Skagway's program (where applicable).

B. *Federal Actions:* Federal actions that will be reviewed for consistency include (1) direct federal activities, (2) federal licenses and permits and (3) federal assistance programs that significantly affect the Skagway coastal area. The Alaska Division of Policy Development and Planning has signed memoranda of understanding with most of the key federal agencies that conduct activities in the state's coastal area. While the memoranda of understanding specify actions that will most likely directly affect the state's coastal area; it is, nevertheless, the federal agencies themselves that decide whether a consistency determination is warranted in any given instance.

1. *Direct Federal Activities:* If a federal agency decides that any of the following activities would directly affect the state's coastal area, it would determine whether the proposed action complies with the state's coastal management standards and, where appropriate, Skagway's approved district program. Direct federal activities that could affect coastal resources include: All development projects, which includes planning, construction, modification or removal of public works or facilities; Acquisition, use or disposal of land or water resources; Federal waste disposal plans for a federal facility; Federal agency activities requiring a federal license or permit; Federal assistance for housing development to entities other than state or local governments (e.g. private interests or native organizations); Environmental impact statements required under the National Environmental Policy Act for all major projects involving federal funds.

2. *Federal Exemptions:* Federal activities on federal lands are exempt from the federal consistency requirement unless such activity can be determined to have a spillover effect outside those lands. Direct federal activities may also be exempt if other federal laws or unforeseen circumstances prevent federal agencies from being fully consistent with state standards and with Skagway's approved district program. For example, a natural disaster may call for quick responses from federal agencies in ways that might not always be consistent with state standards and approved district programs. Federal permits, licenses or assistance may also be excused from the consistency requirement if the proposed activity is in keeping with the objectives and purpose of the federal Coastal Zone Management Act and is vital to national security.

This "escape clause" in the consistency provision of the federal Coastal Zone Management Act is not as easy to use as it may seem at first glance. Congress did not foresee many instances in which federal agencies would not be able to

comply with state and local coastal management programs. The intent of the federal act is that differences are to be ironed out before state and local programs are approved and that later exemptions from the consistency requirement are to seldom occur, and then only under unusual circumstances.

2. *Federal Licenses and Permits*: Certain federal licenses and permits may directly affect Skagway's coastal area. If the federal agency that would issue the license or permit decides that the activity would directly affect the coast, it would direct the applicant to certify that the proposed activity would be consistent with the state's coastal management standards and also with approved district programs. Listed below are licenses and permits that might directly affect Skagway's coastal area.

(a) *Department of Agriculture, U.S. Forest Service*: Permits for water easement on USFS lands. Permits for construction on USFS lands. Permits for mineral materials extraction from USFS lands. Special use permits where the activity would significantly affect the coastal zone.

(b) *Department of Commerce, Office of Coastal Zone Management*: Permits within Marine Sanctuaries under 33 U.S.C. 1401-1444.

(c) *Department of Defense, Army Corps of Engineers*: Permits under Sections 9 and 10 of the Rivers and Harbors Act, authorizing the construction of bridges, causeways, dams and dikes and obstruction of navigable waters. Permits under Section 4(F) of the Outer Continental Shelf Lands Act and amendment, authorizing artificial islands or fixed structures on the outer continental shelf. Permits under Section 404 of the Federal Water Pollution Control Act, authorizing discharges of dredge or fill material into navigable waters (also subject to state certificate of reasonable assurance).

(d) *Department of Energy, Federal Energy Regulatory Commission*: Licenses for the construction and operation of nonfederal hydroelectric power developments and associated transmission lines under Sections 4(e) and 15 of the Federal Power Act (16 U.S.C. 787 (c) and 808). Orders for interconnection of electric transmission facilities. Certificates of public convenience and necessity required for the construction and operation of natural gas pipeline facilities, including both interstate pipeline and LNG terminal facilities under Section 7(c) of the Natural Gas Act (15 U.S.C. 717(c)). Permission and approval for the abandonment of natural gas pipeline facilities under Section 7(b) of the Natural Gas Act (15 U.S.C. 717 (f)(b)).

(e) *Department of the Interior*: Permits and licenses for drilling and mining and related facilities on public lands (BLM). Permits for pipeline rights-of-way on public lands and the outer continental shelf. Permits and licenses for rights-of-way on public lands.

(f) *Department of Transportation, U.S. Coast Guard*: Permits for construction or modification of bridge structures and causeways across navigable waters. Permits for siting, construction and operation of deepwater ports. Permits for facilities and vessels to handle hazardous materials.

(g) *Environmental Protection Agency*: Permits required under Section 311 of the 1972 Federal Water Pollution Control Act as amended for oil spill prevention, containment and countermeasure plans. Permits required under Section 402 of the 1972 Federal Water Pollution Control Act as amended, authorizing discharge of pollutants into navigable waters (also subject to state certification of reasonable assurance). Permits required under Section 405 of the 1972 Federal Water Pollution Control Act as amended, authorizing disposal of sewage sludge. Permits for new sources or for modification of existing sources and waivers of compliance allowing extensions of time to meet air quality standards under Section 112 (c)(1), of the 1972 Clean Air Act. Permits for the construction or modification of certain designated sources of air emissions to prevent significant deterioration of air quality in areas cleaner than required by the National Ambient Air Quality Standards and to fulfill the requirements of the Clean Air Act, Sections 160-169, as amended in 1977. Exemptions granted under the Clean Air Act for stationary sources.

(h) *Nuclear Regulatory Commission*: Permits and licenses for the siting, construction and operation of nuclear facilities.

(i) Skagway reserves the right to amend this listing of licenses, permits and leases upon consultation with the appropriate federal agencies.

4. *Federal Assistance Programs:* Certain federal financial assistance programs could also directly affect the coastal area and, moreover, enable Skagway to finance ports, water supply projects, sewer systems and other projects through which Skagway could implement the coastal management program. As for licenses and permits, applications for federal assistance are subject to consistency review only if the federal agency from which they would be obtained decides that the activities financed by the requested assistance would directly affect the coastal area.

Federal financial assistance programs that might directly affect the state's coastal area are not listed because of massive program changes now taking place, but the departments that administer the pertinent programs are listed below.

- Department of Agriculture
- Department of Commerce
- Department of Health, Education and Welfare
- Department of the Interior
- Department of Transportation
- Environmental Protection Agency.

## CHAPTER 8: COASTAL MANAGEMENT POLICIES AND RULES

The Skagway Coastal Management Program will coordinate and supplement federal and state land and water management controls affecting the coastal zone. The plan will also provide guidance for all land use decisions within the coastal zone. The following policies and rules have been developed to encourage and direct existing and future uses and activities in the coastal zone consistent with state coastal management requirements and with community needs and desires as reflected in the goals and objectives of this program. These policies and rules provide for development and operation of industrial, commercial, residential, recreational and other uses in a manner that protects fish and wildlife habitats and the quality of life in the Skagway area, including the lifestyle, historic resources, scenic quality and recreational opportunities.

The following policies and rules are organized using the same categories as are found in Chapter 80 of the ACMP titled "Standards of the ACMP." The appropriate state Standards for Uses and Activities (Article 2 of Chapter 80) and Resources and Habitats (Article 3) are included in summary form for each category. The additional policies and rules that follow the state standards were developed to supplement state standards and to address local concerns not covered by state standards. These local rules and policies will be adopted where appropriate as supplementary district regulations in Title 26 of the Skagway code. In addition, performance standards governing such factors as siting, location, operation, setbacks and heights and which provide specific direction for implementation of the coastal management policies and rules are found in other parts of the Skagway code, in particular: Title 15—Boat Harbor; Title 18—Building Regulations; Title 45—Lands and Tidelands; Title 54—Public Utilities; and Title 95—Zoning. Any deviation from the specific requirements of this section shall require a variance application and justification as required in Title 95 zoning code.

The Alaska Coastal Management Act and the Skagway Coastal Management Program have been designed so that their provisions will be implemented through the exercise of existing authorities and regulations, wherever possible, avoiding the creation of new regulatory structures. In addition to the relevant chapters of the Skagway code, authority for the policies and rules which follow is found in the land and water use authorities administered by state and federal agencies. The *Land and Water Use Guide (Guide)* published by the Alaska Office of Coastal Management, lists the major state legal authorities applied in the coastal areas and indicates the types of uses and resources to which they most commonly apply. The *Guide* also references applicable federal authorities and reprints important sections of those federal statutes and regulations. Therefore, the *Guide* is the best tool for identifying those state and federal authorities which provide "homes" for these policies and rules.

### Coastal Development

Coastal development is defined to include industrial, port and harbor, commercial and residential development.

A. *State standard.* The state standard (6 AAC 80.040) is adopted as a part of the Skagway Coastal Management Program.

1. *Priorities.* In planning for and approving plans for development in coastal areas, districts and state agencies shall give, in the following order, priority to;

- (a) water-dependent uses and activities;
- (b) water-related uses and activities; and,
- (c) uses and activities which are neither water-dependent nor water-related for which there is no feasible or prudent inland alternative to meet the public need for the use or activity.

2. *Dredging and Filling.* The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with Parts 320-323, Title 33, Code of Federal Regulations. Skagway's development proposal review process will include consideration of potentially adverse effects of dredging or filling on the coastal ecosystem. While the ultimate effect such activity will have upon the fisheries resource habitats is of principal concern, other non-fisheries values will be dutifully considered in the development of the coastal zone. Dredging and filling shall be minimized in productive tidelands and wetlands, subtidal areas important to shellfish and anadromous water important for migration, spawning and rearing of salmon and other sportfish species.

B. *General policies.*

1. Development must be sensitive to the ecosystem in which it is located and incorporate mitigating measures into its design features to minimize adverse impacts on that ecosystem.

2. Development shall be located, designed, constructed and managed to wisely use natural features which are valuable or scarce in the region and to facilitate appropriate human use of such features while conserving them, including but not limited to beaches, natural wetlands, soils, aquifers, surface water, native plant and animal life, and shore processes.

3. Development shall be managed according to the severity of natural constraints in order to reduce risks and minimize damage to life and property.

4. The type and concentration of development in an area shall be dictated by the physical limitations and opportunities of the area. Physical conditions such as soil characteristics, slopes, geological features, surface and sub-surface drainage, water tables, floodplains, and shoreforms shall be taken into consideration when planning development of an area.

5. Development shall be located, designed and operated so that plant and animal populations, their respective habitats and the local ecological balance are maintained, where feasible and prudent.

6. Development shall be located, designed and operated, to the extent feasible and prudent, so as to have minimal adverse impact upon valuable physical shore features and processes, including accretion shoreforms (beaches) and littoral drift.

7. Industrial, port and harbor development shall be located, designed and managed, to the extent feasible, so that other appropriate uses are neither subject to substantial or unnecessary adverse environmental impacts, nor deprived of reasonable, lawful use of navigable waters.

8. Water quality shall not be lowered below state standards on a long-term basis by development or any other activity, whether industrial, commercial or residential in nature.

Local policies and rules for coastal development are summarized below for three major coastal land uses. These are; a) industrial, port and harbor; b) commercial; and c) residential development.

C. *Industrial, Port and Harbor Development.*

A well-designed, constructed and operated port and harbor can have a minimal impact on the environment and actually provide protected marine waters to act as a nursery ground for juvenile fish, as well as providing habitat for shellfish. If not wisely managed, however, port facilities can have serious adverse impacts. An improperly designed or managed harbor could result in serious water pollution (including oil spills), accelerated erosion of the shoreline and protective breakwaters and disrupt natural littoral (long-shore) drift.

Since the construction and operation of ports and harbors can have extensive adverse impacts on coastal resources, appropriate development policies are required.

1. Ports, harbors and docks shall locate away from extensive tidflats and wetlands and shall not obstruct fish passage along the coast or in anadromous waters.

2. Where conditions permit, piers, wharfs and floating docks shall be used in waters that have adequate flushing capabilities rather than areas requiring solid fill. In cases where solid fill has to be used, it shall be located to maximize circulation in the harbor.

3. Harbor, small boat harbor and marina designs must incorporate facilities for proper handling of sewage, refuse, fuel and waste oil. Discharge of untreated sewage from boats is prohibited.

4. Excavation, shoreline alteration and disturbance of anadromous streams, tideflats and wetlands shall be minimized in the construction and operation of port, harbor, dock and industrial facilities.

5. Ports, small boat harbors, marinas and docks shall be located, constructed and operated to minimize water pollution.

6. Industrial and port development which is consistent with this program shall be protected from encroachment or interference by incompatible uses with less critical site requirements, such as residential or commercial use. With the exception of the small boat harbor and Pullen Creek Shoreline Park, the waterfront is and shall continue to be zoned and used for industrial purposes. Incompatible uses shall be prohibited except as a variance. Public access shall, however, be provided along the shoreline and the Skagway River to accommodate sightseeing and sport-fishing where appropriate.

7. The industrial waterfront zone shall be managed to avoid or minimize conflict with the development or operation of the small boat harbor or activities and developments proposed for the public use area. The area immediately surrounding the small boat harbor shall, to the extent practicable, be reserved for marine-related and water-dependent uses.

8. The waterfront public use area shall be developed as a transitional buffer between the industrial waterfront and the Historic District.

9. The Port Authority and industrial users of the port and harbor shall minimize the negative aesthetic impact of their use and activities, shall enhance and maintain the positive visual aspects of their development, and provide opportunities for public viewing of such positive aspects whenever practical and safe.

10. This program's multiple use objectives shall be implemented in the following manner:

(a) Recreational use of undeveloped shorelines not needed for port or industry operations shall be encouraged for employees and/or the public, whenever possible, as long as such uses are safely compatible with operations;

(b) Cooperative use of piers, cargo handling, storage, parking and other accessory facilities among private or public entities shall be strongly encouraged or required whenever feasible.

(c) Navigable waters shall be kept free of unnecessarily hazardous or obstructing development; the historic open character of these waters is important to all harbor uses which are dependent on marine transportation. No one use shall be allowed to effectively exclude other appropriate uses from significant portions of navigable waters.

11. Port and industrial facilities shall be located, to the extent feasible, where adequate land access and utility services are available or can be provided and where required site development can be carried out and maintained without significant adverse impact on water quality, valuable shore features or real property. The port of Skagway shall, where feasible and prudent, be developed more intensely before committing new areas (to make full use of the available space and infrastructure, to maintain options for alternative uses of other sites, to forego potential public costs associated with developing a new site and to prevent unnecessary degradation of coastal resources).

12. New development will be encouraged to provide physical or visual access to shorelines when such access does not cause interference with operations or hazards to life and property.

D. *Commercial Development.*

1. New shoreline business shall be encouraged to provide shoreline access for their customers and the general public whenever feasible and appropriate.
2. Commercial development shall not detract from the scenic qualities of the shoreline, shall be compatible in design with its surroundings and shall not significantly block scenic vistas.
3. Commercial uses which meet one of the following two conditions will be given preference over other commercial uses in developing shoreline locations:
  - (a) uses for which shoreline location is a necessity, including but not limited to boat rentals and marine service stations;
  - (b) uses that promote physical or visual use of shorelines by the public.
4. Commercial development in the Long Bay area shall not be allowed unless no feasible alternative exists. In the event that a commercial project is considered for the area, the proposal shall be aired at a public meeting.
5. Commercial activities in the Dyea Valley, with the possible exception of a community grocery, private campgrounds, a marina at the mouth of the river or a Chilkoot Trail outfitting shop, shall be prohibited. Signs shall be made of wood. All development shall, to the extent feasible, be set back from access routes and buffered with natural vegetation to maintain the character and scenic quality of the valley.

E. *Residential Development.*

1. Recognizing that premature and scattered development needlessly consumes shoreline open space, conflicts with other appropriate uses and causes extra public costs for public services, new development shall be encouraged to locate in developed areas or in areas planned for residential uses.
2. Development shall, to the extent possible, protect and enhance scenic shoreline features whether natural or cultural, including scarce or valuable shoreforms (e.g. beaches), historic features and views; development shall be visually compatible with the local area.
3. Development shall be permitted where the site is reasonably suitable for utility development, structural modification and covering with impervious surface in terms of soils, geological characteristics, slopes, water table height and natural drainage both on and below ground surfaces. A geotechnical investigation shall be required prior to development to determine an area's physical capability to accommodate various uses if a significant geophysical hazard has been identified or is likely to be present in an area.
4. Second home or other recreation-oriented residential development shall be located where nearby property owners and other appropriate uses will not be adversely affected and where such use is considered optimal and appropriate for the local area.
5. Structures or development for uses accessory to residential use shall retain, where practicable, shoreline open space, be visually and physically compatible with adjacent cultural and natural features, and be reasonable in size and purpose. Accessory development common to residences includes, but is not limited to, recreational piers and floats, garages and shops, parking areas, watercraft storage, shore defense works, fences, saunas and guest cottages. Such development shall be discouraged from locating in required shore setback spaces, unless no feasible or prudent alternative exists, and shall not be permitted over the water unless clearly shoreline-dependent, such as piers and floats for recreational or personal use. Joint or community use of private piers or floats is to be strongly preferred over proliferation of piers and floats for individual lots. Mooring bouys are preferable where feasible.

6. Filling of water bodies, floodways or natural wetlands for expansion of upland area is prohibited for residential development unless no feasible or prudent alternative is available. Floodplain may be filled in areas where such action is consistent with this program and is deemed appropriate by the City.

7. Residential development shall, to the extent practicable, be prohibited in areas susceptible to flooding. Those areas that are protected by dikes could be developed for residential or other use if density, siting, setback and structural requirements reflect the physical opportunities and constraints of the site (e.g., flooding and highwater table).

8. Areas with a seasonal highwater table from zero to five feet shall only be developed if sewer facilities are provided. Exceptions may be made, consistent with ADEC regulations, in instances where this is not feasible or prudent. Sewers shall be required to have leakproof joints.

9. Any residential development in the Long Bay/Dyea Point area must be sensitive to the scenic and recreational values in the area as well as physical constraints. Public access corridors shall be established, where practicable, prior to disposal along all public-owned shorelines, particularly the Dyea Point residential area. The shoreline access corridor shall be at least twenty-five feet wide, if topographic conditions permit, measured inland from the ordinary high water mark (OHWM) or mean high water (MHW).

10. New residential development shall be prohibited in the Taiya River floodway. New development in the floodplain shall conform to the city's adopted floodplain development requirements.

## Recreation

A. *State standard.* The state standard (6 AAC 80.060) is adopted as a part of the Skagway Coastal Management Program. That standard requires districts to designate areas for recreational use. It also requires that high priority be given to maintaining and, where appropriate, increasing public access to coastal water.

1. The following areas meet that standard and are designated as recreational areas:

- (a) City selected lands in the West Creek valley;
- (b) State lands classified for Public Recreation by the Haines-Skagway Area Land Use Plan;
- (c) Yakutania Point Park;
- (d) Pullen Creek Shoreline Park;
- (e) City small boat harbor;
- (f) Hanousek Park;
- (g) Molly Walsh Park;
- (h) State lands at Reid Falls/Gold Rush Cemetery.

2. These designations are not to prohibit consideration and development of hydroelectric power facilities nor the construction of campgrounds.

B. *Recreation Policies and Rules.*

1. The City shall encourage recreational and tourist use and development as well as provide public access to the shoreline and recreation areas.

2. Recreational developments shall be located, designed, constructed and managed to minimize adverse effects on other appropriate shoreline uses, whether existing or officially planned, and to provide safe, healthy conditions for recreationists.

3. Recreational and access developments shall, wherever appropriate, preserve or enhance scenic views and vistas as well as improve the aesthetic value of the area.

4. Access to natural-character recreational areas, such as fishing streams and hunting areas, shall be a combination or series of linear shoreline trails or easements and small parking areas to minimize user concentration on small portions of the shoreline or upland areas.

5. There is a scarcity of suitable sites for public shoreline-oriented recreation. Therefore, provision for reasonable recreation use shall be encouraged in suitable port, industrial, commercial and residential areas.

6. Shoreline areas such as beaches that are suitable for several forms of recreation are scarce. These areas shall not be developed for uses which can be located elsewhere.

7. Where recreational developments are composed primarily of a single purpose use (e.g., camping), adequate open space shall be provided to preserve the natural features of the area and to provide a sufficient amount and variety of recreation opportunities for the users of the development.

8. Since shorelines with a high value for recreation are limited and the long-term demand is unlimited, facilities for water-dependent recreation such as fishing, swimming and boating and water-oriented recreation such as picnicking, hiking and walking shall be located near the shoreline, while nonwater-related recreation facilities shall be located where feasible and prudent.

### **Energy Facilities**

A. *State standard.* The state standard (6 AAC 80.070) is adopted as a part of the Skagway Coastal Management Program.

This standard requires the state and coastal management district to cooperatively identify sites that are suitable for the development of major onshore, nearshore, offshore and outer continental shelf energy facilities. No major energy facility currently exists in the Skagway area. Oil and gas potential in the area has not been assessed. However, there has been considerable interest in developing hydroelectric facilities in the Skagway Area.

B. *General policies.*

1. Adequate precautions must be taken in the design, development, and operation of energy facilities to minimize adverse impacts on aquatic and terrestrial species using affected habitats. In particular, the development and operation of energy facilities must be sensitive to habitat requirements and the passage of anadromous fish and to the effect that streamflow alteration may have on downstream environments.

2. Energy facilities must be developed and operated in a manner that is compatible with surrounding land uses and that minimizes adverse environmental and aesthetic impact.

3. The City shall foster the consultative process as an exchange of information among major project developers, appropriate state agencies, and the City to ensure that potentially adverse socioeconomic impacts are recognized and, to the extent reasonably practicable, minimized and that positive impacts of the project are enhanced.

(a) Energy facility developers and the State shall provide to the City, in a timely manner, nonproprietary information, reports, transportation and logistics plans and summaries of studies in sufficient detail for its planning purposes.

(b) The City shall provide energy facility developers with information and advice about its plans for improving infrastructure or public services that might be used to support the project.

4. Energy facility developers are encouraged to take all appropriate and lawful steps to enhance opportunities for resident workers on their project, to provide necessary training of Skagway residents to integrate them into the project workforce, and to enhance opportunities for local contractors and businesses.

5. Energy facility developers shall be encouraged to house their employees as close to the City as is practicable. If temporary housing, such as mobile homes, is necessary for accommodating project employees, such units shall be located consistent with City plans and ordinances. Temporary units shall only be allowed for a maximum of three (3) years. Temporary housing must be provided with adequate sewer and water facilities. If units cannot be located in areas serviced by sewer and water, the developer must pay the cost of extending services or of developing a package sewage treatment plant or wells. In either case, such facilities must be located in areas suitable for a long-term mobile home park, or other residential or recreational vehicle use, after the temporary housing is removed. Developers of such areas for temporary housing must also pay for other project induced services and utilities such as police and fire protection and solid waste disposal. Areas used for temporary housing must be screened from public roads. In cases where natural vegetation does not provide adequate screening, as deemed appropriate by the City, reasonable measures shall be taken to maintain the scenic qualities of the area (e.g., reevaluate siting, extend setbacks, or require landscaping).

6. Energy facility developers shall cooperate with public and private health and social service agencies to help assure the effective delivery of services to employees as well as to facilitate the successful and coordinated execution of strategies for preventing increases in human service problems.

7. The City and developers shall schedule, to the maximum extent reasonably possible, energy facility related traffic to minimize conflicts with travel by the public and to ensure the continued use of private access roads; coordinate the arrival of project shipping with the State ferry, cruise ships and other vessels to minimize congestion and conflicts with other industrial uses as well as tourism; limit, to the maximum extent reasonably possible, the impact of project-related air traffic on the local travelling public; minimize project impact on public roadways; enforce appropriate speed limits to protect public safety, and minimize noise and congestion; and enforce load limit requirements on truck routes that may be designated.

8. The City shall encourage the development of devices to produce wind-generated energy.

9. The City shall encourage the most efficient use of energy that is economically practical.

## **Transportation and Utilities**

A. *State standard.* The state standard (6 AAC 80.080) is adopted as a part of the Skagway Coastal Management Program.

B. *Transportation policies and rules.*

1. Developers shall be required to install or establish access roads and utilities of a quality and type as needed to best protect shore features and other users that may be affected by pollution, nuisances, flooding, erosion and other adverse effects unless no feasible and prudent sites exist.

2. Any conveyances of land near the Dyea Road shall reserve a sufficient right-of-way for major roadway improvements and widening.

3. Highway and airport design, construction and maintenance shall minimize alteration of water courses, wetlands and intertidal marshes, and aesthetic degradation.

4. Roads and trails shall only cross anadromous streams when necessary to provide access as deemed necessary by the City. Bridge or culvert construction and design must minimize habitat disturbance and allow fish passage. Phasing of construction shall be done to avoid critical migration periods for salmon and other anadromous species.

5. Where practicable, the City shall establish buffers and setbacks to maintain the scenic quality of the Dyea Road and Klondike Highway transportation corridors. Prior to development activities within one hundred (100) feet of the centerline of the Dyea Road and Klondike Highway rights-of-way, development plans must be reviewed to determine that the project was designed to blend with the area's visual character. Any development along the Klondike Highway shall, to the extent feasible, conform to the DNR Haines-Skagway Area Land Use Plan.

6. The City shall have active participation in the writing, review and approval of any scenic corridor study undertaken by the state.

7. Commercial development in the Klondike Highway corridor shall be concentrated in suitable locations. Businesses shall blend with the natural surroundings to the extent possible, and provide safe ingress and egress.

8. Use of vehicles off established or designated roads is prohibited on tidelands, shorelands, community or public backshore beaches, streamways or natural wetlands, except as necessary or for public health and safety, maintenance or water access.

9. Parking areas shall be surfaced, whenever possible, with permeable materials and provided with suitable drainage controls to minimize ponding and excessive concentrated runoff with its resulting erosion, pollution and sedimentation. Such areas shall be buffered, as feasible and prudent, from shorelines and less intense adjacent uses by vegetation or undeveloped space. They will also be sited, screened and surfaced to minimize dust problems.

#### *C. Utilities Policies and Rules.*

1. To the extent practicable, underground installation of utilities is required in areas designated at Title 26 Section 40.030.A.1 of the Skagway Code as being of high recreational or scenic value.

2. New outfall pipes shall be located to minimize adverse impact on habitats, particularly wetlands. New outfalls shall be placed at an adequate distance and depth from shore and shall be designed to provide optimal dispersal of the effluent or shall utilize authorized land application of treated sewage effluent.

3. To avoid leachate pollution, sanitary landfills shall be located at sites approved by the Alaska Department of Environmental Conservation.

4. Development shall only locate in areas where utilities are either available, can be economically extended, can be developed as part of the project, or suitable on-site systems are possible.

## **Fisheries**

A. *State standard.* The state standard (6 AAC 80.090) is adopted as part of the Skagway Coastal Management Program.

#### *B. General policies.*

1. Maintenance and enhancement of fisheries shall be given priority consideration in reviewing shoreline use proposals which might adversely impact fisheries habitat, migratory routes and harvest of significant fish or shellfish species. Alternate locations or designs shall be seriously considered for such proposals if such potential adverse impacts are significant. Shorelines having banks, beaches and beds critical to the preservation or enhancement of the fisheries resource base shall be maintained or restored to a productive natural condition whenever feasible and prudent.

2. Development and operation of hatcheries shall comply with the fishery enhancement policies and regulations in this plan. Upland areas must be managed to maintain water quality standards necessary to the operation of hatcheries.

3. Fisheries enhancement and aquaculture shall aim toward maintaining or restoring the quality and normal circulation patterns of affected waters at optimum levels consistent with applicable state standards. Aquaculture/hatcheries and fisheries shall be protected from significant water quality degradation by other users.

4. Aquaculture development and fisheries enhancement shall be located, designed and operated so that aesthetic values of local shorelines are maintained to the extent feasible and prudent.

5. Fisheries enhancement and aquaculture practices, including disposal of wastes, viscera or fish scrap, shall be conducted so that applicable state water quality and litter control standards are not violated.

6. Other land and water uses shall not degrade waters used for fishery enhancement or aquaculture.

*C. Location policies*

1. Development accessory to fisheries enhancement and aquaculture shall be located inland unless clearly dependent upon a shore or water surface location. Accessory development of a mainly commercial or industrial nature will be subject to appropriate policies and standards of this program.

2. Aquaculture or fisheries enhancement development shall be located where interference with navigation, commercial fishing, shoreline-dependent recreation or lawful access to shorelines will not become significant. A reasonable portion of regional navigable waters shall be allocated to such development on a long-term basis, however, because of high potential for regional economic and recreational benefits.

### **Timber Harvest and Processing**

A. *State standards.* The state standard (6 AAC 80.100) and superceding provisions of the Alaska Forest Resources and Practices Act (11 AAC 95.050 through 11 AAC 95.180) are adopted as part of the Skagway Coastal Management Program.

B. *Fuelwood cutting.* Fuelwood cutting within one hundred (100) feet of the centerline of the Dyea Road and the Klondike Highway rights-of-way must be done in a manner that minimizes visual impact.

1. Stumps must be cut so that no portion exceeds twelve inches (12") in height.
2. Felling and bucking must be done so that traffic on roadways is neither endangered nor delayed.
3. Slash must be reduced in height by lopping, scattering, and laying as close to the ground as is practicable.

### **Mining and Mineral Processing**

A. *State standard.* The state standard (6 AAC 80.110) is adopted as part of the Skagway Coastal Management Program.

The state policy requires mining and mineral processing to be consistent with all elements of this program and any state or federal regulations. State policy further requires that sand and gravel may be extracted from coastal waters, intertidal areas, barrier islands and spits only where there is no feasible and prudent alternative to coastal extraction which will meet the public need for the sand and gravel.

Existing state and federal standards and requirements, combined with other elements of this program, are adequate. No new policies are necessary at the local level at this time.

## **Subsistence**

A. *State standard.* The state standard (6 AAC 80.120) is adopted as part of the Skagway Coastal Management Program.

The state standard requires that districts recognize and identify any areas that are used for subsistence activities. Minimal subsistence activity occurs at present in the Skagway area. Permits have been issued allowing gillnetting of chum salmon in the Taiya River.

## **Habitats**

A. *State standard.* The state standard (6 AAC 80.130) is adopted as a part of the Skagway Coastal Management Program. The following habitats are subject to coastal management standards:

1. The Taiya Inlet estuary and offshore area;
2. Wetlands and tideflats along Taiya River, Skagway River and along Taiya Inlet;
3. Rivers, streams and lakes, including the Taiya and Skagway Rivers, those portions of the Nourse River within the district, and West, Pullen, and Kasidaya Creeks; and,
4. Important upland habitat for goats, moose, and bear plus a two hundred foot (200') buffer along the coastlines, streams and water supplies, as defined by Alaska Department of Fish and Game.

B. *General policies*

1. Coastal habitats are interdependently linked by flows of energy, water and nutrients. These habitats should, therefore, be managed using a holistic approach which maintains or enhances the physical, biological and chemical characteristics of those habitats, contributing to their capacity to support living resources.

2. The Taiya Inlet estuary and adjacent uplands shall be managed so as to assure adequate water flow, natural circulation patterns, nutrient and oxygen levels. Discharge of toxic wastes, silt, stormwater, and sewage shall be regulated in compliance with state and federal regulations governing point and non-point pollution sources.

3. Remaining natural estuarine and wetland shorelines shall be maintained, where feasible and prudent, in their natural, productive condition.

4. Upland habitats shall be managed, to the extent feasible, to retain natural drainage patterns and vegetation cover on steep slopes, and along shorelines and stream banks to prevent excessive runoff and erosion, protect surface water quality and natural groundwater recharge areas and provide for open space and scenic value.

5. The portion of Skagway River tideflats and wetlands north of the southernmost City well shall be managed so as to assure adequate water flow, nutrient and oxygen levels and to avoid adverse effects on natural drainage patterns, the destruction of important habitat and the discharge of toxic substances.

## **Historic, Prehistoric and Archeological Resources**

A. *State standard.* The state standard (6 AAC 80.150) is adopted as a part of the Skagway Coastal Management Program.

## **Air, Land and Water Quality**

A. *State standard.* The state standard (6 AAC 80.140) is adopted as a part of the Skagway Coastal Management Program.

B. *General policies.*

1. Notwithstanding any other provisions of this chapter, the statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land and water quality are incorporated into the Alaska Coastal Management Program and, as administered by that agency, constitute the components of the Skagway coastal management program with respect to those purposes.

2. The City shall require reasonable control of surface runoff on-site so that water quality and nearby shore features and properties are not adversely affected. Where appropriate, such measures shall include, but are not limited to, dikes, catch basins or settling ponds, interceptor drains, planted buffers or other suitable devices.

3. Oil and hazardous materials shall not be disposed of without state authorization. Facilities and procedures utilizing the best available technological pollution control systems for handling, disposal and prompt spill clean-up of such materials shall be required, where feasible and prudent, of new or expanded shoreline developments using such materials.

4. Hazardous materials, hazardous wastes and explosives shall not be transported through the city nor stored in the city without prior notification and approval of the city. Notice shall include the provision of a detailed manifest. Absence of objection within three working days of receipt of notice by the city shall constitute approval.

5. Land clearing, grading, filling and alteration of natural drainage features and landforms shall be limited to the minimum necessary. Surfaces cleared of vegetation and not to be developed shall be replanted as soon as possible with native or compatible plants. Surface drainage systems or substantial earth modifications shall be designed to prevent maintenance problems and adverse impact on shore features and processes.

6. Water quality shall not be lowered below state standards on a long-term basis by development or any activity, whether industrial, commercial or residential in nature.

## **Hazardous Areas**

A. *State standard.* The state standard (6 AAC 80.050) is adopted as a part of the Skagway Coastal Management Program.

1. Known geophysical hazard areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur are:

(a) the lower Skagway Valley (seismic risk, landslide risk, and isostatic rebound);

(b) The Taiya River Valley (seismic risk, avalanche, isostatic rebound);

(c) the Skagway River floodplain as described and mapped by the Federal Insurance Administration, U.S. Department of Housing and Urban Development under the authority of Section 201 of the Flood Disaster Protection Act (flood hazard).

2. Development in areas identified above may not be approved by the appropriate state authority or by the city until siting, design and construction measures for minimizing property damage and protecting against loss of life have been provided.

B. *General hazards areas policies.*

1. Skagway shall encourage appropriate state and federal agencies to improve information on types and locations of hazard areas in the district.

2. Development shall be precluded in rapidly eroding, slide prone or geologically unstable shorelines. Development shall be severely limited where resulting damage to life and property is highly probable. Any development in these areas must be based on a geotechnical investigation attesting to the safety of the area and/or specific engineering practices or structures that would alleviate or mitigate the hazard.

3. The City shall regulate the location of structures near watercourses in order to reduce the impact of flooding and to allow for natural drainage.

4. The City shall require special development procedures for developments in natural constraint areas and require specific geotechnical information to identify possible problems and methods for mitigating undesirable impacts.

5. Surface modification that would induce excessive erosion, undermine the support of nearby land or unnecessarily scar the landscape shall be limited. Surface modifications in natural constraint areas shall be limited to the smallest extent that is needed for development.

6. Developers shall retain existing vegetative cover to the greatest extent feasible. In cases where development necessitates removal of vegetation, a reasonable amount of landscaping shall be required to replace vegetation removed during construction.

7. Historic landslide areas or areas prone to landslides, slumping or other forms of mass wasting shall be subject to a geotechnical investigation to determine if development is allowable and, if so, what design measures shall be required to protect human life and property.

8. City of Skagway floodplain management regulations apply (Chapter 30 of Title 95, Municipal Code).

9. Detailed investigations of the potential for flooding shall be required, as deemed appropriate by the City Council, prior to allowing any development in the 100 year floodplain of the upper Skagway Valley (north of the northernmost limit of the WPYR railroad terminal grounds).

## CHAPTER 9: AREAS MERITING SPECIAL ATTENTION

The Alaska Coastal Management Act (ACMA) and its standards require coastal management districts to designate Areas Which Merit Special Attention (AMSA) in their programs. An AMSA is defined as "an area within the coastal area which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention or which, because of its value to the general public, should be identified for current or future planning, protection or acquisition" (ACMA). By adding a special area identification and management element to the coastal management program, the financial and management resources of the program may be focused on such areas.

### PULLEN CREEK SHORELINE PARK

The City of Skagway designated Pullen Creek Shoreline Park as part of its original district coastal management program.

1) *Name of Area:* Pullen Creek Shoreline Park (Figure 21).

2) *Basis for Designation:*

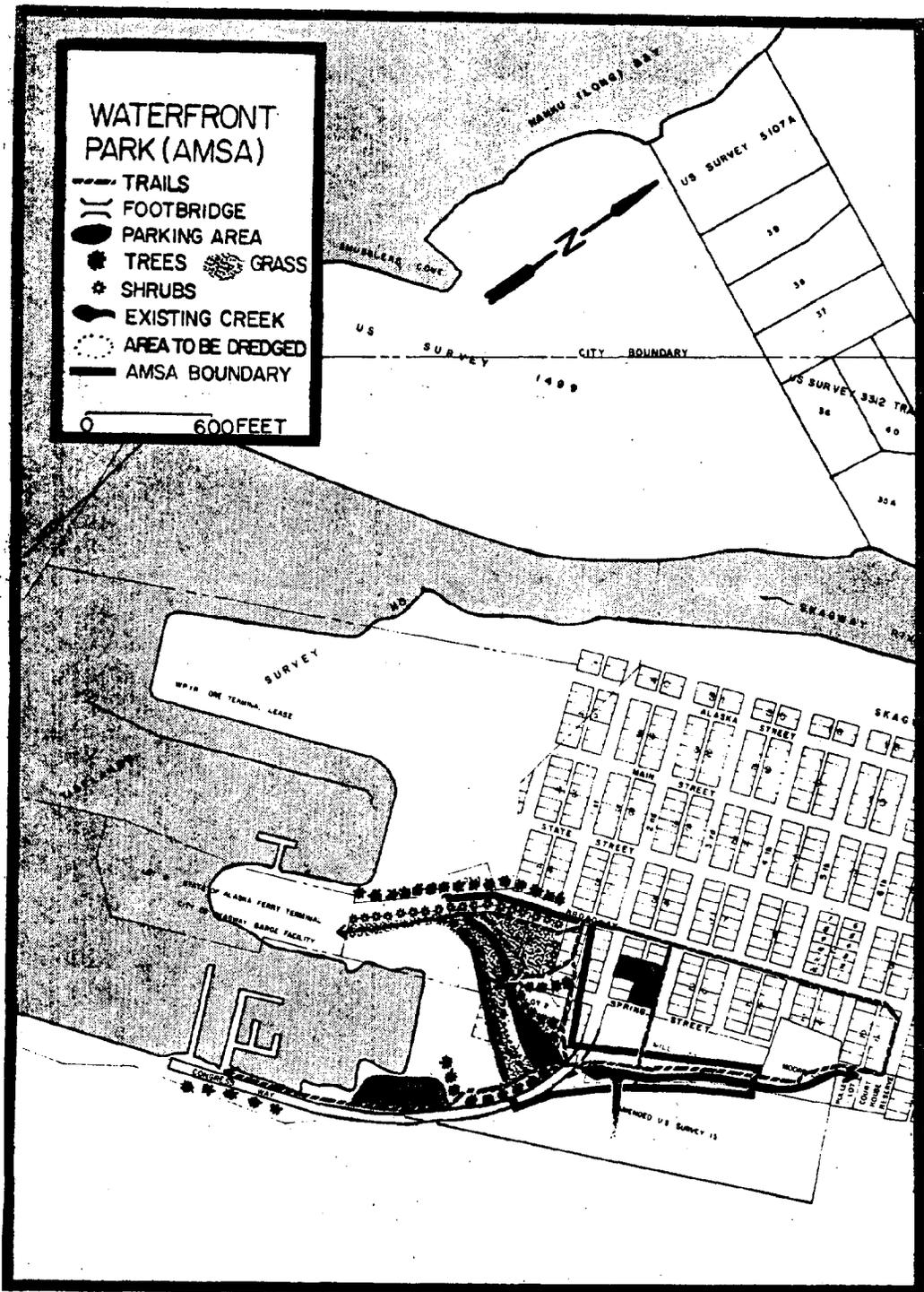
**Recreational Value:** The Pullen Creek Shoreline Park represents an area of substantial recreational value and interpretive values to both the people of Skagway and its visitors. This site offers the only opportunity for a waterfront park in Skagway. It also provides the only feasible location to establish a salmon fishery for Skagway. The site's proximity to major focal points (historic district, proposed National Park Service headquarters and fishing areas) and heavy traffic corridors (roads to the cruise ship dock and ferry terminal small boat harbor and the railroad) will serve to unify and enhance these areas, define corridors and provide a scenic and inviting entryway to Skagway. An AMSA designation will serve to focus management attention on this site and provide a vehicle for supplementary funding to help realize the site's potential.

**Development:** This vacant area is proposed to be developed as a shoreline park in conjunction with a project to establish a salmon put-and-take sport fishery in Pullen Creek and, incidentally, upper Taiya Inlet. Salmon fishing opportunities will attract fishing enthusiasts from Whitehorse and other areas as well as entice visitors to spend more time and money in Skagway. Salmon fishing will occur during the peak of the tourist season, placing stress on the limited supply of accommodations. Additional accommodations may, therefore, be necessary.

**Recreation/Scenic/Heritage:** The development of the proposed park and salmon fishery will provide visitors and residents with a variety of recreational opportunities. These include fishing, convenient opportunities for observation of salmon runs and perhaps spawning activities, picnicking, sightseeing, relaxing, swimming and, in the winter, ice skating. In addition, the development of the proposed park will greatly improve the scenic quality and overall character of the Skagway waterfront. The proposed park will be integrated with the Skagway historic district and the National Park Service headquarters (at the railroad depot) to form an attractive, congruous corridor into Skagway.

**Coastal Resources:** The establishment of a salmon put-and-take fishery and a minor salmon run will obviously increase the salmon stocks (pinks at first; silvers may be planted later) in the region. Salmon fry have been stocked in Pullen Creek in large numbers. Some of the returning adults will spawn in the creek and may establish a minor self-sustaining run. Spawning could be increased if suitable areas are provided. This could be accomplished by placing gravel of proper size near the outlet of Pullen Creek, in the main pool and in suitable areas in the upper reaches of the creek. This run will be supplemented heavily by annual stocking of the creek. Additional dolly varden char probably will be attracted to the Skagway area by the availability of salmon spawn and fry. Spawning out salmon carcasses can add to the nutrient base of the local area and thus increase the productivity of the immediate area. The volume of salmon remains could, however, easily overwhelm the Pullen Creek system. Consequently, excess salmon carcasses will have to be removed (by the city) from the creek and, perhaps, from the ship basin.

FIGURE 21: PULLEN CREEK SHORELINE PARK



3) *Location:*

The site is located in the northeast corner of the Skagway waterfront north of the small boat harbor. (see Figure 20)

4) *Area Description/Significance:*

The subject parcel is located near the historic district in the northeast corner of the Skagway waterfront. The upland area of the waterfront (including the proposed AMSA) has been filled with dredge spoils, sand and gravel and is predominantly unvegetated. The area included in the AMSA, north of Congress Way, consists of flat grass-covered area with conifers along the creek at the north end of the proposed AMSA. The conifers extend along the creek most of the way up the valley. There are also some salmon berries and small flowering plants along the creek. The area south of the proposed park consists of filled waterfront and tide lands. The area to the west is the vacant part of the industrial waterfront. The portion of the proposed park site south of Congress Way is traversed by Pullen Creek. The creek widens to form a relatively large, slow pool where it is crossed by Congress Way. It narrows considerably a fourth of the way through the subject parcel and curves gently until it reaches the western edge of the parcel. At that point, it enters a culvert extending for several hundred feet underground before emerging at the White Pass and Yukon Railroad ship basin northwest of the ferry terminal. The creek is said to contain a few trout or char, and a small number of silver salmon spawn in the upper reaches.

The significance of the area lies in its potential to be developed as a recreational area and a key segment of an attractive corridor into Skagway, greatly improving the scenic quality and character of the community. The utilization of the park site for a fishery enhancement project has major local significance in terms of enhancement of coastal resources, a food source and recreational and economic opportunities.

5) *Existing Ownership/Management/Use:*

**Ownership:** The area south of Congress Way is owned by the city. The area north of Congress Way is owned by the White Pass and Yukon Railroad (WPYR). A small parcel, identified as Lot 2, is privately owned.

**Management/Use:** The area is presently vacant. Part of it, however, is occasionally used for storage. It is within the city limits and is currently zoned for industrial use.

6) *Adjoining Ownership/Management/Use:*

The tidelands south of the site and the land immediately adjacent to the small boat harbor are owned by the City. The parcel is bordered on the east by Congress Way and the railroad tracks, which abut the steep base of Twin Dewey Peaks. This adjoining land is owned by the WPYR. The railroad right-of-way also borders the north side of the site. The area surrounding the portion of the AMSA north of Congress Way is vacant and owned by WPYR. The road to the ferry terminal and adjoining industrial waterfront adjoins the parcel to the west. WPYR has a long-term lease (over forty years remain) for this section of industrial water front. There is also a small vacant private parcel adjoining the ferry access road west of the parcel.

**Management/Use:** The land to the south of the parcel is predominantly vacant. It is zoned for industrial use and is occasionally used for storage. The western portion may be used as a parking area for the small boat harbor (see Figure 20). The land to the east is consumed by the road and railroad right-of-way. There is no land in the area to the east that is suitable for development. The land north of the railroad right-of-way is predominantly vacant. There are some private structures to the north of the west end of the parcel. The National Park Service headquarters is also located in this area. The industrial area to the west is typically vacant.

### 7) Existing or Potential Conflicts:

The most obvious potential conflicts are those between recreational and industrial use. Both uses could prove to be a nuisance to the other. There are also potential hazards involved; for example, when people wander into the industrial area looking for a place to fish. The potential for hazards and vandalism will be minimized as hazardous substances and valuable items are contained in a four-acre fenced security area. A buffer of trees along the road to the ferry terminal would separate the industrial and recreation areas.

When the salmon generated by the salmon stocking project return to Skagway as adults, relatively large numbers of people can be expected to try their luck along the waterfront and on docks, where such activity is permissible. Salmon will be congregating in the WPYR ship basin at the outlet of the culvert. (Salmon will only be able to go through the culvert at high tide unless it is extended and lowered.) This will provide good fishing as pink salmon are more inclined to strike a fishing lure in saltwater than fresh water. Also, fish caught in saltwater will usually be in good condition. Pink salmon physically degenerate very rapidly when they reach fresh water. Some arrangements should be made to accommodate the fishing that will occur around the ship basin—unless it is prohibited. Salmon fishing will span about a six week period in mid-summer. Fishing along the waterfront would be light during the remainder of the year.

In spite of the conceivable problems associated with locating a recreational area adjacent to the industrial waterfront, WPYR (lessee of the industrial area) representatives have indicated that they do not foresee any significant problems and they are supportive of the project.

There are no houses in the near vicinity of the park; therefore, no conflicts with residential use are anticipated. A parking lot for the small boat harbor and park may be located off Congress Way near the park. If so, the parking lot will be separated from the park by a thick buffer of trees and bushes (see Figure 20). Foot traffic across the railroad tracks should not be a problem, as the infrequently scheduled trains move slowly through this area on their way to nearby destinations.

It is possible that the development of the AMSA and the private parcel, identified as Lot 2, could conflict with each other. If possible, the City will trade land for Lot 2 or purchase it and include it in the park.

Utmost precaution must be taken to obtain salmon eggs and sperm from a suitable stream and to obtain a representative sample of the salmon gene pool in that donor stream.

The salmon planted in Pullen Creek may be caught by commercial fishermen, and thus substantially lower the rate of return to the creek. As the Burro Creek nonprofit hatchery is established, hatchery representatives will be harvesting their salmon in Taiya Inlet. If the fish from Pullen Creek mix with these fish or are mistaken for hatchery fish, there may be few returning to Pullen Creek. These potential problems can be mitigated through sensitive management.

Otters, birds and dogs can cause havoc with a fishery enhancement program. Unless adequate precautions are taken, otters and birds may enter salmon holding pens and rapidly deplete the salmon fry. Dogs will attack salmon in shallow water and carry salmon carcasses around town. To help prevent this, as well as a potential biological overload which would occur if great numbers of salmon were allowed to decompose in Pullen Creek, salmon carcasses should be removed from the stream as soon as possible. (This could be done through a volunteer effort organized by the City.)

Pullen Creek provides a convenient location for tourists to observe salmon from up close. Such activity, however, conflicts with heavy fishing activity. For this reason, the area above Congress Way shall be closed to fishing. This will provide people with an opportunity to observe salmon in shallow water in a natural, scenic setting. A weir should be placed across the stream below Congress Way between July 1 and August 31 to keep most of the salmon in the fishing pool and to keep the number of salmon carcasses that will have to be removed from the upper creek to an acceptable level.

#### 8) *Management and Development Plan:*

The plan consists of two interrelated projects: establishing a salmon fishery in Pullen Creek and surrounding waters; and developing a waterfront park along Pullen Creek. The park will provide a release site for salmon smolt and a catch site for adult salmon, enhance the salmon observation and fishing experience and improve the scenic quality of the waterfront. This project will be undertaken as a joint venture by the City of Skagway, and the Alaska Department of Fish and Game. The city shall, to the extent feasible, take responsibility for developing, servicing, and maintaining the park; and the Department of Fish and Game shall establish and manage the salmon fishery. Informal agreements have been made thus far to this end. Over the course of several years, the City may take the responsibility for stocking Pullen Creek under the supervision of the Department of Fish and Game. Arrangements will have to be made for enforcement of fishing regulations; perhaps a local resident in Skagway can be designated for this purpose. Maintenance people will also be needed.

**Site Development:** A Coastal Management implementation grant in 1981-1982 was used for site development. The first task in the project was to widen and deepen the existing pool abutting Congress Way to provide for salmon imprinting (imprinting enables the salmon to return to their parent stream). In 1981 the pool was dredged to the depth of about ten feet, widened to one hundred feet and lengthened to two hundred fifty feet. This provides a suitable pool for returning salmon and expands the shoreline space where people can fish for them. It may be prudent to make the pool even wider so fishermen on opposite sides of the stream will not be as prone to tangle fishing lines. This pool and adjoining shoreline were lined with gravel or other suitable material to help maintain clear water, to possibly provide salmon spawning area, and to provide a beach for fishing and swimming.

Next, in 1982, the trail system in the park was established. The trail around the pool was located far enough from the creek bank so that foot traffic does not interfere with fishing or erode the bank. An attractive footbridge was built and placed across the creek where it narrows at the downstream end of the pool. This footbridge improves the aesthetics of the park and provides access to the southern side of the creek and the small boat harbor.

The trail network in the park joins trails along the shoreline and to the historic/commercial district. Signs delineating the trail system and various points of interest could eventually be placed at appropriate locations (for instance, a centralized parking area and at the National Park Service headquarters).

When dredging was completed and the trails were laid out, topsoil was spread over the fill material and grass, flowers, shrubs and trees were planted in designated areas. The trees and shrubs will serve as buffers and screens, define the corridors into town, and enhance the scenic quality of the waterfront. Native vegetation (except grasses) was felt preferable for this purpose. Hardy grass with extensive root networks was chosen. They will grow to about a foot in height and then fold over to minimize maintenance. The banks around the pool are gently sloping to minimize slumping, erosion and sedimentation resulting from intense foot traffic. Gravel about a foot thick and ten feet wide could ring the pool. Stones along the banks improve stability. Larger boulders serve as places to sit. Benches and picnic tables have been placed in appropriate locations. Parking could be accommodated in a screened parking lot between the park and the small boat harbor.

**Fishery Enhancement:** This project entails collecting salmon eggs from a suitable donor stream (tests are currently underway to determine the suitability of various salmon stocks), and stocking Pullen Creek. The Department of Fish and Game has initiated the preparation of a detailed plan for developing the fishery. The first salmon fry were introduced to and immigrated from Pullen Creek in the spring of 1981. The salmon will return as adults in the summer of 1983. The Department of Fish and Game anticipates stocking Pullen Creek with about five hundred thousand salmon fry, which could result in a return of one to five thousand adults to the creek. These plentiful numbers of salmon will provide excellent sport fishing opportunities for resident and visiting fishing enthusiasts.

**Allowable Uses:** Fishery enhancement, landscaping, fishing, swimming, interpretive displays, picnicking, sightseeing and related activities. Low intensity recreational facilities should be provided. These include trails, picnic tables and benches.

**Improper Uses:** Subsistence fishing, motorized vehicles and overnight camping, vending or hawking.

Policies That Will Be Applied to the Area: Policies and regulations contained in this plan pertain, as is appropriate, to the uses occurring in this area (e.g., recreation and fishery enhancement). Alaska sportfishing regulations by the Alaska Board of Fisheries will apply to fishing. These include fishing licenses, sportfishing methods and means and bag limits. Unleashed dogs will not be allowed in the park since damage to salmon may occur. Maintenance of the park's grounds (trash removal, removal of dead salmon, salmon entrails, etc.) will be the responsibility of the City of Skagway. No species of fish or its eggs may be transported from its naturally occurring drainage and located elsewhere within the state without written permission from the Commissioner of the Department of Fish and Game or his representative. Such permission must be granted on the basis of an approved transport form, provided by the Alaska Department of Fish and Game and signed by the appropriate department official.

Authority Which Will be Used to Implement the Proposed Management Scheme:

- 1) State sportfishing regulations for the Pullen Creek fishing area:
  - a) A sport fishing license is required (AS 16.05.330(a); AS 16.05.400(a)).
  - b) Sport fishing is permitted only by methods specified in the Sport Fishing Regulations, Title 5, Part 2, or as authorized by the Commissioner of Fish and Game (5 AAC 42.010).
  - c) Freshwater open season—January through December 31 (5 AAC 48.010).
- 2) Alaska Coastal Management Act.
- 3) City of Skagway Coastal Management Program and Administrative Code.

## **YAKUTANIA POINT PARK**

The City of Skagway designates Yakutania Point Park as an Area Meriting Special Attention.

1) *Name of Area:* Yakutania Point Park (Figure 22).

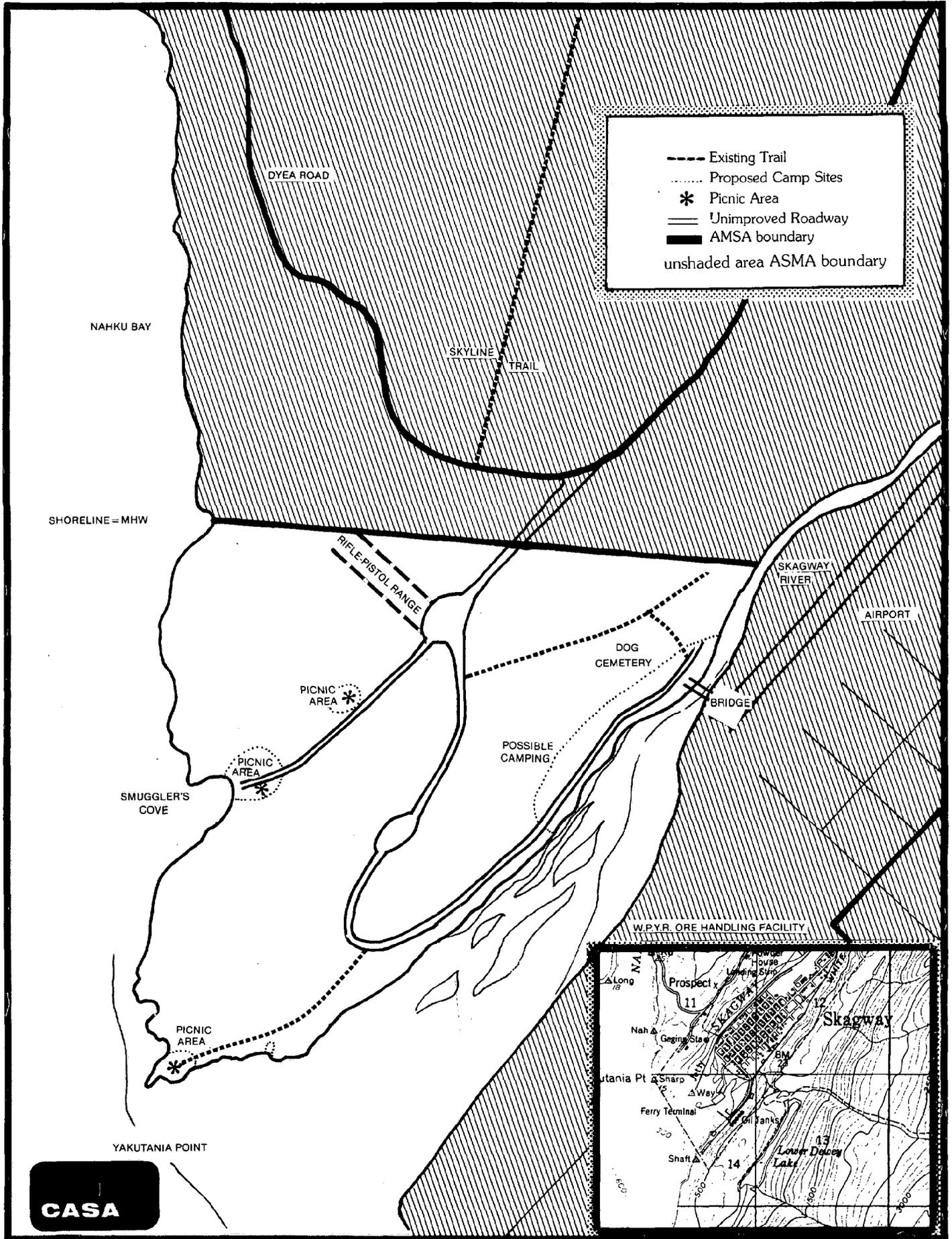
2) *Basis for Designation:* Historical Significance/Scenic Importance: The historical significance and scenic importance of Yakutania Point Park is illustrated in this excerpt from Skagway's "The Daily Alaskan" dated July 11, 1922:

"Those who have visited the grounds and enjoyed some of its excellent picnic advantages as well as its marvellous views of the channel below the city are pleased with the proposition that this tract be set aside by the government for a public park. Already the tourists are using the place for walks and dinner parties and remark with zest of its scenic possibilities."

Efforts by the citizens of Skagway to develop the park potential of Yakutania Point began with the formation of the Skagway Alpine Club in January 1917. The Club led community efforts to build a suspension bridge from town across the Skagway River to the park. Also, the club organized boat trips to Smuggler's Cove with the dual purpose of getting people over to the park for a good time and to begin the work of trail building and shelter construction. By the summer of 1921 two miles of trail had been cleared, a large picnic ground had been chosen, plans were made to build a boat landing, and, that fall, a 175-foot suspension bridge was built. Simultaneously, the Club pressed its efforts to have this land set aside by the Department of The Interior as a scenic park.

The 67th Congress granted about 250 acres in March 1923 "for use as a public park" provided that the land be held and used for that purpose alone. The City purchased 87 acres in the park two years later, and the title to that land was transferred by U.S. Patent in 1931.

FIGURE 22: YAKUTANIA POINT PARK



From that time to the present the community's use of the land has been essentially consistent with the intent of Congress and with the original concepts of the Alpine Club. The land remains a quiet haven adjacent to the industrial and commercial activities of the townsite. Because it is at the tip of a peninsula, extending south of the townsite, it offers 270° views down the waters of Taiya Inlet and up to the mountains and glaciers of the Coast Range without sign of human development.

**Recreational Value:** Yakutania Point Park is an area of substantial recreational value and opportunity. For over 60 years the park has provided access to the trail system in the park and to the Skyline Trail which leads up the AB Mountain ridge to the north. It has been a favorite site for picnicking and camping. With the conversion of Skagway's other tidelands to industrial and transportation uses, the park represents the closest access to natural shoreline and tidelands. In adjacent Nahku (Long) Bay is the best crab fishing in the area. Salmon and dolly varden are caught along the shoreline of the park.

The opportunity for recreation represented by the park is a function of its accessibility from town. Prior to the footbridge built in 1921, the park was accessible only by boat or by a round-about detour across the auto bridge at the north end of town. With the footbridge in place, town visitors and residents made frequent, often spontaneous use of the park. But the footbridge has been missing more often than not. The original bridge was destroyed by flood in 1943. It was replaced by one built by the Army in 1945. Then, in 1949 the Army bridge was removed so that the airport runway could be extended further into the Skagway River. There was no bridge access to the park for the next 30 years. The most recent bridge, built in 1981, lasted less than one year. It remains as a tangled and teetering web of steel constituting an eyesore and an attractive nuisance.

Access to the park is an important coastal management issue in Skagway, and this management program has identified the objective of reestablishing a flood-proof footbridge across the Skagway River.

**Development Threats:** The park's susceptibility to industrial or commercial development has been a surprisingly open question given the wording of the original grant to the City. In the last twenty years there have been two significant incursions into the park by non-conforming uses.

In the first instance a quarry was established on the east edge of the park, adjacent to the Skagway River. From this quarry, rock was taken to be used as fill material for the construction of the ore terminal on the tidelands. Only now is revegetation beginning to cover the highly visible scar left from this operation.

The second instance illustrates both the tremendous scenic value and recreation potential of the area as well as the strong sentiments that exist in the community about keeping further development out of the park.

In 1977 a tourism company proposed to the city that they be given a 55-year lease easement which would allow them to build a substantial pier at Smuggler's Cove in the park. In return for this privilege, the company offered to design, develop and landscape a picnic and day use area at Smuggler's Cove and to allow public use of the pier when it was not being used by the company to land their excursion boat.

In spite of the company's willingness to "do it right" in designing and developing the day use area, the community response included sufficient opposition to the notions of commercial use of the park and to such substantial development that the City Council called for a special election on the issue. Before the election took place, the company withdrew their proposal in favor of a series of less controversial plans, and the cove remains as it was. In fact, in response to the community uproar, the City installed a locked barricade across the access road to the cove to prevent vehicles from damaging the grass along the shoreline.

**Significant Hazards:** Yakutania Point is subject to high seas caused by occasional severe southerly storms. These seas have on occasion proved hazardous to shipping and to small craft. For example, the winter of 1942-43 the Army had several barges break away from their tow and wash ashore on the point. However, the more severe hazard in the proposed AMSA is seen in the history of flood damage to the series of footbridges that have crossed the Skagway River.

### 3) *Description of the Area:*

Location: The area is located on the border of the original townsite, along the west side of the Skagway River. It is the SW1/4 of Section 11, T28S R59E. It constitutes U.S. Survey 1499 and comprises 87.02 acres.

Physical features: The shoreforms of the park include many isolated small coves separated by steep granite outcrops. The soils of the area are thin, undifferentiated soils derived from the predominantly granitic parent materials. Slopes are relatively gentle, dropping away to the east and west from the ridge that goes down the center of the tract. There is a prominent north-south bench to the east of that ridge and another relatively flat area near the shooting area at the north of the park.

Due to the shallowness of the soils, most precipitation runs off as surface drainage. One small freshwater stream runs intermittently down to tidewater at Smuggler's Cove. There is no available information on the quality or extent of groundwater underlying the subject parcel.

Because of the thin soils, shallow and somewhat fractured bedrock, there are significant limitations to development in the area. Both water supply and wastewater disposal will require special design consideration.

Native Plant and Animal Life: The park is covered by a coastal spruce/hemlock type forest which includes Sitka spruce, western hemlock, lodgepole pine and mountain ash. These forest stands are non-commercial. The ground-cover is dominated by lichens, mosses and ferns.

Along the eastern edge of the park, on land adjacent to the Skagway River, there is a strip of riparian shrub vegetation. The former quarry in this area of the park is in early stages of succession with grasses, willow and alder shrubs, and seedling lodgepole pines.

Although the Skagway River is classified as an anadromous fish stream, the USDI Fish and Wildlife Service asserts that "no spawning has ever been reported in the lower portion of the stream. The streambed characteristics and varying stream flow severely limit its value as a spawning area." (Watson, letter dated 4/23/71.)

The park has traditionally been a place where local kids have hunted snowshoe hares, blue and ruffed grouse and occasional coyotes. The non-game fauna are typical of this habitat type.

The park is a favorite location for watching marine mammals in Taiya Inlet. These include seals, sea lions, whales and porpoises. Sightings of harbor seals and Dall porpoise are most frequent.

### 4) *Existing Ownership/Jurisdiction/Management status:*

The city has clear title to these lands and to the adjacent tidelands. Lands along the northern boundary are either already privately owned or are state lands selected by the city for eventual disposal. The park is entirely within the recently expanded city limits. It is currently zoned Conservation Residential and receives passive management as a city park. There are no toilet facilities, designated campsites, trash collections nor reliable sources of drinking water.

### 5) *Existing Uses and Activities:*

In June 1968, the City Council passed Resolution 33 granting five year use with option to renew of a small site in the park for a shooting range. The Skagway Sportsman Club built a 100-yard range and has operated it at that location ever since. In addition to rifle and pistol shooting at the range, there is also miscellaneous unregulated shooting and some hunting elsewhere in the park.

The park is a favorite picnic area. Picnicking takes place at tables set up at Smuggler's Cove, at the campfire area on the tip of the point, in the coves and at other casually selected sites scattered along the shoreline.

There is a pet cemetery overlooking the Skagway River in the northeast corner of the park. Gravesites are maintained by the owners of the pets buried there.

The park is a favorite location for hiking and beachcombing. People hike both on the trails and throughout the off-trail areas of the park. While the footbridge was in place during 1981, the park was also a favorite place for joggers.

In recent years there has been increasing use of the park for long-term camping during the summer. There is a critical shortage of housing in town, and that housing which is available is relatively expensive. Consequently, increasing numbers of seasonal workers are setting up camp in the park.

Off-road and four-wheel drive vehicles make use of the access road to the quarry site. The park is also a fun place to ride motorcycles. From time to time the "four wheelers" challenge the river with their rigs. During the winter, however, the slight slope to the road as it leaves the Dyea Road makes travel to the shooting area extremely difficult, and passage beyond is impossible. During the winter the park roads and trails are used by snowmachine drivers and by ski tourers.

Smuggler's Cove provides the opportunity for vehicle access to tidelands, and it is possible to launch small boats from the beach. However at present, this access is restricted by a locked barricade. Nahku Bay, adjacent to the cove, offers the best crabbing in Taiya Inlet and is the location of the only commercial fishing now taking place in the district.

#### 6) *Use Conflicts:*

Present uses of the park which are in conflict include:

- (a) the shooting facility which, when operated as safely as possible, represents a noise conflict with other uses and when used unsafely poses a hazard;
- (b) off-road vehicle use, which conflicts with activities dependent upon quiet and which increases erosion, dust and the loss of vegetation.
- (c) long-term camping, which conflicts with short-term uses of the same sites and, in the absence of facilities for handling or properly disposing of waste, causes pollution;
- (d) ski touring, which conflicts with snow machine users of the same trails.

#### 7) *Anticipated Use Conflicts:*

Development and use of the land along the north boundary of the park is anticipated when these city selected lands are sold. However, these lands are in the line-of-fire of the existing shooting range. An obvious use conflict would exist until the range is moved or until major berms and baffles are built. As stated above, the City is actively working towards the identification and development of a shooting facility at another site—one which is not only safer but which also better meets the needs of the shooters.

#### 8) *Proposed Management Plan:*

The plan for Yakutania Point Park is to respect the community's expressed interest in retaining the essentially undeveloped and relatively primitive nature of the area. While oftentimes this desire has been expressed in a request to "leave it like it is," the plan (and, in our opinion, the desires that it reflects) does provide for some specific actions. Therefore, the plan provides for some development but with the intent of making it as inobtrusive as possible.

The first priority of this plan is to design and build a replacement footbridge to reestablish easy access to the park from the townsite. The objective is to have a sturdy and safe bridge that is capable of withstanding a one hundred year flood. In Skagway the 100 year flood is calculated to have a peak discharge of 38,000 f.p.s. For the bridge to be safe, a second design consideration is the relationship of the bridge to the airport runway. The bridge has in the past been located just south of the south end of the runway and perpendicular to it. Therefore, a new bridge in that location would have to conform to FAA requirements for the approach slope to the runway. The City will send to the FAA for review and approval their preliminary drawings showing bridge height and the structure's relationship to the end of the runway. Furthermore, the plan will include provisions for designated parking and controlled access for pedestrians walking to the bridge in the vicinity of the runway. Coastal management implementation funds will be requested for design and development of this bridge.

The second priority for park development is to move the existing shooting facility to a location outside of the park (and outside of the AMSA!). Alternative sites have been evaluated during the spring and summer of 1982, and a potential site at the city's emergency airfield has received the conditional approval of a range specialist from the National Rifle Association. Development of this alternative or of another is to be funded from sources other than Coastal Management.

The third priority for development of the AMSA is to build tent platforms in and around the old quarry site. Given footbridge access from town, this tent camping site would relieve pressure on the existing campground in Hanousek Park. It would make the no camping rule in the Pullen Creek Shoreline Park AMSA easier to enforce, and it would bring greater control over those who presently pitch their tents wherever they want in Yakutania Point Park and on the slopes of Dewey Lake bench. This tent platform site would have pit toilets, garbage cans/dumpsters, picnic tables and a source of drinking water (either a well or a pipe run under the footbridge from city lines). Coastal management funds will be requested for development of this camping site.

The fourth priority is to develop within the park a jogging and exercise trail. The trail would be a loop through the park starting at the footbridge, going along the existing trail to the point, cutting along the shoreline to Smuggler's Cove, up to the existing road to the parking area and back down the road to the quarry and the footbridge. Unobtrusive signs would indicate distance from the start point. In addition, exercise or "parcourse" stations would be placed at intervals along the trail providing for stretching, strength and balance development, and warm down. A sign at each station would give directions for the exercise to be performed and provide performance standards for varying levels of fitness.

Beyond these four major steps, the plan would provide for vehicle parking in the immediate vicinity of the present shooting range and locked gates blocking vehicle traffic on the two roads leading from that point down slope to Smuggler's Cove and to the point. The existing picnic area at the Cove will remain essentially as is with the possible addition of a few picnic tables, fire rings, a regulation horseshoe pit and pit toilets. City serviced garbage cans would be provided for garbage at the tent camping area, at the parking area and at Smuggler's Cove picnic area. Finally, two kiosks will be built to display an area map and trail layout, to post park rules, to provide brochures and to serve as a message board. One of these would be located near the footbridge and the other would be in the upper parking area.

9) Allowable Land and Water Uses:

Proper land and water uses and activities within the designated AMSA include:

- |                                  |                            |
|----------------------------------|----------------------------|
| hiking                           | fishing                    |
| picnicking                       | access by service vehicles |
| tent camping in designated area, | boating                    |
| jogging                          | bird/wildlife watching     |
| ski touring                      | dog burial                 |
| beachcombing                     | swimming                   |
| horseback riding                 |                            |

10) *Improper Land and Water Uses:*

Improper land and water uses and activities within the proposed AMSA include:

- (a) flourishing, pointing or discharge of any firearm, bow, air pistol or air rifle within the park except by police officers;
- (b) fuelwood cutting or gathering except deadfalls used for campfires within the park;
- (c) commerce or commercial activities;
- (d) operation of any motor vehicle on land beyond the barricades established within the park, but excepting operation of service vehicles by city employees;
- (e) mining or quarrying;
- (f) marine mammal hunting, skinning or rendering;
- (g) dumping of any fill or refuse.

11) *Policies that Will be Applied to the Area:*

The policies and rules contained in Title 26 of the Skagway Code (the district coastal management program) and particularly Chapter 50 titled "Areas Meriting Special Attention" pertain to Yukutania Point Park. The area is also subject to the provisions of the Conservation Residential Zone.

Specific policies governing uses and activities in the park include:

- (a) camping in recreational vehicles will not be allowed;
- (b) fuelwood cutting for commercial or residential use will not be permitted;
- (c) no hunting in the park;
- (d) tent platforms will be leased by the day, week, or month;
- (e) tent campers will not be allowed to hang out laundry to dry;
- (f) camping is restricted to the tent platforms.

14) *Authorities:* Authorities that will be used to implement the plan include the Alaska Coastal Management Act, the Alaska Outdoor Recreation, Open Space and Historic Properties Development Fund (AS 41.22.010-030), Alaska Trails and Footpaths (AS 41.20.355), the Skagway Coastal Management Program and the City of Skagway Code—particularly Title 26 and Ordinance 82-2, the shooting ordinance.

## CHAPTER 10: IMPLEMENTATION

The coastal management act requires that each district program include a description of the district program organization for coastal management. Budgetary and staff needs and, where appropriate, a schedule for necessary organization must be included.

### EXISTING CITY ORGANIZATION

The City of Skagway is a first class city which exercises planning and zoning authority within its municipal limits. The form of government is a council/manager arrangement (Figure 23).

The mayor is chief presiding officer at all council meetings, is an ex-officio councilman and has all the rights and duties of a councilman except that he may not vote except in case of a tie. The mayor has no regular administrative duties except he signs resolutions that the council may require.

The city manager is chief administrative officer of the city. He is responsible to the council for all city affairs, including:

- the appointment and removal of city personnel
- the administration of all departments responsible for enforcement of the city's ordinances and civil laws
  
- advising the council as to future needs of the city
  
- performing other duties as specified by ordinance or required by the council

The city manager serves at the pleasure of the city council and may be dismissed at any time, subject to the terms and conditions of his contract.

The city council is the chief legislative body of the city and its authority generally consists of ordinance-making authority for the overall city. The council responsibility also includes allocation of the operating capital for all improvements and budgets for the city, including authorization of expenditures for public monies. The council also provides the direction to the city manager in the handling of city affairs. The council has six committees, which are each headed by a council and assisted by two other councilmen. These committees are finance, public safety, public works, health and welfare, civic affairs, and parks and recreation. These are internal working committees of the council and are also utilized in advising the manager on administrative direction. There are also five appointed advisory committees to the council. These are the port authority, the planning commission (the city council sits as the planning commission and has assumed all its powers and duties), the museum board, the council on tourism and the overall economic development committee. Under the direction of the manager, there are four operating departments and occasional consulting services. The manager presently utilizes, on a consulting basis, a city attorney, an assessor, an appraiser, an engineer and a surveyor. Planning was also conducted on a consulting basis during the development of this program. The line operations under the manager are police, fire and emergency medical, public works, city clerk, treasurer and harbor master. (See Chapter 2, "Town Infrastructure and Services" for further discussion.)

#### **Police**

The police department presently consists of a chief and three officers. They operate a complete communications system and are involved in maintaining public safety and welfare, and animal control. The police department is responsible for the enforcement of city and state civil and criminal law enforcement matters.

# CITY OF SKAGWAY ORGANIZATIONAL CHART

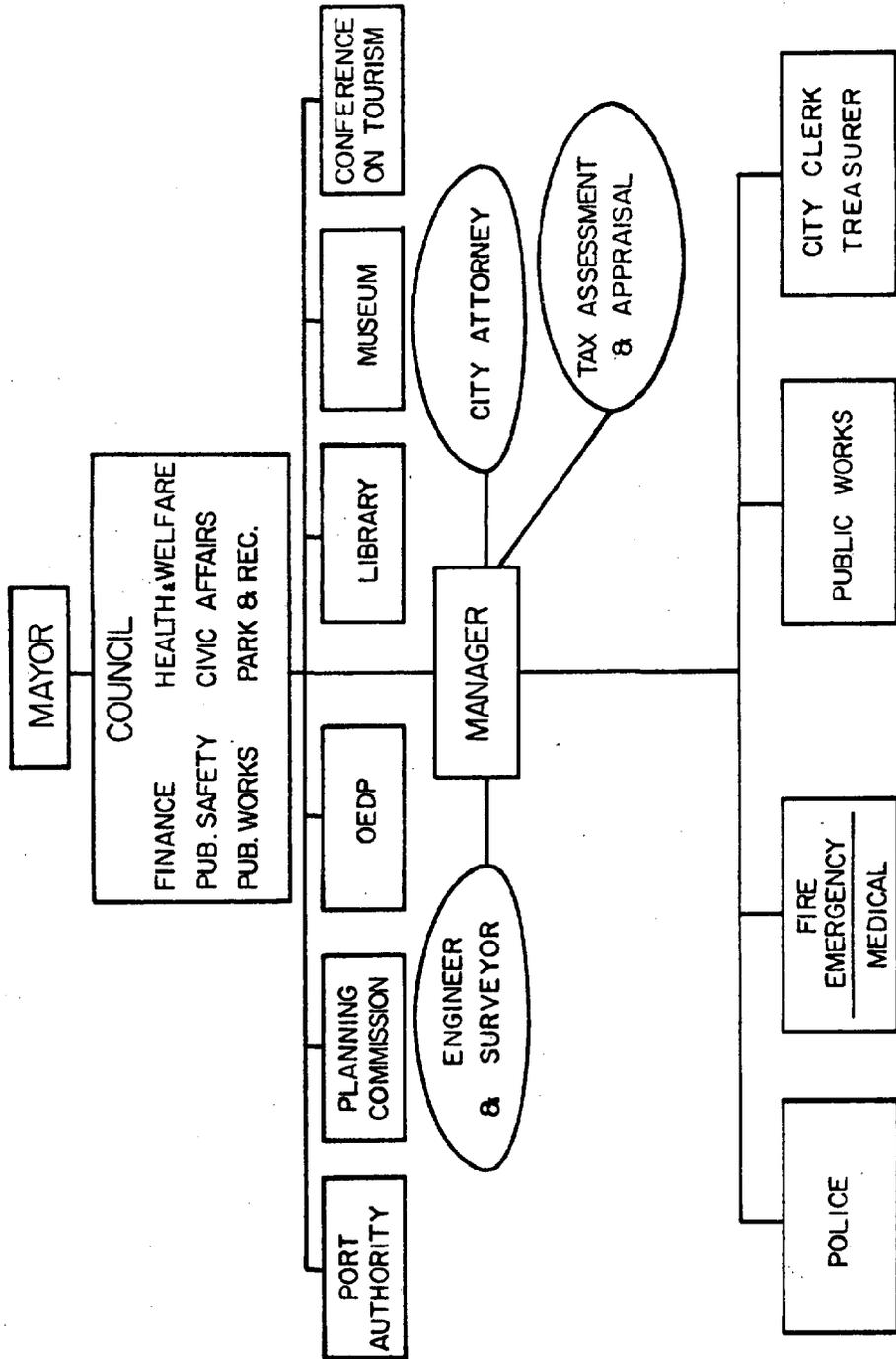


FIGURE 23: CITY ORGANIZATION CHART

Source: ESL, 1980.

### **Fire/Emergency Medical**

The fire and emergency medical departments are staffed by a volunteer chief and twenty-six other volunteers. The department has six pieces of mechanical equipment.

### **Public Works**

The public works department consists of a crew of four individuals, including a foreman, equipment operator, mechanic, plumber and a garbage collector.

### **City Clerk/Treasurer**

Two full-time employees and one part-time employee handle the duties of city clerk and treasurer. Their responsibilities include clerical assistance for the city manager, keeping council minutes, ledgers and journals, and public contact.

### **Planning Commission**

In Skagway, the city council performs all the administrative and advisory functions of a planning commission. The city manager has been charged with review of building permits and the administration and enforcement of zoning and subdivision regulations. Before the recent decision for the council and manager to assume planning and zoning responsibilities, an appointed planning commission was charged with the responsibility of administering Title 95.

## **DISTRICT ORGANIZATION FOR SCMP IMPLEMENTATION**

The city manager is the chief administrative officer, charged with carrying out the elements of this program. In Skagway, the city manager is responsible for those administrative functions which are associated with community development and economic growth, including transportation and port development, building permit review and enforcement, planning commission administration, application for and procurement of federal and state grants, research for the overall economic development program, and carrying out the day-to-day functions of implementing the coastal management program. The manager will review all applications for building permits and certificates of approval against the provisions of this ordinance.

The city council presently sits as the board of adjustment and planning commission and handles the review and authorization of exception variances and administrative appeals. They also review major projects and non-routine applications for consistency and authorization as determined applicable by the manager or council. They have final responsibility for a decision to deny, approve or conditionally approve an application.

The roles played by both the manager and the council are discretionary rather than strictly operational. The Skagway Coastal Management Program includes two kinds of statements which, in one way or another, require the exercise of discretion. This discretionary wording is included so that the program will lead to balanced consideration of resource development and protection.

In the first instance are the statements of coastal management issues, goals and objectives. The issues statements reflect competition for scarce resources, and the goals and objectives which derive from the issues cannot all realistically be met in that competitive environment. Trade-offs must be made between resource and habitat development and preservation, and therefore the council and manager must exercise discretion as they determine priorities.

In the second instance the statements of policies and rules generally include words or phrases which require the exercise of discretion as applications are reviewed for consistency. Among these words and phrases are: "where feasible and prudent," "as reasonably determined by the city," "held to publicly acceptable minimum," and "considered optimal and appropriate."

## METHODS AND AUTHORITIES USED FOR IMPLEMENTATION

The Skagway coastal management program makes use of a wide range of methods and authorities to implement its goals and objectives. Municipal ordinances and resolutions are one critical element. Title 95 of the Skagway Code regulates zoning, subdivisions, flood zone land use, the use of the historic district, mobile homes, and establishes the planning commission. This ordinance includes many performance standards which complement the policies and rules of the district coastal management program. The two ordinances work hand in hand to accomplish the goals and fulfill the responsibilities of the city. Title 18, which establishes building standards and codes, is another general ordinance which gives authority to the coastal management program. An example of a specific ordinance which supports a particular provision of the coastal management program is Ordinance 82-2, which prohibits the use of firearms in the Yakutania Point Park AMSA.

The Skagway coastal management program relies heavily on state and federal statutes and regulations as authorities behind its policies and rules. These are compiled in the *Alaska Coastal Land and Water Use Guide* published by the State of Alaska, Office of Coastal Management.

Cooperative agreements have been used in several instances to implement the coastal management program. One between the city and the Department of Fish and Game provides for the development of a salmon enhancement program in the Pullen Creek Shoreline Park AMSA. Others with the Division of State Parks provide for the development and servicing of campgrounds at Skagway.

The city is in the midst of a major capital improvement program which will result in upgraded water, sewer and storm drainage systems. Future capital improvements are being discussed which, if implemented, will increase the multiple use options of the port and harbor, increase the available recreational vehicle campground space and add to the Skagway River dike system.

Finally, the Skagway coastal management program establishes application review procedures which are coordinated with those state and federal agencies having jurisdiction over the uses, activities or habitats affected.

## CONSISTENCY REVIEW PROCESS AND PROCEDURES

**Local Projects:** Local projects enter the coastal management review process at the time of application for either a land use and building permit or for a certificate of approval. Land use and building permits are required by Title 95 at Chapter 30, Section 20. Certificates of approval are issued only for projects requiring compliance with Historic District regulations.

Applications must contain a Statement of General Compliance with City Adopted Building Ordinances and Codes, the application form with a general description of the proposed action, a SCMP Preliminary Checklist, and a plot plan showing the scale used in the drawing and identifying the proposed improvements and their relationship to any existing structures and lot or property lines. Examples of these forms are included in Appendix C.

When the city clerk determines that an application is complete, the application is turned over to the city manager and the review process begins. Building permit review is completed within 30 days. Because certificates of approval require additional consideration by the Historic District Commission, their review is completed within 45 days.

The manager may request supplementary information within 10 days of application. This request may be for reproducible drawings, specifications, plans, project management schedules and data, and/or statements of anticipated impacts on coastal resources.

The manager may request or solicit comments on the application from appropriate state or federal agencies. The state or federal review agencies shall be given twenty days to respond, in writing, from the time they receive the permit package from the city. When received by the city these comments shall be incorporated into the review process by the manager.

The manager reviews each application specifically in terms of the SCMP preliminary checklist and the separate, more technical, city manager's SCMP checklist. These checklists identify key words appropriate to the project. There is an index to all coastal management key words which leads the manager to the relevant program policies and rules (see Appendix E). At that point the manager can tell the applicant which of the many policies and rules will need to be satisfied by the proposed action, and this should reduce the uncertainty associated with the application.

The manager then determines whether or not an application is routine. Routine applications which are not at variance with the code may be approved immediately by the manager, and the manager need only report the action to the council.

Routine applications are those which represent projects needing only city approval and for which a formal and written consistency analysis is not needed. Written findings of consistency are not needed for projects or actions which meet all of the following criteria:

1. The project or action is found to be in compliance with all rules applicable to zoning districts or geographic areas significantly affected by the proposed action;
2. The project or action is consistent with all rules applicable to the affected uses, activities, habitats and resources; and,
3. The project or action is consistent with the management plan for any AMSA which it will significantly affect.

If any one of those criteria is not satisfied by an application then that application is non-routine. In addition, the manager may declare an application to be non-routine when the applicable policies and rules require the exercise of discretion in applying the balancing provisions of this program. In that case, the written findings become a record of how and on what basis the judgment has been made.

If, in the course of the review, the manager believes that one or more conditions or changes are needed so that the project is consistent with the SCMP, the following should be included in his recommendation:

1. Specific stipulation(s) in the form of performance standards;
2. Rationale or justification for requesting that the stipulation(s) be incorporated into the consistency determination;
3. Binding provisions of the district program cited by policy, ordinance, zoning code reference, and legal reference number at a minimum. Recommended changes to the project should be as specific as possible indicating what, when, where and under what performance standards the activity is to be or can be conducted. Care should be taken to use enforceable language.

All non-routine applications and all applications for activities listed under Uses of State Concern in the SCMP shall require written findings of consistency with the SCMP. This written report shall be drafted by the manager and reviewed and approved by the Planning Commission.

Written findings shall list any specific goal, objective, policy or rule with which the proposed action is not consistent and shall describe why the proposed action is not consistent with it.

Written findings shall state what actions the applicant could take, if any, to make the proposal consistent with the SCMP. This statement would then become the basis for conditional approval of the application. Conditional approvals shall comply with the guidelines for conditions and changes listed above.

Non-routine projects which are found to be consistent with the SCMP policies and rules and which are found to contribute towards the goals and objectives of the program should be recognized for that fact. The degree to which the SCMP is supported by the proposal should be documented with specific reference to program goals, objectives, rules or provisions of relevant AMSA management plans.

**State and Federal Projects:** Local consistency review of state actions begins when the appropriate state agency forwards materials to the city for review. [Materials to be reviewed are listed in Part 2(c)(2) of this program]. Local consistency review of federal actions begins when permit or license applications are received at Skagway from the State Clearinghouse in accordance with procedures established by the Governor's Administrative Order 54.

The city manager conducts the consistency review and provides the Planning Commission with written documentation of the rationale for findings based on the goals, objectives, policies and rules of the SCMP. These written findings shall be written so that they are consistent with the guidelines for written findings listed under **Local Projects** above.

The city council (Planning Commission) makes a consistency recommendation based on their consideration of the manager's consistency review.

The manager shall then prepare a written summary of the council's recommendation, and it shall be returned to the originating agency within 30 days.

Findings of positive consistency shall be used whenever appropriate to positively influence the state and federal permitting of needed or desirable development, since the district's views will be given "great weight" in the state or federal decision.

## FIELD CHECKS

There are two basic reasons for field checking the decisions which have been made based on the district program. The first is to assure that those projects which are found to be consistent with the district program are actually being conducted properly. The second is to assure that activities which need some type of consistency determination have indeed received one.

The city manager is responsible for both coastal management field checking and for building inspections under Title 18. In addition, the Harbormaster will monitor compliance with coastal management policies and rules in the port and harbor area. Members of the city council and other city staff will, in the course of their rounds of the city, conduct informal field checks and bring apparent non-compliance to the attention of the city manager.

The manager will conduct routine field checks throughout the district and will make periodic checks of specific development projects.

The manager has a field checklist (Appendix E) which concentrates his attention on those policies and rules which regulate development activities and their potential consequences.

## ENFORCEMENT

The rules and policies of the Skagway Coastal Management Program (SCMP), the standards of the Alaska Coastal Management Program, and any conditions attached to a conditionally approved application are stipulations which must be enforced if coastal management is to realize its full potential. Enforcement is the process of ensuring compliance with the rules, policies and standards of the program. Enforcement must take place both when a permit, lease, statute, regulation or other authorization or restriction is being violated and when activities are occurring without benefit of a permit.

Coastal management enforcement takes place through the existing authority of state agencies and local governments. The SCMP creates no new authorities. Each SCMP policy or rule has a "home" in one or more local or state ordinances or statutes. Consequently, a wide variety of enforcement mechanisms is available. Whenever possible, the provisions of the SCMP are to be enforced informally through frequent field checks and discussions with project management. When formal enforcement steps must be taken, they may take the form of administrative actions not requiring hearings, administrative actions requiring hearings, or judicial actions. The choice will be determined by the circumstance and by the authority which stands behind the violated policy or rule.

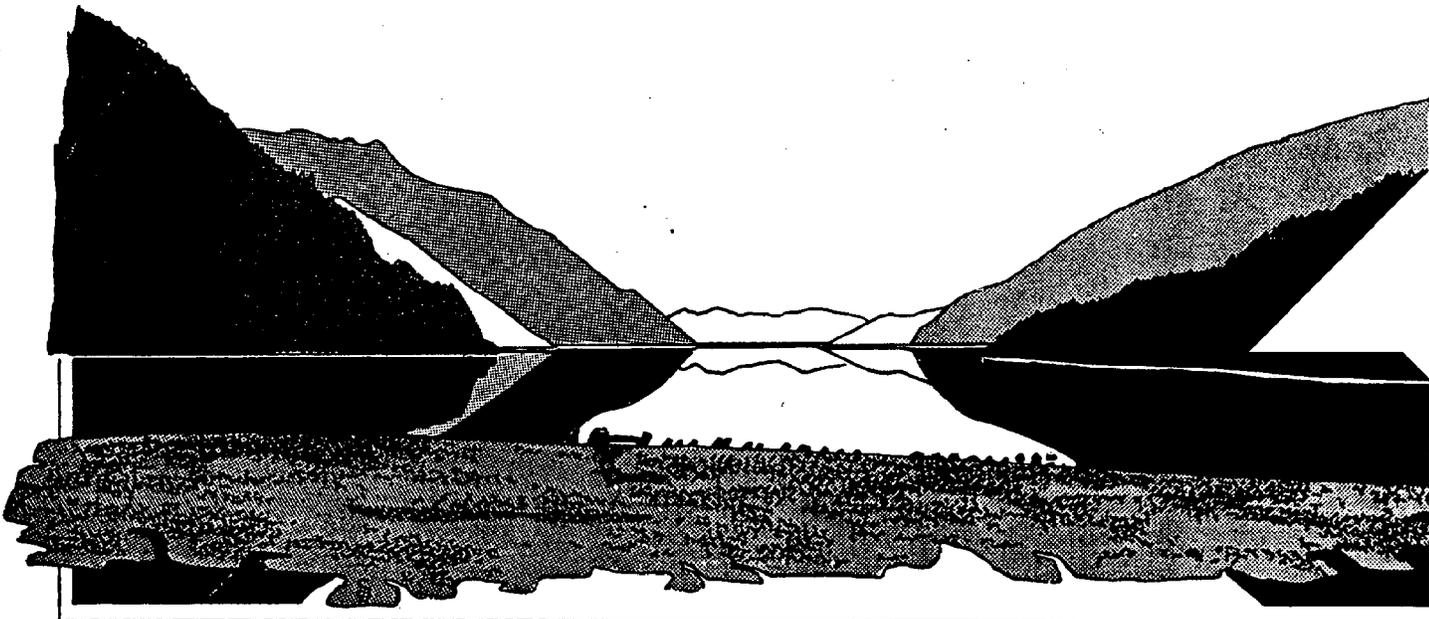
In Skagway it is the duty of the City Manager to monitor and enforce the provisions of the SCMP. The council may designate by resolution the planning commission, the harbormaster or other persons to assume enforcement responsibilities. Given the nature and size of Skagway, field checks of projects will likely be conducted by any or all of the council, the city manager, the city foreman, the police or the harbormaster.

Whenever a violation occurs and informal methods have not brought satisfaction, any person may file a formal complaint.

Violations of the provisions of a local ordinance shall be brought to the attention of the City Manager who shall properly record the complaint and immediately investigate it. The manager shall write a report of his findings which shall include a description of the complaint, a determination of whether a violation occurred, what, if any, specific provision was violated, and the authority or authorities having jurisdiction over that policy or rule.

For any violation of the provisions of a local ordinance, the person committing the violation shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than fifty dollars (\$50). The offense continues from the date the compliance order is issued by the city and shall continue from day-to-day until abated. Each day's violation shall constitute a separate offense. Formal complaints may also take the form of a petition to the Alaska Coastal Policy Council showing that a violation has been committed. This petition process is fully described at AS 46.40.100.

Finally, where a state or federal statute governing coastal uses, activities or habitats has been violated, any person may contact the enforcement staff of the state or federal agency given authority over the affected habitat or resource.



## APPENDIX A: CODIFICATION

### CITY OF SKAGWAY

#### TITLE 26. COASTAL MANAGEMENT PROGRAM

| Chapter | Section                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|---------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10      | Uses of State Concern<br>26.10.010. Disclaimer<br>26.10.020. Uses of State Concern at Skagway                                                                                                                                                                                                                                                                                                                                                                                                                |
| 20      | Skagway Coastal Management Boundary<br>26.20.010. Limits of Jurisdiction<br>26.20.020. State Owned Tidelands                                                                                                                                                                                                                                                                                                                                                                                                 |
| 30      | Subject Uses and Activities<br>26.30.010. Subject Uses and Activities<br>26.30.020. State/Federal Actions Affecting the District<br>26.30.030. Proper and Improper Use Determination                                                                                                                                                                                                                                                                                                                         |
| 40      | Policies and Rules<br>26.40.010. Controlling Policies and Rules<br>26.40.020. Coastal Development<br>26.40.030. Recreation<br>26.40.040. Energy Facilities<br>26.40.050. Transportation and Utilities<br>26.40.060. Fisheries<br>26.40.070. Timber Harvest and Processing<br>26.40.080. Mining and Mineral Processing<br>26.40.090. Subsistence<br>26.40.100. Habitats<br>26.40.110. Historic, Prehistoric and Archeological Resources<br>26.40.120. Air, Land and Water Quality<br>26.40.130. Hazards Areas |
| 50      | Areas Meriting Special Attention<br>26.50.005. Definition<br>26.50.010. Pullen Creek Shoreline Park<br>26.50.020. Yakutania Point Park                                                                                                                                                                                                                                                                                                                                                                       |
| 60      | Organization, Implementation, and Enforcement<br>26.60.010. District Program Organization for Implementation<br>26.60.020. Consistency Review Process and Procedures<br>26.60.030. Enforcement and Penalties                                                                                                                                                                                                                                                                                                 |

## **Chapter 10. Uses of State Concern**

Section 26.10.010. *Disclaimer.* The Skagway Coastal Management Program recognizes that certain uses and activities are of state concern and will not arbitrarily or unreasonably restrict or exclude these uses. "Uses of state concern" are those land or water uses that significantly affect the long-term public interest. These uses are defined by the Alaska Coastal Management Program (AS 46.40.210).

Section 27.10.020. *Uses of State Concern in the Skagway District.* Among the most important of the uses of state concern in the Skagway coastal management district are:

1. management and maintenance of state roads, highways, parklands, airports and ferry terminals;
2. disposition of state lands, waters and forest resources;
3. management of historic resources;
4. conservation and maintenance of air, land and water quality (solid and liquid waste disposal);
5. commercial, sport and subsistence fish and wildlife harvest, fish and wildlife research, rehabilitation and enhancement programs;
6. port and harbor development;
7. pipeline related activities; and,
8. disposition of energy resources, minerals and materials.

## **Chapter 20. Skagway Coastal Management Boundary**

Section 20.20.010. *Limits of Jurisdiction.* The Skagway coastal management boundary contains all lands within the City limits, including all annexed lands, to the three thousand (3000) foot level excluding federal lands. Federal lands, notably the federal land under the jurisdiction of the National Park Service, are excluded from state or local jurisdiction under the coastal management program, except the zoning as authorized under Title 29. All other land within this boundary is subject to the jurisdiction of this coastal management program.

Section 20.20.020. *State Owned Tidelands.* State owned tidelands come under the purview of this district coastal management program.

## **Chapter 30. Subject Uses and Activities**

Section 26.30.010 *Subject Uses and Activities.* All uses and activities that are dependent upon coastal access or that would affect coastal habitats and processes, coastal air, land and water quality, and historical and recreational scenic values, and that occur within the District coastal management boundaries are subject to the Skagway district coastal management program. At a minimum, these uses and activities include:

*Coastal Development*

- Industrial, port and harbor development
- Marine-related service industries
- Commercial development
- Residential development
- Dredging and filling
- Shore defense works

*Recreation*

- Intensive
- Dispersed

*Energy Facilities*

- Oil and gas transfer facilities
- Power plants
- Transmission lines

*Transportation*

- Airports, landing strips and float plane bases
- Ports, docks and harbors
- Highways and roads
- Oil and gas pipelines and rights-of-way
- Navigation improvements and aids
- Parking and parking facilities

*Utilities*

- Utility lines
- Sewer treatment plants
- Water and sewer lines
- Solid waste disposal
- Communication facilities
- Watercourse and flood control facilities

*Fisheries*

- Commercial fishing
- Fishery enhancement
- Aquaculture and hatcheries
- Seafood processing

*Timber Harvesting and Processing*

- Fuelwood cutting

*Mining and Mineral Processing*

- Gravel and sand mining

*Subsistence*

Section 26.30.020. *Proper and Improper Use Determination.* The Skagway coastal management program adopts the following criteria to determine if proposed uses and activities or land and water use designations (including uses of state concern) within the coastal management district are considered proper or improper. It is the general policy of the Skagway district program to require specific proposals for land and water uses or activities to be submitted to the city planning commission for review. Proposals subject to the coastal management program must meet the following criteria before approval:

1. *Goals and objectives:* Uses and activities must be compatible with the goals and objectives of the Skagway Coastal Management Program.
2. *Skagway Coastal Management Program Policies and Rules:* Uses and activities must be consistent with the policies and rules of the Skagway Coastal Management Program. These policies adopt and expand upon state standards for Uses and Activities and have been incorporated into this ordinance under Chapter 40 titled "Policies and Rules."
3. *Water Dependency:* Priority use of the shoreline shall be accorded to uses and activities which are water-dependent or water-related and to those uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity. Uses and activities which do not require shoreline access or are not enhanced by shoreline proximity must be located in a manner consistent with the policies and rules of this program.

## **Chapter 40. Policies and Rules**

Section 26.40.010. *Controlling Policies and Rules.* If another ordinance addresses the same operational subject or issue, the stricter standard is controlling.

Section 26.40.020. *Coastal Development.* Coastal development is defined to include industrial, port and harbor, commercial and residential development.

A. *State standard.* The state standard (6 AAC 80.040) is adopted as a part of the Skagway Coastal Management Program.

1. *Priorities.* In planning for and approving plans for development in coastal areas, districts and state agencies shall give, in the following order, priority to;

(a) water-dependent uses and activities;

(b) water-related uses and activities; and,

(c) uses and activities which are neither water-dependent nor water-related for which there is no feasible or prudent inland alternative to meet the public need for the use or activity.

2. *Dredging and Filling.* The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with Parts 320-323, Title 33, Code of Federal Regulations. Skagway's development proposal review process will include consideration of potentially adverse effects of dredging or filling on the coastal ecosystem. While the ultimate effect such activity will have upon the fisheries resource habitats is of principal concern, other non-fisheries values will be dutifully considered in the development of the coastal zone. Dredging and filling shall be minimized in productive tidflats and wetlands, subtidal areas important to shellfish and anadromous water important for migration, spawning and rearing of salmon and other sportfish species.

B. *General policies.*

1. Development must be sensitive to the ecosystem in which it is located and incorporate mitigating measures into its design features to minimize adverse impacts on that ecosystem.

2. Development shall be located, designed, constructed and managed to wisely use natural features which are valuable or scarce in the region and to facilitate appropriate human use of such features while conserving them, including but not limited to beaches, natural wetlands, soils, aquifers, surface water, native plant and animal life, and shore processes.

3. Development shall be managed according to the severity of natural constraints in order to reduce risks and minimize damage to life and property.

4. The type and concentration of development in an area shall be dictated by the physical limitations and opportunities of the area. Physical conditions such as soil characteristics, slopes, geological features, surface and sub-surface drainage, water tables, floodplains, and shoreforms shall be taken into consideration when planning development of an area.

5. Development shall be located, designed and operated so that plant and animal populations, their respective habitats and the local ecological balance are maintained, where feasible and prudent.

6. Development shall be located, designed and operated, to the extent feasible and prudent, so as to have minimal adverse impact upon valuable physical shore features and processes, including accretion shoreforms (beaches) and littoral drift.

7. Industrial, port and harbor development shall be located, designed and managed, to the extent feasible, so that other appropriate uses are neither subject to substantial or unnecessary adverse environmental impacts, nor deprived of reasonable, lawful use of navigable waters.

8. Water quality shall not be lowered below state standards on a long-term basis by development or any other activity, whether industrial, commercial or residential in nature.

### *C. Industrial, Port and Harbor Development.*

1. Ports, harbors and docks shall locate away from extensive tidflats and wetlands and shall not obstruct fish passage along the coast or in anadromous waters.

2. Where conditions permit, piers, wharfs and floating docks shall be used in waters that have adequate flushing capabilities rather than areas requiring solid fill. In cases where solid fill has to be used, it shall be located to maximize circulation in the harbor.

3. Harbor, small boat harbor and marina designs must incorporate facilities for proper handling of sewage, refuse, fuel and waste oil. Discharge of untreated sewage from boats is prohibited.

4. Excavation, shoreline alteration and disturbance of anadromous streams, tidflats and wetlands shall be minimized in the construction and operation of port, harbor, dock and industrial facilities.

5. Ports, small boat harbors, marinas and docks shall be located, constructed and operated to minimize pollution.

6. Industrial and port development which is consistent with this program shall be protected from encroachment or interference by incompatible uses with less critical site requirements, such as residential or commercial use. With the exception of the public use area which extends from the small boat harbor to Pullen Creek Shoreline Park, the waterfront is and shall continue to be zoned and used for industrial purposes. Incompatible uses shall be prohibited except as a variance. Public access shall, however, be provided along the shoreline and the Skagway River to accommodate sightseeing and sportfishing where appropriate.

7. The industrial waterfront zone shall be managed to avoid or minimize conflict with the development or operation of the small boat harbor or activities and developments proposed for the public use area. The area immediately surrounding the small boat harbor shall, to the extent practicable, be reserved for marine-related and water-dependent uses.

8. The waterfront public use area shall be developed as a transitional buffer between the industrial waterfront and the Historic District.

9. The Port Authority and industrial users of the port and harbor shall minimize the negative aesthetic impact of their use and activities, shall enhance and maintain the positive visual aspects of their development, and provide opportunities for public viewing of such positive aspects whenever practical and safe.

10. This program's multiple use objectives shall be implemented in the following manner:

(a) Recreational use of undeveloped shorelines not needed for port or industry operations shall be encouraged for employees and/or the public, whenever possible, as long as such uses are safely compatible with operations;

(b) Cooperative use of piers, cargo handling, storage, parking and other accessory facilities among private or public entities shall be strongly encouraged or required whenever feasible.

(c) Navigable waters shall be kept free of unnecessarily hazardous or obstructing development; the historic open character of these waters is important to all harbor uses which are dependent on marine transportation. No one use shall be allowed to effectively exclude other appropriate uses from significant portions of navigable waters.

11. Port and industrial facilities shall be located, to the extent feasible, where adequate land access and utility services are available or can be provided and where required site development can be carried out and maintained without significant adverse impact on water quality, valuable shore features or real property. The port of Skagway shall, where feasible and prudent, be developed more intensely before committing new areas (to make full use of the available space and infrastructure, to maintain options for alternative uses of other sites, to forego potential public costs associated with developing a new site and to prevent unnecessary degradation of coastal resources).

12. New development will be encouraged to provide physical or visual access to shorelines when such access does not cause interference with operations or hazards to life and property.

#### *D. Commercial Development.*

1. New shoreline business shall be encouraged to provide shoreline access for their customers and the general public whenever feasible and appropriate.

2. Commercial development shall not detract from the scenic qualities of the shoreline, shall be compatible in design with its surroundings and shall not significantly block scenic vistas.

3. Commercial uses which meet one of the following two conditions will be given preference over other commercial uses in developing shoreline locations:

(a) uses for which shoreline location is a necessity, including but not limited to boat rentals and marine service stations;

(b) uses that promote physical or visual use of shorelines by the public.

4. Commercial development in the Long Bay area shall not be allowed unless no feasible alternative exists. In the event that a commercial project is considered for the area, the proposal shall be aired at a public meeting.

5. Commercial activities in the Dyea Valley, with the possible exception of a community grocery, private campgrounds, a marina at the mouth of the river or a Chilkoot Trail outfitting shop, shall be prohibited. Signs shall be made of wood. All development shall, to the extent feasible, be set back from access routes and buffered with natural vegetation to maintain the character and scenic quality of the valley.

#### *E. Residential Development.*

1. Recognizing that premature and scattered development needlessly consumes shoreline open space, conflicts with other appropriate uses and causes extra public costs for public services, new development shall be encouraged to locate in developed areas or in areas planned for residential uses.

2. Development shall, to the extent possible, protect and enhance scenic shoreline features whether natural or cultural, including scarce or valuable shoreforms (e.g. beaches), historic features and views; development shall be visually compatible with the local area.

3. Development shall be permitted where the site is reasonably suitable for utility development, structural modification and covering with impervious surface in terms of soils, geological characteristics, slopes, water table height and natural drainage both on and below ground surfaces. A geotechnical investigation shall be required prior to development to determine an area's physical capability to accommodate various uses if a significant geophysical hazard has been identified or is likely to be present in an area.

4. Second home or other recreation-oriented residential development shall be located where nearby property owners and other appropriate uses will not be adversely affected and where such use is considered optimal and appropriate for the local area.

5. Structures or development for uses accessory to residential use shall retain, where practicable, shoreline open space, be visually and physically compatible with adjacent cultural and natural features, and be reasonable in size and purpose. Accessory development common to residences includes, but is not limited to, recreational piers and floats, garages and shops, parking areas, watercraft storage, shore defense works, fences, saunas and guest cottages. Such development shall be discouraged from locating in required shore setback spaces, unless no feasible or prudent alternative exists, and shall not be permitted over the water unless clearly shoreline-dependent, such as piers and floats for recreational or personal use. Joint or community use of private piers or floats is to be strongly preferred over proliferation of piers and floats for individual lots. Mooring bouys are preferable where feasible.

6. Filling of water bodies, floodways or natural wetlands for expansion of upland area is prohibited for residential development unless no feasible or prudent alternative is available. Floodplain may be filled in areas where such action is consistent with this program and is deemed appropriate by the City.

7. Residential development shall, to the extent practicable, be prohibited in areas susceptible to flooding. Those areas that are protected by dikes could be developed for residential or other use if density, siting, setback and structural requirements reflect the physical opportunities and constraints of the site (e.g., flooding and highwater table).

8. Areas with a seasonal highwater table from zero to five feet shall only be developed if sewer facilities are provided. Exceptions may be made, consistent with ADEC regulations, in instances where this is not feasible or prudent. Sewers shall be required to have leakproof joints.

9. Any residential development in the Long Bay/Dyea Point area must be sensitive to the scenic and recreational values in the area as well as physical constraints. Public access to the shoreline must be provided via public land easements. In addition, public access corridors shall be established, where practicable, prior to disposal, along all public-owned shorelines, particularly the Dyea Point residential area. The shoreline access corridor shall be at least twenty-five feet wide, if topographic conditions permit, measured inland from the ordinary high water mark (OHWM) or mean high water (MHW).

10. New residential development shall be prohibited in the Taiya River floodway. New development in the floodplain shall conform to the city's adopted floodplain development requirements.

Section 26.40.030 *Recreation*

A. *State standard.* The state standard (6 AAC 80.060) is adopted as a part of the Skagway Coastal Management Program.

1. The following areas meet that standard and are designated as recreational areas:

- (a) City selected lands in the West Creek valley;
- (b) State lands classified for Public Recreation by the Haines-Skagway Area Land Use Plan;
- (c) Yakutania Point Park;
- (d) Pullen Creek Shoreline Park;
- (e) City small boat harbor;
- (f) Hanousek Park;
- (g) Molly Walsh Park;
- (h) State lands at Reid Falls/Gold Rush Cemetery.

2. These designations are not to prohibit consideration and development of hydroelectric power facilities nor the construction of campgrounds.

B. *Recreation Policies and Rules.*

1. The City shall encourage recreational and tourist use and development as well as provide public access to the shoreline and recreation areas.

2. Recreational developments shall be located, designed, constructed and managed to minimize adverse effects on other appropriate shoreline uses, whether existing or officially planned, and to provide safe, healthy conditions for recreationists.

3. Recreational and access developments shall, wherever appropriate, preserve or enhance scenic views and vistas as well as improve the aesthetic value of the area.

4. Access to natural-character recreational areas, such as fishing streams and hunting areas, shall be a combination or series of linear shoreline trails or easements and small parking areas to minimize user concentration on small portions of the shoreline or upland areas.

5. There is a scarcity of suitable sites for public shoreline-oriented recreation. Therefore, provision for reasonable recreation use shall be encouraged in suitable port, industrial, commercial and residential areas.

6. Shoreline areas such as beaches that are suitable for several forms of recreation are scarce. These areas shall not be developed for uses which can be located elsewhere.

7. Where recreational developments are composed primarily of a single purpose use (e.g., camping), adequate open space shall be provided to preserve the natural features of the area and to provide a sufficient amount and variety of recreation opportunities for the users of the development.

8. Since shorelines with a high value for recreation are limited and the long-term demand is unlimited, facilities for water-dependent recreation such as fishing, swimming and boating and water-oriented recreation such as picnicking, hiking and walking shall be located near the shoreline, while nonwater-related recreation facilities shall be located where feasible and prudent.

#### Section 26.40.040. *Energy Facilities*

A. *State standard.* The state standard (6 AAC 80.070) is adopted as a part of the Skagway Coastal Management Program.

#### B. *General policies.*

1. Adequate precautions must be taken in the design, development, and operation of energy facilities to minimize adverse impacts on aquatic and terrestrial species using affected habitats. In particular, the development and operation of energy facilities must be sensitive to habitat requirements and the passage of anadromous fish and to the effect that streamflow alteration may have on downstream environments.

2. Energy facilities must be developed and operated in a manner that is compatible with surrounding land uses and that minimizes adverse environmental and aesthetic impact.

3. The City shall foster the consultative process as an exchange of information among major project developers, appropriate state agencies, and the City to ensure that potentially adverse socioeconomic impacts are recognized and, to the extent reasonably practicable, minimized and that positive impacts of the project are enhanced.

(a) Energy facility developers and the State shall provide to the City, in a timely manner, nonproprietary information, reports, transportation and logistics plans and summaries of studies in sufficient detail for its planning purposes.

(b) The City shall provide energy facility developers with information and advice about its plans for improving infrastructure or public services that might be used to support the project.

4. Energy facility developers are encouraged to take all appropriate and lawful steps to enhance opportunities for resident workers on their project, to provide necessary training of Skagway residents to integrate them into the project workforce, and to enhance opportunities for local contractors and businesses.

5. Energy facility developers shall be encouraged to house their employees as close to the City as is practicable. If temporary housing, such as mobile homes, is necessary for accommodating project employees, such units shall be located consistent with City plans and ordinances. Temporary units shall only be allowed for a maximum of three (3) years. Temporary housing must be provided with adequate sewer and water facilities. If units cannot be located in areas serviced by sewer and water, the developer must pay the cost of extending services or of developing a package sewage treatment plant or wells. In either case, such facilities must be located in areas suitable for a long-term mobile home park, or other residential or recreational vehicle use, after the temporary housing is removed. Developers of such areas for temporary housing must also pay for other services and utilities such as police and fire protection and solid waste disposal. Areas used for temporary housing must be screened from public roads. In cases where natural vegetation does not provide adequate screening, as deemed appropriate by the City, reasonable measures shall be taken to maintain the scenic qualities of the area (e.g., reevaluate siting, extend setbacks, or require landscaping).

6. Energy facility developers shall cooperate with public and private health and social service agencies to help assure the effective delivery of services to employees as well as to facilitate the successful and coordinated execution of strategies for preventing increases in human service problems.

7. The City and developers shall schedule, to the maximum extent reasonably possible, energy facility related traffic to minimize conflicts with travel by the public and to ensure the continued use of private access roads; coordinate the arrival of project shipping with the State ferry, cruise ships and other vessels to minimize congestion and conflicts with other industrial uses as well as tourism; limit, to the maximum extent reasonably possible, the impact of project-related air traffic on the local travelling public; minimize project impact on public roadways; enforce appropriate speed limits to protect public safety, and minimize noise and congestion; and enforce load limit requirements on truck routes that may be designated.

8. The City shall encourage the development of devices to produce wind-generated energy.

9. The City shall encourage the most efficient use of energy that is economically practical.

#### Section 26.40.050. *Transportation and Utilities*

A. *State standard.* The state standard (6 AAC 80.080) is adopted as a part of the Skagway Coastal Management Program.

#### B. *Transportation policies and rules.*

1. Developers shall be required to install or establish access roads and utilities of a quality and type as needed to best protect shore features and other users that may be affected by pollution, nuisances, flooding, erosion and other adverse effects unless no feasible and prudent sites exist.

2. Any conveyances of land near the Dyea Road shall reserve a sufficient right-of-way for major roadway improvements and widening.

3. Highway and airport design, construction and maintenance shall minimize alteration of water courses, wetlands and intertidal marshes, and aesthetic degradation.

4. Roads and trails shall only cross anadromous streams when necessary to provide access as deemed necessary by the City. Bridge or culvert construction and design must minimize habitat disturbance and allow fish passage. Phasing of construction shall be done to avoid critical migration periods for salmon and other anadromous species.

5. Where practicable, the City shall establish buffers and setbacks to maintain the scenic quality of the Dyea Road and Klondike Highway transportation corridors. Prior to development activities within one hundred (100) feet of the centerline of the Dyea Road and Klondike Highway rights-of-way, development plans must be reviewed to determine that the project was designed to blend with the area's visual character. Any development along the Klondike Highway shall, to the extent feasible, conform to the DNR Haines-Skagway Area Land Use Plan.

6. The City shall have active participation in the writing, review and approval of any scenic corridor study undertaken by the state.

7. Commercial development in the Klondike Highway corridor shall be concentrated in suitable locations. Businesses shall blend with the natural surroundings to the extent possible, and provide safe ingress and egress.

8. Use of vehicles off established or designated roads is prohibited on tidelands, shorelands, community or public backshore beaches, streamways or natural wetlands, except as necessary or for public health and safety, maintenance or water access.

9. Parking areas shall be surfaced, whenever possible, with permeable materials and provided with suitable drainage controls to minimize ponding and excessive concentrated runoff with its resulting erosion, pollution and sedimentation. Such areas shall be buffered, as feasible and prudent, from shorelines and less intense adjacent uses by vegetation or undeveloped space. They will also be sited, screened and surfaced to minimize dust problems.

*C. Utilities Policies and Rules.*

1. To the extent practicable, underground installation of utilities is required in areas designated at Section 26.40.030.A.1 of the Skagway Code as being of high recreational or scenic value.

2. New outfall pipes shall be located to minimize adverse impact on habitats, particularly wetlands. New outfalls shall be placed at an adequate distance and depth from shore and shall be designed to provide optimal dispersal of the effluent or shall utilize authorized land application of treated sewage effluent.

3. To avoid leachate pollution, sanitary landfills shall be located at sites approved by the Alaska Department of Environmental Conservation.

4. Development shall only locate in areas where utilities are either available, can be economically extended, can be developed as part of the project, or suitable on-site systems are possible.

*Section 26.40.060. Fisheries*

*A. State standard.* The state standard (6 AAC 80.090) is adopted as part of the Skagway Coastal Management Program.

*B. General policies.*

1. Maintenance and enhancement of fisheries shall be given priority consideration in reviewing shoreline use proposals which might adversely impact fisheries habitat, migratory routes and harvest of significant fish or shellfish species. Alternate locations or designs shall be seriously considered for such proposals if such potential adverse impacts are significant. Shorelines having banks, beaches and beds critical to the preservation or enhancement of the fisheries resource base shall be maintained or restored to a productive natural condition whenever feasible and prudent.

2. Development and operation of hatcheries shall comply with the fishery enhancement policies and regulations in this plan. Upland areas must be managed to maintain water quality standards necessary to the operation of hatcheries.

3. Fisheries enhancement and aquaculture shall aim toward maintaining or restoring the quality and normal circulation patterns of affected waters at optimum levels consistent with applicable state standards. Aquaculture/hatcheries and fisheries shall be protected from significant water quality degradation by other users.

4. Aquaculture development and fisheries enhancement shall be located, designed and operated so that aesthetic values of local shorelines are maintained to the extent feasible and prudent.

5. Fisheries enhancement and aquaculture practices, including disposal of wastes, viscera or fish scrap, shall be conducted so that applicable state water quality and litter control standards are not violated.

6. Other land and water uses shall not degrade waters used for fishery enhancement or aquaculture.

C. *Location policies*

1. Development accessory to fisheries enhancement and aquaculture shall be located inland unless clearly dependent upon a shore or water surface location. Accessory development of a mainly commercial or industrial nature will be subject to appropriate policies and standards of this program.

2. Aquaculture or fisheries enhancement development shall be located where interference with navigation, commercial fishing, shoreline-dependent recreation or lawful access to shorelines will not become significant. A reasonable portion of regional navigable waters shall be allocated to such development on a long-term basis, however, because of high potential for regional economic and recreational benefits.

Section 26.40.070. *Timber Harvest and Processing*

A. *State standards.* The state standard (6 AAC 80.100) and superceding provisions of the Alaska Forest Resources and Practices Act (11 AAC 95.050 through 11 AAC 95.180) are adopted as part of the Skagway Coastal Management Program.

B. *Fuelwood cutting.* Fuelwood cutting within one hundred (100) feet of the centerline of the Dyea Road and the Klondike Highway rights-of-way must be done in a manner that minimizes visual impact.

1. Stumps must be cut so that no portion exceeds twelve inches (12") in height.
2. Felling and bucking must be done so that traffic on roadways is neither endangered nor delayed.
3. Slash must be reduced in height by lopping, scattering, and laying as close to the ground as is practicable.

Section 26.40.080. *Mining and Mineral Processing*

A. *State standard.* The state standard (6 AAC 80.110) is adopted as part of the Skagway Coastal Management Program.

B. *Sand and gravel.* Sand and gravel may be extracted from coastal waters, intertidal areas, barrier islands and spits only where there is no feasible and prudent alternative to coastal extraction which will meet the public need for the sand or gravel.

Section 26.40.090 *Subsistence*

A. *State standard.* The state standard (6 AAC 80.120) is adopted as part of the Skagway Coastal Management Program.

Section 26.40.100 *Habitats*

A. *State standard.* The state standard (6 AAC 80.130) is adopted as a part of the Skagway Coastal Management Program. The following habitats are subject to coastal management standards.

1. The Taiya Inlet estuary and offshore area;
2. Wetlands and tideflats along Taiya River, Skagway River and along Taiya Inlet;
3. Rivers, streams and lakes, including the Taiya and Skagway Rivers, those portions of the Nourse River within the district, and West, Pullen, and Kasidaya Creeks; and

4. Important upland habitat for goats, moose, and bear plus a two hundred foot (200') buffer along the coastlines, streams and water supplies, as defined by Alaska Department of Fish and Game.

*B. General policies*

1. Coastal habitats are interdependently linked by flows of energy, water and nutrients. These habitats should, therefore, be managed using a holistic approach which maintains or enhances the physical, biological and chemical characteristics of those habitats, contributing to their capacity to support living resources.

2. The Taiya Inlet estuary and adjacent uplands shall be managed so as to assure adequate water flow, natural circulation patterns, nutrient and oxygen levels. Discharge of toxic wastes, silt, stormwater, and sewage shall be regulated in compliance with state and federal regulations governing point and non-point pollution sources.

3. Remaining natural estuarine and wetland shorelines shall be maintained, where feasible and prudent, in their natural, productive condition.

4. Upland habitats shall be managed, to the extent feasible, to retain natural drainage patterns and vegetation cover on steep slopes, and along shorelines and stream banks to prevent excessive runoff and erosion, protect surface water quality and natural groundwater recharge areas and provide for open space and scenic value.

5. The portion of Skagway River tideflats and wetlands north of the southernmost City well shall be managed so as to assure adequate water flow, nutrient and oxygen levels and to avoid adverse effects on natural drainage patterns, the destruction of important habitat and the discharge of toxic substances.

*Section 26.40.110. Historic, Prehistoric and Archeological Resources.*

*A. State standard.* The state standard (6 AAC 80.150) is adopted as a part of the Skagway Coastal Management Program.

*Section 26.40.120. Air, Land and Water Quality.*

*A. State standard.* The state standard (6 AAC 80.140) is adopted as a part of the Skagway Coastal Management Program.

*B. General policies.*

1. Notwithstanding any other provisions of this chapter, the statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land and water quality are incorporated into the Alaska Coastal Management Program and, as administered by that agency, constitute the components of the Skagway Coastal Management Program with respect to those purposes.

2. The City shall require reasonable control of surface runoff on-site so that water quality and nearby shore features and properties are not adversely affected. Where appropriate, such measures shall include, but are not limited to, dikes, catch basins or settling ponds, interceptor drains, planted buffers or other suitable devices.

3. Oil and hazardous materials shall not be disposed of without state authorization. Facilities and procedures utilizing the best available technological pollution control systems for handling, disposal and prompt spill clean-up of such materials shall be required, where feasible and prudent, of new or expanded shoreline developments using such materials.

4. Hazardous materials, hazardous wastes and explosives shall not be transported through the city nor stored in the city without prior notification and approval of the city. Notice shall include the provision of a detailed manifest. Absence of objection within three working days of receipt of notice by the city shall constitute approval.

5. Land clearing, grading, filling and alteration of natural drainage features and landforms shall be limited to the minimum necessary. Surfaces cleared of vegetation and not to be developed shall be replanted as soon as possible with native or compatible plants. Surface drainage systems or substantial earth modifications shall be designed to prevent maintenance problems and adverse impact on shore features and processes.

6. Water quality shall not be lowered below state standards on a long-term basis by development or any activity, whether industrial, commercial or residential in nature.

Section 26.40.130. *Hazardous Areas.*

A. *State standard.* The state standard (6 AAC 80.050) is adopted as a part of the Skagway Coastal Management Program.

1. Known geophysical hazard areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur are:

(a) the lower Skagway Valley (seismic risk, landslide risk, and isostatic rebound);

(b) The Taiya River Valley (seismic risk, avalanche, isostatic rebound);

(c) the Skagway River floodplain as described and mapped by the Federal Insurance Administration, U.S. Department of Housing and Urban Development under the authority of Section 201 of the Flood Disaster Protection Act (flood hazard).

2. Development in areas identified above may not be approved by the appropriate state authority or by the city until siting, design and construction measures for minimizing property damage and protecting against loss of life have been provided.

B. *General policies for hazardous area*

1. Skagway shall encourage appropriate state and federal agencies to improve information on types and locations of hazard areas in the district.

2. Development shall be precluded in rapidly eroding, slide prone or geologically unstable shorelines. Development shall be severely limited where resulting damage to life and property is highly probable. Any development in these areas must be based on a geotechnical investigation attesting to the safety of the area and/or specific engineering practices or structures that would alleviate or mitigate the hazard.

3. The City shall regulate the location of structures near watercourses in order to reduce the impact of flooding and to allow for natural drainage.

4. The City shall require special development procedures for developments in natural constraint areas and require specific geotechnical information to identify possible problems and methods for mitigating undesirable impacts.

5. Surface modification that would induce excessive erosion, undermine the support of nearby land or unnecessarily scar the landscape shall be limited. Surface modifications in natural constraint areas shall be limited to the smallest extent that is needed for development.

6. Developers shall retain existing vegetative cover to the greatest extent feasible. In cases where development necessitates removal of vegetation, a reasonable amount of landscaping shall be required to replace vegetation removed during construction.

7. Historic landslide areas or areas prone to landslides, slumping or other forms of mass wasting shall be subject to a geotechnical investigation to determine if development is allowable and, if so, what design measures shall be required to protect human life and property.

8. City of Skagway floodplain management regulations apply (Chapter 30 of Title 95, Municipal Code).

9. Detailed investigations of the potential for flooding shall be required, as deemed appropriate by the City Council, prior to allowing any development in the 100 year floodplain of the upper Skagway Valley (north of the northernmost limit of the WPYR railroad terminal grounds).

### **Chapter 50. Areas Meriting Special Attention**

Section 26.50.005. *Definition.* An area meriting special attention is defined by the Alaska Coastal Management Act as an area within the coastal zone which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention, or which, because of its value to the public, should be identified for current or future planning, protection or acquisition.

Section 26.50.010. *Pullen Creek Shoreline Park.* The City designates Pullen Creek Shoreline Park as an Area Meriting Special Attention.

A. *Location.* The site is located in the northeast corner of the Skagway waterfront north of the small boat harbor. It is specifically mapped in the Coastal Management Program document.

B. *Ownership.* The area south of Congress Way is owned by the City. The area north of Congress Way is owned by the Pacific and Arctic Railway and Navigation Company. A small parcel south of Congress Way and identified as Lot 2 is privately owned.

C. *Cooperative Management Agreement.* Management of this park is undertaken as a joint venture by the City of Skagway and the Alaska Department of Fish and Game. The City shall, to the extent feasible, take responsibility for developing and servicing the park. The Department of Fish and Game shall establish and maintain the salmon fishery.

D. *Policies and Rules.* Policies and rules contained in Chapter 40 of this ordinance pertain as is appropriate to the uses and activities in this area. In addition:

1. The area above Congress Way shall be closed to fishing.

2. A weir should be placed across the stream below Congress Way between July 1 and August 31 to keep most of the salmon in the fishing pool and to keep the number of salmon carcasses that will have to be removed from the upper creek at an acceptable level.

3. The use of the area is subject to the provisions of the Industrial Waterfront Zone.

4. Fishing will be regulated by the sportfishing regulations of the Alaska Board of Fisheries (5 AAC 42.010) and by pertinent state statutes. These include fishing licenses, methods and means and bag limits.

5. Unleashed dogs will not be allowed in the park.

6. No species of fish or its eggs may be transported from its naturally occurring drainage and located elsewhere within the state without written permission of the Commissioner of the Department of Fish and Game or his representative.

E. *Allowed uses.* Uses and activities which are allowed in the park include: fishery enhancement, landscaping, fishing, interpretive displays, picnicking, sightseeing, bicycle riding, swimming and wading.

F. *Improper uses.* Uses and activities which are prohibited in the park include: subsistence fishing, motorized vehicles, and overnight camping, vending or hawking without specific permission of the city.

Section 26.50.020. *Yakutania Point Park.* The city designates Yakutania Point Park as an Area Meriting Special Attention.

1. *Location.* The site is legally described in U.S. Survey 1499. It is the SW1/4, Section 11, T28S R59E. It is an area of about 87 acres, more or less, located on the southern tip of the promontory between the Skagway River and Long (Nahku) Bay.

2. *Ownership.* The area is owned by the City.

3. *Policies and Rules.*

(a) Smuggler's Cove shall be used for low impact recreation activities with minimal facilities.

(b) Access to Smuggler's Cove shall be limited to foot trails, with the exception of maintenance vehicles.

(c) No further mining or quarrying shall be allowed in the park.

(d) Dumping or disposal of fill or refuse shall not be allowed in the park. This rule is not meant to preclude the use of trash containers.

(e) Operation of motor vehicles on land within the park is restricted to unbarricaded roads and parking areas and to the operation of service vehicles.

(f) Fuelwood cutting is prohibited except for dead and down wood used for campfires within the park.

(g) No firearms, air rifles or air pistols or bows shall be discharged within the park.

(h) Camping will be restricted to designated areas within the park.

4. *Allowable land and water uses.* Proper land and water uses and activities within the designated AMSA include:

|                                  |                            |
|----------------------------------|----------------------------|
| hiking                           | fishing                    |
| picnicking                       | access by service vehicles |
| tent camping in designated areas | boating                    |
| jogging                          | bird/wildlife watching     |
| ski touring                      | dog burial                 |
| beachcombing                     | swimming                   |
| horseback riding                 |                            |

5. *Improper land and water uses:* Improper land and water uses and activities within the AMSA include:

- (a) flourishing, pointing or discharge of any firearm, bow, air pistol or air rifle within the park except by police officers;
- (b) fuelwood cutting except for dead and down wood used for campfires within the park;
- (c) commerce or commercial activities;
- (d) operation of any motor vehicle on land beyond the barricades established within the park but excepting operation of service vehicles by city employees;
- (e) mining or quarrying;
- (f) dumping of any fill or refuse.

## **Chapter 60. Organization and Implementation**

### *Section 26.60.010. District Program Organization for Implementation.*

A. The city manager is the chief administrative officer, charged with carrying out the elements of this program. In Skagway, the city manager is responsible for those administrative functions which are associated with community development and economic growth, including transportation and port development, coastal management, building permit review and enforcement, planning commission administration, application and procurement of federal and state grants, research for overall economic development program, and carrying out the day-to-day functions of implementing the adopted coastal management program.

B. The City Council presently sits as the board of adjustment and planning commission and handles the review and authorization of exception variances and administrative appeals. They also review major projects for consistency and authorization as determined applicable by the manager or council.

### *Section 26.60.020. State and Federal Actions Affecting the Program.*

State and federal actions, including permitting, construction, planning and financial assistance, within the Skagway coastal management boundary are subject to consistency reviews. In addition, actions of state and federal agencies outside the boundary can be reviewed by the city if "spillover" effects occur that have an effect on the district.

A. *State Actions.* All state actions directly affecting Skagway's coastal area will be reviewed for consistency with the adopted coastal management program. The state is most likely to affect the coastal area through direct activities, licenses, permits, leases and state spending.

1. *Direct state activities.* Development projects, including planning, construction, modification or removal of public works or facilities and state land classifications are examples of actions which might be taken directly by the state that could produce major changes in the coastal area. If state agencies conducting such activities decide that they would directly affect the coastal area, they would determine whether the proposed actions are consistent with the state's coastal management standards and, where applicable, with Skagway's approved district program.

2. *Licenses, permits and leases.* Licenses, permits and leases that the state issues and that might directly affect the state's coastal area include the following:

(a) Department of Commerce and Economic Development, Alaska Public Utilities Commission: certificates of public convenience and necessity required for any individual, association or corporation to own, operate, manage or control a public utility (systems for the transmission or transportation of water, electricity, gas, steam, sewage and refuse) (AS 42.05; 3 AAC 48).

(b) Department of Environmental Conservation: Air quality permits required to operate (AS 46.03; 18 AAC 50); Air quality permits to open burn (AS 46.03.020; AS 46.03.710; 18 AAC 50); Surface oiling permits (AS 46.03.740; 18 AAC 75); Granting of hazardous waste permit regulating the handling, transportation, treatment, storage and disposal of hazardous wastes (AS 46.03.302; 18 AAC 62.220); Approval of subdivision plans of six or more lots for adequacy of water supply and sewage disposal (AS 46.03; 18 AAC 72); Approval of plans for construction, modification or operation of a sewage system or treatment works (AS 46.03; 18 AAC 72); Certificates of reasonable assurance that applications for federal licenses or permits which may result in discharges into navigable waters comply with appropriate requirements of state law (Section 401 of the Federal Water Pollution Control Act, as amended by the Clean Water Act of 1977); Permits for disposal of wastewater into or on Alaska land or water or into a publicly operated sewage system (AS 46.03; 18 AAC 72).

(c) Department of Fish and Game: Permits for any work or development within the statutorily designated state fish and game critical habitat areas (AS 16.20); Permits to undertake work or development within designated state game refuges (AS 16.20); Permits to construct a hydraulic project or affect the natural flow or bed of a river, lake or stream specified as being important to anadromous fish, or to use equipment in such waters (AS 16.05; 5 AAC 94).

(d) Department of Natural Resources: Permits for off-shore locatable mineral prospecting (AS 38.05; 11 AAC 82,86,88); Leasing state-owned upland, tideland and submerged land for purposes other than for extraction of natural resources (e.g., cargo docks and small boat harbors) (AS 38.05; 11 AAC 62); Granting of requests for Conditional Use Permits and Variances to existing state zoning regulations (11 AAC 53.100; 11 AAC 53.090); Granting of requests for Miscellaneous Land Use Permits for surface activities and the usage of equipment on Special Use Lands (AS 38.05.330; 11 AAC 96); Granting of a Right-of-Way or Easement Permit for the construction of a road, trail, ditch, pipeline, telephone line or similar use or improvement on State land (AS 38.05.330; 11 AAC 58.200); Permits for general use of state-controlled tideland and submerged land (e.g., float homes and log storage) (AS 38.05; 11 AAC 62); Permits to appropriate water occurring in a natural state in Alaska (AS 46.15; 11 AAC 72); Permits to modify any body of nonmarine surface water (AS 46.15; 11 AAC 72); Material applications using DNR form 10-143 (155) (AS 38.05).

(e) Department of Transportation and Public Facilities: Permits for placement, modification or maintenance of an encroachment across or along a state highway, or a highway funded in whole or in part by federal funds (AS 19.25; 17 AAC 10); Permits to place or maintain utilities (railroads, public utilities, publicly owned fire and police signal systems and street lighting systems) under, on, in or over a state highway right-of-way (AS 42.05; 3 AAC 48).

(f) Skagway reserves the right to amend this list of licences, permits and leases upon consultation with the appropriate state agencies.

3. *State spending.* State spending is guided by two budgets: (1) state agency budget, and (2) six-year capital improvements program for DOTPF. To the extent that they affect the coastal area, actions supported by either budget must be consistent with the state's coastal management program and, consequently, Skagway's program (where applicable).

B. *Federal Actions.* Federal actions that will be reviewed for consistency include (1) direct federal activities, (2) federal licenses and permits and (3) federal assistance programs that significantly affect the Skagway coastal area. The Alaska Division of Policy Development and Planning has signed memoranda of understanding with most of the key federal agencies that conduct activities in the state's coastal area. While the memoranda of understanding specify actions that will most likely directly affect the state's coastal area, it is nevertheless the federal agencies themselves that decide whether a consistency determination is warranted in any given instance.

1. *Direct Federal Activities.* If a federal agency decides that any of the following activities would directly affect the state's coastal area, it would determine whether the proposed action complies with the state's coastal management standards and, where appropriate, Skagway's approved district program. Direct federal activities that could affect coastal resources include:

(a) all development projects, which includes planning, construction, modification or removal of public works or facilities;

(b) acquisition, use or disposal of land or water resources;

(c) federal waste disposal plans for a federal facility;

(d) federal agency activities requiring a federal license or permit.

(e) federal assistance for housing development to entities other than state or local governments (e.g., private interests or native organizations).

(f) environmental impact statements required under the National Environmental Policy Act for all major projects involving federal funds.

2. *Federal exemptions.* Federal activities on federal lands are exempt from federal consistency requirement unless such activity can be determined to have a spillover effect outside these lands. Direct federal activities may also be exempt if other federal laws or unforeseen circumstances prevent federal agencies from being fully consistent with state standards and with Skagway's approved district program. For example, a natural disaster may call for quick responses from federal agencies in ways that might not always be consistent with state standards and approved district programs. Federal permits, licenses or assistance may also be excused from the consistency requirement if the proposed activity is in keeping with the objectives and purposes of the federal Coastal Zone Management Act and is vital to national security.

3. *Federal licenses and permits.* Certain federal licenses and permits may directly affect Skagway's coastal area. If the federal agency that would issue the license or permit decides that the activity would directly affect the coast, it would direct the applicant to certify that the proposed activity would be consistent with the state's coastal management standards and also with approved district programs. Listed below are licenses and permits that might directly affect Skagway's coastal area.

(a) *Department of Agriculture, U.S. Forest Service:* Permits for water easement on USFS lands; Permits for construction on USFS lands; Permits for mineral materials extraction from USFS lands; Special use permits where the activity would significantly affect the coastal zone.

(b) *Department of Commerce, Office of Coastal Zone Management.* Permits within Marine Sanctuaries under 33 U.S.C. 1401-1444.

(c) *Department of Defense, Army Corps of Engineers:* Permits under Sections 9 and 10 of the Rivers and Harbors Act, authorizing the construction of bridges, causeways, dams and dikes, and obstruction of navigable waters; Permits under section 404 of the Federal Water Pollution Control Act, authorizing discharges of dredge or fill material into navigable waters (also subject to state certificate of reasonable assurance).

(d) *Department of Energy, Federal Energy Regulatory Commission:* Licenses for the construction and operation of nonfederal hydroelectric power developments and associated transmission lines under Sections 4(e) and 15 of the Federal Power Act (16 USC 787 (e) and 808); Orders for interconnection of electric transmission facilities; Certificates of public convenience and necessity required for the construction and operation of natural gas pipeline facilities, including both interstate pipeline and LNG terminal facilities under Section 7(c) of the Natural Gas Act (15 USC 717(c)); Permission and approval for the abandonment of natural gas pipeline facilities under Section 7(b) of the Natural Gas Act (15 USC 717(f)(b)).

(e) *Department of the Interior*: Permits and licenses for drilling and mining and related facilities on public lands (BLM); Permits for pipeline rights-of-way on public lands and the outer continental shelf; Permits and licenses for rights-of-way on public lands.

(f) *Department of Transportation, U.S. Coast Guard*. Permits for construction or modification of bridge structures and causeways across navigable waters; Permits for siting, construction and operation of deepwater ports; Permits for facilities and vessels to handle hazardous materials.

(g) *Environmental Protection Agency*. Permits required under Section 311 of the 1972 Federal Water Pollution Control Act for oil spill prevention, containment and countermeasure plans; Permits for the construction or modification of certain designated sources of air emissions to prevent significant deterioration of air quality in areas cleaner than required by the National Ambient Air Quality Standards and to fulfill the requirements of the Clean Air Act, Sections 160-169, as amended in 1977; Permits required under Section 402 of the 1972 Water Pollution Control Act as amended, authorizing discharge of pollutants into navigable waters (also subject to state certification of reasonable assurance); Permits required under Section 405 of the 1972 Federal Water Pollution Control Act as amended, authorizing disposal of sewage sludge; Permits for new sources or for modification of existing sources and waivers of compliance allowing extensions of time to meet air quality standards under Section 122(c)(1) of the 1972 Clean Air Act; Exemptions granted under the Clean Air Act for stationary sources.

(h) *Nuclear Regulatory Commission*. Permits and licenses for the siting, construction and operation of nuclear facilities.

(i) Skagway reserves the right to amend this list of licenses and permits upon consultation with the appropriate federal agencies.

4. *Federal Assistance Programs*. Certain federal financial assistance programs could also directly affect the coastal area and, moreover, enable Skagway to finance ports, water supply projects, sewer systems and other projects through which Skagway could implement the coastal management program. As for licenses and permits, applications for federal assistance are subject to consistency review only if the federal agency from which they would be obtained decides that the activities financed by the requested assistance would directly affect the coastal area.

Federal financial assistance programs that might directly affect the state's coastal area are not listed because of massive program changes now taking place, but the departments that administer the pertinent programs are:

- (a) Department of Agriculture
- (b) Department of Commerce
- (c) Department of Health, Education and Welfare
- (d) Department of Housing and Urban Development
- (e) Department of the Interior
- (f) Department of Transportation
- (g) Environmental Protection Agency.

#### Section 26.60.030 Consistency Review Process and Procedures.

A. *Local Applicants*. Local actions begin the review process when an application for a Land Use and Building Permit or for a Certificate of Approval is received by the City Clerk.

1. *Preliminary Checklist.* All applications for a city Land Use and Building Permit or Certificate of Approval shall include a coastal management preliminary checklist.

2. *City Manager.* The city manager has overall consistency review responsibility. The manager will review all applications for building permits and certificates of approval against the provisions of this ordinance. The manager shall report the findings of the consistency review to the Planning and Zoning Commission.

(a) The manager may request or solicit comments on the application from appropriate state or federal agencies. The state and federal review agencies shall have twenty days to respond, in writing, upon receipt of a permit package from the manager. When received, these comments shall be incorporated into the review process.

(b) The manager may request within ten days of application, supplementary information from the applicant.

3. *Routine Applications.* The city manager shall determine whether or not an application is routine.

(a) The manager is authorized to approve routine applications which are not at variance with the code.

(b) Routine applications are those which represent projects needing only city approval and for which a formal and written consistency analysis is not needed. Written findings of consistency are not needed for projects which meet all of the following criteria:

(1) it is consistent with all rules applicable to zoning districts or geographic areas significantly affected by the proposed action;

(2) it is consistent with all rules applicable to the affected uses, activities, resources and habitats; and,

(3) it is consistent with the management plan for any Area Meriting Special Attention which it will significantly affect.

4. *Non-routine applications.* If any criterion for routine applications listed supra is not met by an application, then that application is non-routine.

(a) Non-routine applications shall require written findings of consistency with the district coastal management program.

(b) Written findings shall list the specific goal(s), objective(s), policy or rule(s) with which the proposed action is not consistent and describe briefly why any proposed action is not consistent with it.

(c) Written findings shall state what actions the applicant could take, if any, to make the proposal consistent with the district coastal management program. This statement becomes the basis for conditional approval of the application. Stipulation of what, when, how and/or where the proposed project is to be or can be done must be specific and be stated in the form of a performance standard. They are to be stated using enforceable terms and shall avoid the use of terms allowing optional implementation.

5. *Positive Consistency.* Projects which are found to be consistent with the district coastal management program policies and objectives of the program should be recognized for that fact. The degree to which the coastal management program is supported by the proposal should be documented with specific reference to program goals, objectives, rules, or provisions of relevant AMSA management plans.

6. *Planning and Zoning Commission.* The City Council sits as the Skagway Planning and Zoning Commission.

(a) The Planning and Zoning Commission has final responsibility for a decision denying or approving, or conditionally approving an application.

(b) The Planning and Zoning Commission provides or directs the manager to provide the applicant with a signed building permit or denial within 30 days. Certificate of Approval applications are to be returned to the applicant within forty-five (45) days.

(c) The Planning and Zoning Commission provides to the applicant, written consistency findings for all non-routine applications.

*B. State and Federal Applicants.* Local consistency review of state actions begins when the appropriate state agency forwards materials to the City for review. Local consistency review of federal actions begins when permit or license applications are received at Skagway from the State Clearinghouse in accordance with Governor's Administrative Order 54.

1. The city manager conducts the consistency review and provides the Planning and Zoning Commission with written documentation of the rationale for findings based on the goals, objectives, policies and rules of the coastal management program. These written findings shall be written so that they are consistent with the guidelines for written findings listed supra at A.4 (a)-(c).

2. The City Council directs the manager to make a written consistency recommendation based on their consideration of the manager's consistency review.

3. Consistency recommendations are returned to the Alaska Department of Policy Development and Planning within 30 days.

#### *Section 26.60.040 Enforcement and penalties.*

A. It shall be the duty of the City Council, or such other person or persons as the council may from time to time by resolution designate, to enforce the provisions of this ordinance. It shall be the duty of the City Council to enforce the provisions of this ordinance pertaining to the uses of land or water for which any license is required by any other ordinance of the City, as well as enforcement of policies or rules against activities or uses occurring without the benefit of a permit or license.

B. Whenever a violation occurs, any person may file a complaint in regard thereto. All such complaints shall be brought to the attention of the City Manager who shall properly record such complaint and immediately investigate and report thereon. The report shall specify the authority or authorities for the violated policy or rule, if any violation is found.

C. For any and every violation of the provisions of a local ordinance, the owner, agent, developer, or contractor of a building or premise where any such violations have been committed or shall exist; or any other person who maintains any building or premise in which any violation shall exist, shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than fifty (50) dollars. An offense shall be deemed continuing from the date the compliance order is issued by the City and shall continue from day to day until abated. Each day's violation shall constitute a separate offense.

D. For any and every apparent violation of a policy or rule of the Skagway coastal management program the authority for which is a state or federal law the City Council, any citizen or state agency may either petition the Alaska Coastal Policy Council for redress in accordance with the provisions of AS 46.40.100 or seek redress directly from the enforcement staff of the appropriate agency.

E. Any building or structure set up, erected, built, moved or maintained or any use of property contrary to the provisions of this ordinance shall be declared to be unlawful and a public nuisance and the City Council shall immediately commence action for the removal thereof, in the manner provided by law, and shall apply to such court or courts as may have jurisdiction to remove such building, structure or use.

F. All remedies provided for herein shall be cumulative and not exclusive.

G. The issuance or granting of a building permit or approval of plans or specifications under the authority of the Coastal Management Program or Building Code shall not be deemed or construed to be a permit for or an approval of any violation of any of the provisions of this ordinance or any amendment thereto. No permit presuming to give authority to violate or cancel any of the provisions of this article shall be valid except insofar as the work or use which is authorized is lawful and permitted.

## APPENDIX B: PUBLIC PARTICIPATION AND METHODOLOGY

The Skagway Coastal Management Program is to be developed from a maximum of local involvement (as required by 6 AAC 85.110 and 6 AAC 85.130) The program, after all, is to convey to state and federal officials the concerns of the district and apply state standards to the district's needs. The public's participation in the planning process, also, helps assure later compliance. The local residents are more likely to be informed about the workings of SCMP and also more supportive of it if they have had a hand in its formulation.

To assure that district residents had full access to the planning process, the City of Skagway provided for an on-site planning contractor. A coastal management coordinator and/or an assistant resided and worked in the community from March into August, 1982. During this period the coordinators 1) acted as "participant observers," 2) conducted about forty (40) formal in depth interviews with community leaders, 3) issued a questionnaire to a special sampling of residents, and, 4) convened a number of public meetings.

1) As so-called participant observers the planners "hung out" in the community as well as made themselves available at City Hall each day. They talked and visited with residents at the baseball field, in the cafes, at the post office, and on the streets. They also attended community gatherings including a potluck clean-up supper, school board meetings, chamber of commerce luncheons, church services and City Council meetings.

2) the coordinators conducted nearly forty in depth interviews with community leaders. In this established research approach, the reputational leaders of a town are identified as those most frequently mentioned as the most "influential" and "knowledgeable" about the community. According to several sociologists (see Sanders, 1977, Kaufman, 1975; Dahl, 1961), these "leaders" will reflect the prevailing community sentiment and thereby offer convenient and economical access to needed information. (Determining these leaders and gaining access to them was made easier by the fact that one of the coordinators had previously lived and done extensive research in the community.)

For the purposes of this project forty such "leaders" were interviewed in open-ended discussions about the issues facing the community. The interviewer later compiled notes on the content of the interview and his impressions of it. A careful analysis of this material, cross-checking references to certain issues, brought a tentative list of issues organized around coastal management concerns (see chapter 4). Each interviewee was also presented with a one-page review of coastal management to make them more aware of the program's workings. (This CMP Introduction was also made available to the general public.)

3) A questionnaire was then devised to verify and revise the issues and objectives list. The questionnaire essentially turned statements from the issue list into assertions. Respondents were then provided with a scale on which to indicate the extent of their agreement with each of 40 assertions. The questionnaires also asked respondents to list any other issues they felt should be considered (35% of the respondents offered some suggestions in this regard).

A stratified sample of 100 residents was then established. A random sample of sixty-five residents was drawn from a sampling frame compiled from a variety of residents lists (i.e. phone holders, property owners, taxpayers, utility users, etc.). A random numbers table was used to select (without replacement) the sixty-five names (from over 300 names). Those already selected in the "leaders" sample were excluded from this sample.

Thirty-five individuals from the list of reputational leaders were selected to form a "leaders sample." This sampling, 1) gave many of those interviewed an opportunity to clarify further their positions and 2) offered a means of assessing the representativeness of their views. As it turned out, the leader sample responses closely paralleled the random sample responses, except on the question relating to "the limited flatland" where a greater number from the random sample indicated "no opinion."

The small sample was devised to assure a representative measure (based on the laws of probability) with a minimum amount of paperwork. Sending questionnaires to everyone in the community would have meant too many forms to send and too many returns to code. Making questionnaires available at a post office counter, as has often been done in the past, is liable to bring some stuffing of the ballot box and a set of self selected responses. One disadvantage to the approach we used is that many residents wondered "Why didn't I get one?"

Out of a total sample of 100 residents, over 50% of the questionnaires were returned. This response offers a sufficient level of confidence for our purposes and is actually fairly substantial. A return of 30% is customary in this sort of survey; returns as high as 70% are achieved only through repeated follow-up. The totals of the responses, however, are biased in favor of leaders who, as expected had a greater percentage of returns.

The questionnaire, it is important to emphasize, was intended as a secondary means of soliciting public sentiment; the formal interviews and informal conversations formed the main basis of the assessment. The survey results serve only as a guide suggesting the tendency of feelings in the town. It is not designed as a rigorous quantitative measurement of opinion and, therefore, should not be used as the sole basis for policy decisions.

The results of the survey convey several impressions, nonetheless (see Table 19). One, there is a striking number of respondents indicating agreement with the statements about the waterfront (issue #1). The statements concerning the limited flatland (issue #3) received the greatest amount of disagreement and "no opinion" responses. In general, statements supporting tourism received a great deal of agreement (see especially questions 31, 32, 40). On one of the most controversial matters, the downtown parking issue, 75% agreed with regulated parking. Several proposed projects received apparent support: purchase of the east dock, preserving Yakutania Point; relocation of the shooting facility, development of Pullen Creek Park. There was less support than expected for the R-V campground proposal, and assertions about wildlife habitat and fishing quality.

Overall, there appeared to be a much greater tolerance of City "regulation" or management than common wisdom would suggest. There was, for instance, 70% of the respondents indicating the City should regulate the location of mobile homes (#22).

4) The coastal management coordinators held a number of public meetings on coastal management. One meeting (4/29/82) presented attendants with an overview of coastal management and the proposed work plan for the coming months. At another meeting (6/30/82) during a special Chamber of Commerce luncheon, the survey results and the issue list were discussed. This session was repeated the following week in the afternoon at City Hall (7/7/82). There were also four special council work sessions to which the public was invited on developing Pullen Creek Park, Yakutania Point, a new shooting facility, and a new R-V campground. Furthermore, as many as ten radio news interviews promoted or summarized the meetings as well as explained coastal management and related projects. There was review by local residents, the city council and state and federal officials of the public hearing draft and an open public hearing held 9/9/82 on the proposed SCMP.

This approach to the community obviously emphasizes a grassroots involvement rather than the more conventional process of formal meetings, surveys, and briefings. There are several advantages to this sort of participation—that is, the planners first priority being to participate with the public in the community process rather than expecting public participation in the planners process. For one, many residents with important information are simply not available for public meetings, especially in a tourist town, or are not inclined to speak up at them. Two, individuals speak more freely and extensively in a one-on-one conversation than in a group. Three, townspeople are likely to be more candid while chatting informally with someone they perceive to be a part of the community rather than to an outside "expert." Four, the involvement of the planners in the community acts, most importantly, as a stimulus to community processes in general. According to some sociologists (see Knop and Knop, 1982), it reactivates communication lines giving new energy and cohesiveness to the community. The outcome, hopefully, is a planning document that genuinely grows out of the community and contributes to it.

**NOTE:** A summary of tasks, minutes of public meetings, and correspondence with officials is available for review in a "record file" at Skagway City Hall or the Office of Coastal Management.

# Coastal Management Program

SKAGWAY DISTRICT  
Survey of Local Concerns

June 22, 1982



Dear Resident:

As planning consultants to the City, we have been working to revise the Skagway Coastal Management Program (SCMP). The SCMP provides the Skagway area with a sort of comprehensive plan that balances competing uses of district resources. Furthermore, it is a way of communicating to state and federal agencies Skagway's concerns and preferences for development. The construction of Pullen Creek Park, improvements at Yakutania Point, and plans for a new waterfront campground have been a part of this program, as well.

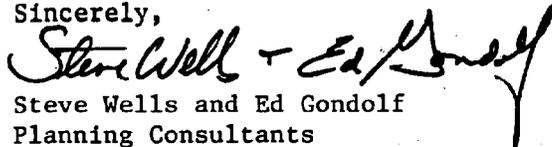
To be sure that the new SCMP reflects residents' wishes, we have interviewed more than 40 "community leaders," as well as reviewed reports and studies done on Skagway. From this information, we have formed a list of issues which suggest some misuse of a particular resource area. The list also includes people's ideas on what should be done about these issues.

You will find enclosed a questionnaire designed to "check out" what we have learned so far. We are using this survey to get ideas from those whom we did not have time to interview, as well as to verify the opinions of those with whom we talked. You are part of a specially selected sample that represents the community at large, so your response is particularly important.

For each of the following statements, please indicate to what extent you agree or disagree by checking the appropriate column. Feel free to add comments after any statement or further suggestions at the end of the survey. Then return the questionnaire as soon as possible to the marked box in the post office. Don't hesitate to call us in City Hall (2297) if you have any questions.

Thanks for helping us be sure that Skagway's Coastal Management Program is headed in the right direction.

Sincerely,

  
Steve Wells and Ed Gondolf  
Planning Consultants

P.S. We will present the results of the survey and a review of the proposed SCMP at a public meeting on July 7, 1982.

## SKAGWAY COASTAL MANAGEMENT SURVEY

| Question                                                                                                                                                                 | Strongly Agree | Agree | Disagree | Strongly Disagree | No Opinion |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------|-------|----------|-------------------|------------|
| <b>Coastal Resource #1: Harbor Docking and Staging Space</b>                                                                                                             |                |       |          |                   |            |
| 1. Existing dock facilities do not adequately take care of tourists.                                                                                                     | 31             | 16    | 3        | 0                 | 1          |
| 2. The City and/or the state should acquire the east dock from White Pass and repair the south end to accommodate larger cruise ships.                                   | 24             | 16    | 4        | 4                 | 3          |
| 3. Dock supervision and restricted pathways should be increased to be sure that foot traffic and freight handling are separated.                                         | 16             | 22    | 6        | 0                 | 7          |
| 4. The barge facilities at the ferry terminal should be improved to more adequately handle large barge traffic.                                                          | 14             | 18    | 9        | 1                 | 9          |
| 5. If the City owned the east dock, the White Pass should have priority access for their container ships.                                                                | 15             | 23    | 7        | 3                 | 4          |
| 6. The City should develop its vacant land along the east side of the harbor (from the small boat harbor to the Old Depot) as a "visitor corridor" to encourage tourism. | 15             | 29    | 2        | 4                 | 1          |
| 7. An R.V. campground should be developed on the city property at the waterfront rather than on what is now private property north of town.                              | 10             | 14    | 13       | 9                 | 5          |
| 8. The City's fenced in storage area on the waterfront should be reduced in size to make more room for a campground and parking.                                         | 9              | 18    | 10       | 10                | 5          |
| 9. The City should build a toilet and shower facility near the small boat harbor.                                                                                        | 14             | 23    | 5        | 8                 | 2          |
| 10. The pink salmon run being developed in Pullen Creek is worth continued financial support from the City.                                                              | 17             | 27    | 3        | 2                 | 2          |
| 11. More direct ferry service to Juneau should be established even if it cost \$10 to \$15 more than present service and meant loss of some winter mainline service.     | 1              | 7     | 17       | 20                | 7          |
| <b>Coastal Resource #2: Outlying Coastal and Upland Areas</b>                                                                                                            |                |       |          |                   |            |
| 12. Yakutania Point should be reserved for hiking, picnicking, and tent camping.                                                                                         | 15             | 21    | 9        | 3                 | 3          |
| 13. Yakutania Point should be closed to off-road vehicles, motorcycles, snowmobiles, or other R.V.'s.                                                                    | 20             | 15    | 8        | 6                 | 3          |
| 14. People should be able to shoot their guns wherever they want, as long as they are acting safely and responsibly.                                                     | 4              | 5     | 10       | 31                | 1          |
| 15. The City should support the Shooting Club's move from Yakutania Point to a larger site north of the White Pass shops (on the emergency airstrip).                    | 13             | 23    | 4        | 4                 | 8          |
| 16. Local trails (those not in the National Park) are in disrepair and need more maintenance.                                                                            | 11             | 26    | 7        | 2                 | 6          |
| 17. The Dyea Road should be upgraded and expanded.                                                                                                                       | 19             | 24    | 6        | 2                 | 1          |
| 18. Firewood cutting and gathering in scenic areas need tighter City management and control.                                                                             | 17             | 18    | 8        | 5                 | 4          |
| 19. Upland wildlife habitat is being increasingly disrupted by the town's development and general activity.                                                              | 2              | 5     | 22       | 7                 | 16         |
| 20. Local sportfishing is getting worse.                                                                                                                                 | 4              | 12    | 9        | 4                 | 23         |

| <b>Coastal Resource #3: Limited Flat Land</b>                                                                                                                                    |    |    |    |    |    |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----|----|----|----|----|
| 21. Empty lots in town should be more fully developed before new areas are opened up.                                                                                            | 6  | 13 | 17 | 5  | 10 |
| 22. The City should regulate the location of mobile homes.                                                                                                                       | 18 | 17 | 6  | 5  | 6  |
| 23. Travel trailers, as opposed to mobile homes, should be allowed within the townsite as seasonal housing.                                                                      | 2  | 13 | 11 | 16 | 6  |
| 24. Lot size and alley ways significantly limit the opportunity for commercial development or housing projects.                                                                  | 1  | 13 | 19 | 8  | 11 |
| 25. Housing for seasonal employees should be encouraged by tax incentives, zoning variances, or other City supports.                                                             | 9  | 16 | 7  | 10 | 10 |
| 26. Housing for any short-term construction workers (i.e., hydro dam builders) should be located close to or in town rather than at the construction site.                       | 4  | 11 | 20 | 5  | 12 |
| 27. Expanded hydro and wind generated electricity should be sought even if general energy costs stay relatively the same.                                                        | 19 | 24 | 5  | 3  | 1  |
| 28. The City should purchase and manage the local A.P. & T. energy company.                                                                                                      | 20 | 13 | 11 | 5  | 2  |
| 29. More still needs to be done to protect Skagway townsite from possible flooding.                                                                                              | 10 | 32 | 2  | 0  | 8  |
| 30. The City should zone some of the scarce flatland outside the townsite for industrial and warehouse use.                                                                      | 8  | 17 | 10 | 8  | 9  |
| <b>Coastal Resource #4: Revitalized Historic Resources</b>                                                                                                                       |    |    |    |    |    |
| 31. Skagway should work to increase the number of summer visitors as much as possible.                                                                                           | 26 | 23 | 1  | 1  | 1  |
| 32. The City should work to extend the tourist season at least into May and September.                                                                                           | 27 | 16 | 3  | 1  | 5  |
| 33. The Klondike Highway should be open longer, at least from April to December.                                                                                                 | 25 | 19 | 0  | 5  | 3  |
| 34. The City should restrict parking on Broadway to improve storefront visibility and historic atmosphere.                                                                       | 25 | 14 | 6  | 4  | 2  |
| 35. There is adequate coordination among the City, White Pass, the National Park Service, West Tours, the A.V.A. and the Chamber of Commerce in preparing the City for visitors. | 1  | 14 | 18 | 9  | 9  |
| 36. The City should try to influence the National Park Services "lease back" policy.                                                                                             | 13 | 21 | 2  | 3  | 13 |
| 37. The City's Historic District Commission should take an active role in overseeing development in the historic district.                                                       | 18 | 20 | 6  | 2  | 6  |
| 38. The City should encourage merchants, in particular, to dress in '93 style costumes.                                                                                          | 9  | 12 | 14 | 8  | 9  |
| 39. The City Museum should be enlarged and more heavily promoted.                                                                                                                | 16 | 17 | 10 | 1  | 8  |
| 40. The City should more actively encourage renovation, clean-up, and beautification in its residential areas.                                                                   | 22 | 23 | 2  | 1  | 4  |

## KEY TO SURVEY RESULTS

Total number of returns equals fifty-two

Total sample equals one hundred.

Total population equals 350 residences.

# Coastal Management Program

THE COASTAL MANAGEMENT PROGRAM (CMP):

## AN INTRODUCTION



### \* What is Coastal Management anyway?

Coastal Management tries to balance commercial use of coastal areas with the need to maintain the natural habitat and its resources.

Coastal Management is a series of deals. Those deals started in 1972 when the federal government passed the Coastal Zone Management Act. In return for states passing Coastal Management Acts of their own, the feds agreed to give grant money for coastal projects and to honor the state's program. Alaska's Coastal Management Program (ACMP) was set up by legislative act in 1977.

### \* What is in it for Skagway?

The ACMP encourages local communities to establish CMP districts. Skagway's district includes everything under 3,000 feet. The district must provide guidelines that support the state's overall standards for port, transportation, tourist, fishing, mining, lumbering, and energy development.

In return, Skagway, for one, gets grant money for "Areas Meriting Special Attention" (AMSA) like Pullen Park and Yakutania Point. Two, Skagway gets a powerful voice in state and federal regulating, leasing, and permitting. The state and feds must give "great weight" to any recommendations from Skagway, such as support for a Corps of Engineers' dredging permit.

Furthermore, the CMP can serve as a planning tool for local districts. It can be especially useful to small communities like Skagway that have no full-time planning staff.

### \* Isn't the Skagway Coastal Management Program (SCMP) just more government interference?

The SCMP does not add to state and federal controls. Instead it coordinates existing authorities around community goals. Therefore, it is not another bureaucracy, but intends to streamline the present bureaucracy.

SCMP is a way to guide development, not to block it. It reduces the uncertainty facing developers by clearly outlining what they can expect. Also, it can actually act to support preferred projects like the West Creek Dam.

### \* Why revise the existing Skagway Coastal Management Program?

The SCMP was originally adopted in 1980. However, it has been unworkable for two reasons. One, it does not sufficiently identify community issues and goals and, two, it does not clearly present the guidelines to be enforced.

The City of Skagway is now revising its CMP to make it easier to implement. In the process, it's working to be sure that the SCMP reflects the community's desires. Therefore, it is important that you are informed and involved in the SCMP.

## OTHER ISSUES TO CONSIDER

These comments and remarks were added to the end of the survey form by those people who responded.

### TOURISM

- Develop Skagway as a place where visitors will come to stay and play rather than come for a one day stop.
- Make a real plan to market and expand potential tourism.
- Become aggressively competitive in the tourism industry by restricting parking, encouraging '98 costuming, developing well-planned marketing, enlarging the museum, establishing a "Skagway Film Commission" (to attract movie makers), etc.
- Build up historic display of '98 railroad scene with old locomotive 52, freight wagons, pack train equipment, etc.
- Make things "happening" in streets to relive gold rush days. Streets should be an entertainment center. We need a name that means Both history and fun. In other words, shoot to be 'number one'.
- Pursue legal gambling to broaden tax base (2 mentions).
- Encourage Park Service and Westours not to be so concerned with their own businesses.

### BROADWAY

- Control public drinking and abusive language on Broadway. (3 mentions).
- Build toilets in Molly Walsh Park for tourists.
- Build public toilet facilities on Broadway, perhaps in cooperation with the National Park Service. (4 mentions)
- Maintain a slower speed limit on Broadway during the summer to protect people walking in streets and limit dust.
- Build sidewalks with ramps for wheelchairs in the historic district.
- Limit sidewalk peddlers.
- Issue city business permits so as to have some control over city's business growth and the type of shops or merchandise.
- Restrict parked vehicles to passenger cars and pickups without campers on Broadway.
- Give locals first crack at lease-back property from National Park Service.
- Continue putting window boxes at individual businesses.
- Place more benches in downtown area.
- Provide off street parking.
- Investigate ways in which city can relinquish some of its influence in the private sector; it already has too much involvement in this area.

## **WATERFRONT**

- Encourage tourists walking from east dock to visit town by putting a small map of plans and information next to the sidewalk (historic sites, shops, terrain).
- Develop more green area on Skagway flats (i.e., waterfront area) and have a sprinkling system for that area.
- Build our own tour dock and forget about the existing docks.
- Keep pollutants from the ore terminal out of the bay, i.e. lead concentrates.
- Install a gasoline sales facility at small boat harbor and hire a more full-time harbormaster.
- Gear the ferry schedule more for southeast Alaska than Seattle convenience.

## **RECREATION**

- Repair and improve footbridge to Yakutania Point (3 mentions).
- Develop additional family recreational areas for picnics, outings, etc. (south of Seven Pastures with swim hole, etc.).
- Regulate campers in the Lower Lake area and have occasional litter pick-up there.
- Provide a target range for gun users.
- Maintain some "tourist-free" area for residents of Skagway.
- Lease Smugglers Cove to Westours for development.
- Build a larger, state-run campground in the valley.
- Construct community swimming pool as third phase of new school project.

## **SERVICES**

- Place litter barrels in parks on Klondike Highway.
- Maintain a waste container at the lookout off the Dyea Road.
- Dump more frequently town garbage cans used by tourists and arrange for a team of young people to meet once a week and get paid for mini cleanups in historical district. (2 mentions).
- Clean up around City Hall (i.e. old shed, bridge, boards, etc.)
- More actively work on flood control to prevent more washing away of land.
- Upgrade the City's public works systems.
- Widen and surface Gold Rush Cemetary Road.
- Pave Klondike Highway to the Border.
- Relocate sanitation dump immediately

- Purchase local T.V. antennae and broaden satellite spectrum to a par with Whitehorse (2 mentions)
- Develop our wind resources to the fullest (2 mentions)
- Do not limit mobile homes, but set standards as to the types, i.e. siding, roofing, size, skirting, fence, etc., as most double wides look better than some houses in town.
- Limit the amount of junk in a person's yard.
- Encourage Westours to build their own housing rather than buying up existing rental properties.
- Have State Historic Preservation office conduct a survey of residential area to encourage historical restoration and reactivate the Skagway-Dyea Historical Society.

### **CITY GOVERNMENT**

- Enforce the ordinances which the City has already rather than make more.
- Give the City Manager a raise.
- Get the City to be more aware of state money and projects (i.e., highway, airport, and other improvements) and improve our Juneau lobby and knowledge of State Department workings.
- Investigate ways in which city can relinquish some of its influence in the private sector; it already has too much involvement in this area.
- Revise Title 95, the City Zoning Code

**APPENDIX C.**  
**SKAGWAY COASTAL MANAGEMENT PROGRAM FORMS**

**TO RECEIVE A BUILDING PERMIT OR CERTIFICATE OF APPROVAL**  
**CITY OF SKAGWAY**

- (1) Apply for a building permit and/or a certificate of approval.

Building permits are required by Title 95, Chapter 30, Section 20 of the City Code. Certificates of approval are issued for projects requiring compliance with Historic District regulations.

All land or water uses and activities which are dependent upon coastal access or that would affect coastal habitats, air, land or water quality, and historical, recreational and scenic values are subject to review for their consistency with the Skagway Coastal Management Program.

Your project may require a combination of one or both permits and certificates.

The issuance of a permit or certificate of approval by the City of Skagway does not relieve your responsibility to acquire necessary state or federal permits.

- (2) Application forms are available at City Hall during regular office hours: 10:00 AM to 5:00 PM, Monday, Tuesday, Thursday and Friday; and 10:00 to Noon on Wednesday.
- (3) Submit the application, with all pertinent data requested on the form. Also, submit with the application a plot plan (showing the scale used in the drawing) identifying the proposed improvements and their relationship to any existing structures and lot or property lines.
- (4) Upon written request of the planning commission, submit reproducible drawings, specifications, plans, project management data, and/or a statement of anticipated impact on coastal resources or habitats. If it desires this information, the commission must request it within ten (10) days after you turn in your application.
- (5) Read and sign the Statement of General Compliance with City Adopted Building Ordinances and Codes. This is to be attached to the application prior to its submission.
- (6) When the city clerk determines that your application is complete, it is turned over to the city manager and the review process begins. Building permit review is completed within thirty (30) days. Because certificates of approval require additional consideration by the Historic District Commission, their review is completed within forty-five (45) days.

**CITY OF SKAGWAY**

**APPLICATION FOR BUILDING PERMIT  
AND/OR  
CERTIFICATE OF APPROVAL**

I HEREBY REQUEST A  BUILDING PERMIT;  CERTIFICATE OF APPROVAL

TO:  CONSTRUCT;  CONVERT;  ENLARGE;  IMPROVE;  MOVE;

REMOVE;  DEMOLISH;  PAINT AN;  AREA;  STRUCTURE;

MEASURING APPROXIMATELY \_\_\_\_\_

ON BLOCK \_\_\_\_\_ LOT \_\_\_\_\_

OR LOCATED AT \_\_\_\_\_

ESTIMATED VALUE OF IMPROVEMENT: \$ \_\_\_\_\_

COMMENTS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
(DATE)

\_\_\_\_\_  
(SIGNATURE)

ACTION:

**CERTIFICATE OF APPROVAL**

**BUILDING PERMIT**

DENIED: \_\_\_\_\_

DENIED: \_\_\_\_\_

APPROVED: \_\_\_\_\_

APPROVED: \_\_\_\_\_

CONDITIONALLY APPROVED: \_\_\_\_\_

CONDITIONALLY APPROVED: \_\_\_\_\_

SCMP WRITTEN FINDINGS:

DATE: \_\_\_\_\_

REQUIRED ; NOT REQUIRED:

COA # \_\_\_\_\_

BLDG PERMIT # \_\_\_\_\_

SIGNED: \_\_\_\_\_

DATE: \_\_\_\_\_

SIGNED: \_\_\_\_\_

# SKAGWAY COASTAL MANAGEMENT PROGRAM

## PRELIMINARY CHECKLIST

Check the following boxes if YES

### I. WATER DEPENDENCY (Mark ANY that apply)

- My proposal is water related.
- My proposal requires shoreline access
- My proposal is dependent on nearness to water.
- My proposal is improved by having it near water.
- No inland alternatives exist for my proposal.

### II. LOCATION (Mark ONE only)

Is your project in or near:

- Pullen Creek Shoreline Park?
- Yakutania Point Park?
- Long Bay or Dyea Point?
- West Creek Valley?
- the small boat harbor?
- Hanousek Park?
- AB Mountain?
- Klondike Highway?
- Skagway River floodplain (outside the dike)?
- Burro Creek?

### III. TYPE OF ACTION

Is your project: (mark ONE)

- industrial?
- commercial?
- residential?
- public service?

Will your project include ANY of the following?

- subdivision?
- public rest rooms?
- five or more dwelling units?
- cluster development?
- temporary housing?
- P.U.D.?
- alteration of existing drainage?
- dredging?
- filling?
- clearing?
- grading?
- culvert(s)?
- excavation?

**IV. AFFECTED USES, ACTIVITIES, RESOURCES AND HABITATS**

WHICH OF THE FOLLOWING COULD BE SIGNIFICANTLY AFFECTED? (Mark ANY)

**COASTAL DEVELOPMENT**

- port/harbor
- marine service industry

**RECREATION:**

- public access to shoreline
- trails
- fishing
- camping
- recreational vehicle use

**ENERGY FACILITIES**

- tank storage facilities
- pipeline facilities
- electric power generation
- wind energy conversion
- energy conversion

**TRANSPORTATION**

- airport operations
- emergency landing strip
- railroad operations
- ferry/barge facility
- Taiya Inlet
- navigation aids
- state highway
- ore terminal
- rights-of-way
- road access
- float plane facilities
- small boat docking
- mooring buoy
- parking area

**UTILITIES**

- power transmission lines
- rights-of-way
- sewage treatment
- sewer lines

- water lines
- storm drainage
- solid waste disposal
- communication facilities
- recycling

**FISHERIES**

- aquaculture
- commercial fishing/crabbing
- seafood processing

**TIMBER**

- fuelwood cutting
- logging

**MINING**

- gravel
- sand

**SUBSISTENCE**

- hunting
- gathering

**HABITATS**

- creeks or streams
- White Pass dock
- Taiya River
- Skagway River
- lakes
- upland game habitat

**HISTORIC, PREHISTORIC AND ARCHEOLOGICAL RESOURCES**

- Skagway Historic District
- Klondike Gold Rush National Historical Park
- Chilkoot Unit
- White Pass Unit

**HAZARDOUS MATERIALS**

- Transport
- Storage
- Toxic waste

# SKAGWAY COASTAL MANAGEMENT PROGRAM

## CITY MANAGER'S CHECKLIST

Building Permit #: \_\_\_\_\_

Date: \_\_\_\_\_

Certificate of Approval #: \_\_\_\_\_

I. Location

- within regulatory (100 year) flood plan
- below MHW line
- in navigable water
- on or near beach
- on shoreline
- in estuary
- on tidelflat
- in wetland
- in upland game habitat
- near fisheries enhancement/aquaculture

II. Development factors

- dredging
- filling
- excavation
- culvert installation
- bridge construction
- surface runoff
- land clearing
- removal of vegetation
- revegetation
- flood control
- drainage/permeability
- water flushing/circulation
- sewage handling
- solid waste disposal
- setbacks
- shoreline alteration
- shoreline access
- aesthetics
- buffers/screening
- energy conservation

IV. Potential Use Conflicts

- roads/highways
- docks
- airport
- park
- right-of-way

V. Special Development Requirements

# SKAGWAY COASTAL MANAGEMENT PROGRAM

## FIELD CHECKLIST

Date: \_\_\_\_\_

Building Permit Number: \_\_\_\_\_

Certificate of Approval #: \_\_\_\_\_

NOTE: Before conducting field check, re-read any conditions attached to the original permit. Also re-read any written findings from the SCMP consistency review.

### REVIEW FACTORS (check if properly conducted)

- dredging
- filling
- excavation
- culvert installation
- bridge construction
- surface runoff
- land clearing
- removal of vegetation
- revegetation
- flood control
- drainage/permeability
- water flushing/circulation
- sewage handling
- solid waste disposal
- setbacks
- shoreline alteration
- shoreline access
- aesthetics
- buffers/screening
- energy conservation
  
- potential use conflicts:
  - roads/highways
  - docks
  - airport
  - park
  - right-of-way
  - adjoining or neighboring property

SPECIAL DEVELOPMENT REQUIREMENTS SPECIFIED ON PERMIT/C.O.A.:

- 1.
- 2.
- 3.
- 4.
- 5.

# CITY OF SKAGWAY

## APPLICATION FOR BUILDING PERMIT and/or CERTIFICATE OF APPROVAL

### REQUEST FOR ADDITIONAL INFORMATION

We need more information from you in order to adequately review your application for a Building Permit \_\_\_\_\_

Certificate of Approval \_\_\_\_\_

Would you please provide us with the following:

- architectural or engineering drawings:
- specifications:
- plans:
- project management/logistics plan:
- statement of anticipated impacts on these coastal resources:

Please note that anticipated impacts might include changes in the ways that coastal resources are being used, in the range or number of uses being made of coastal resources, or in the quality of the coastal resources.

- statement supporting the reasonableness of the following part of your proposal:
- in this case, "reasonableness" refers to the following SCMP policy or standard:

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## APPENDIX E. KEYWORDS

Following is a list of key words appearing in Part 2 of this document and the page(s) on which you may find reference(s) to these words.

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