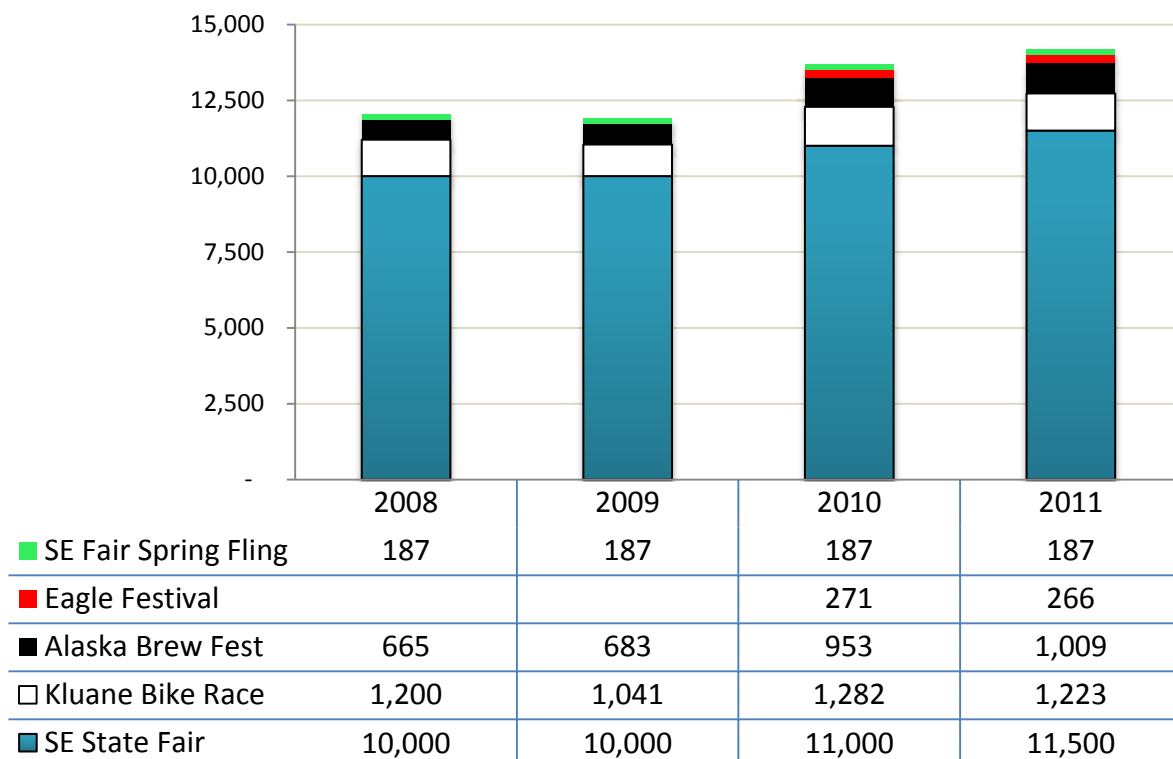


Despite receiving few cruise ships in port, Haines benefits from the Skagway cruise ship port of call because Haines businesses and the HCVB worked to develop opportunities for cruise passengers to visit Haines during their stay in Skagway. In 2011, approximately 28,500 cruise ship passengers visited Haines via fast day ferry between Skagway and Haines to do day excursions in Haines. These visitors spent an average of \$135 per person in Haines during their stay in 2011, or \$3.8 million (2011 Haines Cruise and Fast Ferry Passenger Survey, McDowell Group). Dependable fast day boat runs between these communities is essential to capture this business.

The Haines Borough's Convention and Visitor Bureau has partnered with community organizations and businesses to actively create destination events and market them. The Haines Chamber of Commerce's annual events calendar lists a number of activities that attract nearly 15,000 independent visitors annually (Chart 5-25). The largest of these is the multi-day Southeast Alaska State Fair that features live music, food, arts and crafts, farm animals, and amusement rides. In 2011, this event attracted 11,500 people. The next largest event is the 148 mile Kluane Chilkat International Bike Race in June, popular with local, Juneau and Whitehorse residents.

**Chart 5-25 Haines Event Visitors, 2008-2011**



The opportunities for recreation related tourism are deep in the community with access to so many varied outdoor settings. Visitors to Haines participate in many forms of individual and commercial recreation, including fishing, camping, hiking, hunting, rafting, kayaking, boating, photography, cross country skiing, snow-shoeing, snow-machining, dog-mushing, heli-skiing, snow-boarding, golf, rock climbing, mountaineering, biking, viewing eagles, bears and other wildlife, enjoying the scenery and more. Capturing this activity and identity, Haines brands and markets itself as a recreation destination and “Adventure Capital of Alaska.” Chapter 8 of this plan provides more detailed information on recreation assets in Haines Borough, which are used by residents and visitors. As noted previously, visitor-oriented businesses collectively provide the most employment in Haines and sales tax revenue increases significantly and peaks during the summer months.

Off-season and shoulder season tourism activity helps the economy during slower times of the year. Due to its consistent and heavy winter snow accumulation, Haines is increasingly becoming a destination for winter recreation and adventure for visitors from other Alaskan communities, the Lower 48, and other countries. Several private companies offer cross country ski, snowmachine and heli-ski and snowboard tours. The Chilkat Snowburners has hosted the Alcan 200 snowmachine race between Haines Junction in the Yukon and Haines for 42 years. In Chapter 4 the economic activity in Haines due to winter based tourism activity subject to sales tax is estimated at \$600,000.

### Concerns and Opportunities

Haines should continue to capitalize on its existing reputation and ‘brand’ as a recreation destination and “Adventure Capital of Alaska” by supporting a diversity of HCVB tourism marketing efforts, from cruise ships to Haines festivals to winter recreation.

The more AMHS ferry sailings there are to Haines the more passengers visit. Ongoing advocacy for daily summer and frequent winter AMHS ferry stops is important.

Ensuring that a reliable fast day boat service operates between Skagway and Haines in the summer is critical to businesses that offer Haines tours to Skagway cruise passengers, as well as to Borough sales tax revenue.

Key opportunity areas are increased cruise ship stops and more winter tourism. A survey of cruise and fast ferry visitors in 2011 showed that Haines’ unique small-town, friendly character is highly valued by visitors and should be part of the community’s marketing message. A continuous waterfront walkway was the top infrastructure improvement desired. Some deficiencies in customer service were noted and regular training for front-line employees at start of every summer is recommended. Haines should develop a focused winter recreation marketing and outreach program to help expand this market.

A challenge is to balance the demand for areas where either personally or for their business, people seek a semi-remote or wilderness experience, and the demand for areas where

sometimes hundreds of visitors a day can get a glimpse of the ‘remote’ and ‘wild’ country and resources in the Borough. Larger commercial recreation enterprises occur in the Chilkat Bald Eagle Preserve, the Chilkoot River, Chilkat Lake, Davidson Glacier, and other locations. Attitude surveys show broad support for tourism growth among Borough residents, but land use should be managed to ensure all users’ expectations can be met.

For example, to avoid conflicts, the Borough requires commercial ski tour permittees to yield to non-motorized, recreational backcountry users within the boundaries of the area known as Telemark Ridge at the head of the Haska Creek drainage, on a by request basis. Hiking and skiing trails in Haines Borough are well-used by residents, individual visitors, and commercial tour providers. The Borough can proactively prevent future trail use conflicts and help ensure continued satisfactory experiences by overseeing preparation of a plan and agreements on the types and levels of trail use so that both resident’s and commercial user’s expectations can be satisfied.

To more effectively promote and encourage other winter tourism activity, such as cross country skiing, snow-shoeing and snow machining, the Borough needs to identify and designate areas, routes or trails for these purposes; determine what maintenance and facilities if any they are providing; and sign areas or map accordingly with appropriate cautions. This type of clarity will assist the Haines Convention and Visitor Bureau in preparing and marketing a better winter recreation campaign.

A number of concerns have been raised by residents and businesses regarding winter heli-sport tours out the Haines Highway, including helicopter noise, impact on wildlife, customer safety while on the mountain, helicopter use close to roads or residences, the quality of customer experience, and confidentiality and competition among tour companies. Given these concerns, the Borough has actively managed heli-skiing from its inception in the area. The Borough does this by regulating the number of total skier days and allocating these among companies, identifying where heli-skiing can take place, the hours of operation, requiring GPS reporting of flight paths and landings, bi-weekly reporting and more.

For 2012, the Borough allowed 2,600 total skier days. (A skier day is one individual skier, snowboarder, photographer, or a member of a photographer's staff participating in a commercial ski tour or a commercial ski production on one particular day or any portion of a day excluding guides.)

In 2011 one business proposed development of a heliport on its land on the Chilkat Lake Road, which raised concerns about neighborhood character, noise and safety. The planning commission and assembly denied the permit based on health, safety and welfare issues, but this raised a larger question of whether a heliport on public land should be developed to consolidate helicopter activity. To effectively plan for future heliport use the Borough should work to establish a criteria that clearly defines the public health, safety and welfare issues it desires to address, define the characteristics a suitable site would have such as acceptable noise levels and distance from residences, systematically evaluate possible sites, and if a site is

identified and developed, offer incentives (e.g. increased skier days) and disincentives to encourage its use.

Summer heli-tourism has been a very contentious issue and thus Haines has positioned itself away from summer helicopter tours and worked with the cruise industry to focus heli-tours out of Skagway and Juneau. Many fixed-wing flightseeing opportunities exist in Haines where the majority of summer visitors still prefer the more “grounded” adventures of hiking, boating or floating the many trails and rivers in the Chilkat Valley.

Finally, many of the opportunity areas and actions in Chapter 8 on Parks, Recreation and Open Space are also relevant to tourism development.

### ***5.8.6 Trade, Transportation (Transshipment) and Utilities***

Trade, Transportation and Utilities is another top employment sector in the Haines Borough, accounting for 14% of all employment and 11% of work related income (Table 5-19). For confidentiality reasons, businesses in this sector are not broken out entirely; however, it is known that Retail Trade provides most (85% to 90%) of the jobs and wages in this sector and of this, sales of food and beverages comprises the largest component followed by sales of building materials. Wholesale trade is also part of this sector and includes all fuel sales in the area (these numbers are confidential since Delta Western is the only wholesale retailer).

Scenic and sightseeing related transportation employment and income has been moved to Tourism for this analysis. The remaining private sector transportation jobs here are air, marine, truck and other ground passenger transportation and account for just 1% of Haines’s jobs. Private sector utility jobs in Haines includes the workforce at Alaska Power and Telephone and Inside Passage Electric Cooperative.

In this section concerns and opportunities related to Retail Trade and to Transportation are considered separately.

#### **Retail Trade - Concerns and Opportunities**

In this section the Downtown Business District is discussed since so many retail stores and eating and beverage establishments are in that area. Ideas to strengthen existing businesses are discussed here, as is entrepreneurial activity in Haines.

The dominant strategy is to support and strengthen the many existing businesses in Haines that are engaged in retail trade. This also helps capture increased local spending that could otherwise escape the community. Local purchase of building supplies and groceries keeps money in town and local businesses strong. Table 5-1 at the beginning of this chapter (pg. 58) lists eight economic development ideas supported by the majority of the community. Garnering 85% support is, “establishing a low interest loan program for small businesses in Haines.” Opportunities like this that lead to the addition of one or two jobs, even part-time jobs, help



expand the economy from within and increase the already important trade, transportation and utility sector.

A challenge for existing and to attract new commercial businesses is the high cost of electricity, especially for establishment that depend upon refrigerators and freezers like grocery stores and places with retail sales of seafood.

Haines Borough actions to provide a stable tax environment and make local business permitting and tax reporting easy to accomplish are important to this sector.

Every effort that increases the number of visitors that stop and shop in the Downtown Business District strengthens the economy and businesses engaged in trade. In 2010, the Haines Borough had a Downtown Haines Revitalization Plan prepared to implement direction from the 2004 Comprehensive Plan to, “Create a long term business development program for the downtown business core.” The Revitalization Plan conducted a number research and analysis tasks and recommended 20+ actions to reinvigorate Haines’ downtown business area, with an estimated cost and possible funding sources for each (Table 5-26). Efforts to make these actions happen will strengthen the trade sector of the Haines economy. Revitalization efforts should use the 4-prong “Main Street” approach which involves: 1) organization and coordination, 2) marketing and promotion of downtown’s authentic assets, 3) improving downtown design and infrastructure, and 4) focus on long-term business and economic development.

The Downtown Business District is also discussed in Chapter 7 Land Use and Future Growth section 7.4.3 and the adjacent 15 acres of Borough-owned land in section 7.4.4.

<b>TABLE 5-26 STATUS OF DOWNTOWN REVITALIZATION PLAN RECOMMENDATIONS</b>	
<b>Recommendation</b>	<b>Status</b>
1. Establish a Downtown Improvement Organization	Done, but lack of time and professional staffing has limited group. To achieve results need to formalize Downtown Revitalization Committee (DRC), define direction and authorities, and give specific and concrete tasks.
2. Define the Haines Downtown Improvement District	Future Growth Map depicts Downtown Business District; this could serve as formal designation.
3. Wayfaring Signage Improvements	Wayfaring signage installed spring 2012.
4. Directional Highway signs need to lead vehicles to, not bypassing, Downtown.	Some DRC and Borough staff work has occurred, ADOT&PF interested. Need to complete
5. Rebuild Main Street Sidewalks	ADOT&PF doing in 2012, but does not include widened sidewalks. State ownership of Main Street complicates achieving downtown revitalization goals. Borough-ADOT&PF dialogue needed to see if future context sensitive solutions (CSS) possible to accommodate improvements.
6. Strengthen Link to Museum	Wayfaring signs installed. Better visual signal and walking path needed.

7. Provide Pedestrian Amenities along Front Street	Sidewalk improvements occurring.
8. Improve Off-Street Pedestrian Walkways	Several improvements from Port Chilkoot dock scheduled for 2012.
9. Provide Main Street Canopies	See 4 above. Not possible?
10. Create Visual Landmark at Front Street and Main Street	No progress, see action x-x in this plan
11. Start a Building Improvement/ Facade Grant Program	No program in place.
12. Encourage Murals and Public Art	Happening spontaneously
13. Integrate Downtown Revitalization with Other Plans	Ongoing
14. Transit: Promote a Downtown Bus Loop	Borough Consolidated Transportation Plan and CIA work funded by Mobility Manager Grant occurring. See Transportation Section 6.5 on Transit
15. Buy Local Campaign	Chamber of Commerce promotion
16. Haines Walking Map, tied in with new signage	No progress.
17. Special Events	Great festivals and some tie in with downtown businesses but could be more organized and beneficial
18. Downtown Maintenance and Clean-up	Spring clean-up, no downtown specific programs
19. Celebrate Each Success	
20. Education, Research and Business Retention	Chamber of Commerce polls membership on topics, periodic programs
21. Reuse of Old School Site	Old school building torn down. Now 15-acres Borough land, recommend Master Plan, see section 7.4.4 of this Plan.
22. Promote Infill along Main Street.	No program

## Transshipment – Opportunities and Concerns

Haines has always been a crossroads that connects Southeast waterways with Interior Alaska and Canada. In the early days, Tlingit Indians controlled nearby trade routes leading inland. In the 1890's miners and prospectors stampeded through Haines during the gold rush. Today, marine to interior transshipment may again be a significant economic development opportunity for Haines Borough primarily due to the demand for commodity transshipment to (fuel) and from (ore) the Yukon. Transportation businesses generated \$37,308 in sales and property taxes to the Borough in 2010 (Table 4-8) and in 2011, Lutak Dock related revenue to the Borough was \$239,000. Success at expanding freight movement to and through the community will generate cargo and wharfage fees for Haines Borough if the Lutak Dock is used, could involve uplands leases, could increase local stevedoring and trucking work, and “multiplier” spending by these employees could create new retail sales. Where workers live, how much time they spend in Haines, and which docks and uplands are used are all factors that will affect the magnitude of the local economic impact. These and other factors should be part of

conversations and agreements between private sector transshippers, facility and commodity owners, Haines Borough and Canadian officials.

Two studies in 2005 and 2007 by the Yukon Government<sup>18</sup> investigated the demand for supplies and commodities transshipment that can reasonably be expected from Northern and Interior Alaska and the Yukon over the next 50 years. The purpose is to assist the Yukon in estimating total transport cost in relation to probable selling prices and determine the best transshipment options and needed capital investment. The Yukon Government paid for these studies as the bulk of the exports will be minerals from the Yukon.

These studies, *“suggest that Haines is the preferred option for larger quantities of products such as coal and iron ore, which are likely to be developed in the longer term, while Skagway is the preferred option for [ore] concentrates and smaller quantities of coal”* (pg. 69, KPMG Study). Skagway is closer to the source for many mineral deposits so it is favored for smaller and shorter-term export needs, but it has little upland and port expansion opportunity, thus limiting bulk throughput to a maximum of about two to three million tonnes per year. Both the road system and narrow gauge railway at Skagway are unsuited to large-scale bulk exports. Hence, large-scale bulk exports (longer-term need) through Skagway is considered infeasible.

The options that these reports state appear best for further consideration are:

- Short Term – Truck shipment of inbound and outbound goods through Haines, Skagway and Stewart, depending on the relative advantage of each port for each potential movement. Some consideration could also be given to utilizing the White Pass and Yukon Railway for outbound mineral concentrate movements.

Depending on location of ore, short-term transshipment through Haines is feasible at the Lutak Dock or Chilkoot Lumber Dock. Haines is also well positioned for a potential role in the supply of pipe and other supplies for the construction of an Alaska Highway Gas Pipeline; particularly those that construction spreads west of Whitehorse. Existing marine terminals could be easily modified for this freight.

- Medium Term – Further truck shipment of inbound and outbound goods through Haines, Skagway and Stewart as well as utilizing the White Pass and Yukon Railway for outbound mineral concentrate and potentially small volume coal movements.
- Long Term – The long term development concept for Haines is based on the utilization of the old Army Fuel Tank Farm as a site for a major bulk terminal for either coal or iron ore. This site is about 200 acres in size, is relatively flat and can easily access the foreshore for the loading of deep-sea vessels. A Standard Gauge Railroad to Haines

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<sup>18</sup> Yukon Ports Access Strategy for Yukon Economic Development, KPMG, 2005; Rails to Resources to Ports: The Alaska Canada Rail Link Project Phase I feasibility Study, ALCAN RaiLink Inc., 2007

would be required, with a proposed route across the Yukon Mountains, along the Chilkat River Valley, and across to Lutak Dock.

Those following the potential role of a railroad in freight transport have identified three possible routes at a planning level:

- A railroad that would tunnel under Ripinsky, cross Chilkat River at Zimovia Pt. (near 9-mile) and follow the historic Dalton Trail, then cross the Chilkat River at Moose Valley and run through Moose Valley and then along the Kelsall River Valley;
- A railroad that would either tunnel under Ripinsky or be a road paralleling Haines Highway through town, then follow the Haines Highway; or
- A railroad that would follow the Chilkoot River Valley north.

Regardless of the route, they all start by the Lutak Dock and, once in Canada, join up around Carmacks and head to Fairbanks.

The immediacy of the Yukon's fuel and commodity needs has re-focused transshipment options on trucks. To facilitate these options continued investment in Haines Highway road and bridge improvements to support industrial truck loads must occur (simultaneous with installation of widened shoulder for biking and better pull-outs for visitor traffic, parking and recreational use). There is a designated truck route to Lutak Dock that bypasses downtown; however a close look at future growth designations, zoning and current uses along this route is appropriate to determine if any changes are warranted. Concerns related to more large truck traffic along the Haines Highway have been raised such as increased risk to commuters and school buses, increased emergency response costs to the Borough, potential impact on the Klehini and Chilkat Rivers due to accidental spills, and noise in both the valley and town. Haines Highway is a state-owned road and as such the Borough will need a good working relationship with shippers and commodity and facility owners to enable agreement to address community concerns like those just identified related to increased truck traffic.

### **5.8.7 Construction**

In 2010, construction provides 17% of Haines employment income – more than any other industry - but only 9% of the Borough's overall employment (Table 5-20). In Southeast Alaska construction accounts for just 5% of regional wages, meaning this is one area in which Haines looks different from the region. Construction wages are high; the average wage in the Haines construction sector was \$70,228 in 2010, more than twice the private sector average wage of \$30,929. Wages are higher in part because of Davis Bacon rules.

Southeast Road Builders is the number six top employer of Haines residents (2010). Other construction companies include Northern Construction, Turner Construction, Stickler Construction Company, and other licensed contractors. When considering Haines' construction employment keep in mind that Southeast Road Builders, is one of the largest construction companies in the Southeast Alaska. It operates both in Haines as well as around the region,

using a mix of Haines employees and local hire from the communities that host the company's projects. So, while ADOLWD reports the employment and wages as originating from Haines, in reality some of the wages represent non-local employment. This is not to discount the benefit of construction to the local economy and employment. Construction related businesses also contributed \$84,000 in sales and property tax revenue in 2010 (Table 4-9).

### Concerns and Opportunities

A challenge, and at the same time a benefit, is that Haines' construction jobs are dependent upon public sector government contracts or funding sources. So in many ways the construction industry acts like a state or federal employer in that its health is tied to government policies and funding streams, rather than private sector economic trends. Future reductions in federal transportation spending are anticipated in the range of 20-30%, which could hit the Haines economy and businesses particularly hard. Strengthening the regional economy overall will support the local construction industry.

#### **5.8.8 Health Services**

The Health and Education Services sector is strong component of the Haines economy, accounting for 11% of total local income (\$4.99 million), and 12% of all employment (167 jobs). Private health care and social services comprise 90% of this sector's work (for confidentiality reasons, these sectors are not broken out entirely). Health care and health care related activities represent a critical piece of the Haines Borough economy.

Haines has a diversity of medical services, especially considering it's rural location and smaller size. The main health provider is the Southeast Alaska Regional Health Consortium (SEARHC) which runs the Haines medical clinic. There is also a public health nurse, and a state and locally supported mental health clinic. In addition, Haines has an expanding number of services for its increasing senior population.

A more complete review of medical infrastructure and social services is provided in Chapter 11 – Community Services. That chapter also has objectives and actions to fill local health care gaps and support Haines residents.

#### **5.8.9 Families and Seniors**

Families provide vitality and energy in a community. Haines has been bucking regional trends by growing slowly over the last decade, however it has not been due to increasing numbers of families as there are fewer families now than a decade ago.

A Haines economic development objective is to increase the number of family households with children under 18 over next decade by at least 10% (28 more households). Attracting and retaining families is key to continued community growth and sustainability of the school

system. In 2011, there were at least 31 births by Haines residents. If all these families stay in the community it would mean an additional 1.5 school classrooms and teachers.

Haines continues to garner a reputation as a family friendly/family-oriented community that cares about young children. Haines has the opportunity to market this segment of its identity to new families considering moving to Haines by developing materials that outline and promote the services and opportunities for youth in Haines; and by gaining a better understanding of current gaps and needs.

Parents need jobs though, and interviews with families in town show that while coming home at lunch to see their children is an appreciated example of Haines's small-town, family-friendly qualities, it can be hard to piece together enough income to support a family. Younger residents also tend to have less "mailbox" income to fall back upon.

Haines has an active and significant senior population, and Haines' status as a retirement community is growing. Haines Borough has more senior citizens per capita than any other Borough or community in Alaska. The proportion of those 65 and older in Haines increased from 10% in 2000 to 14% in 2010. By 2024, those 65 and older are expected to make up 33% of the local population.

There are specific objectives and actions to try to systematically work to increase the number of families in Haines by providing services and facilities that attract and sustain both families and the growing population of seniors and retirees in both this and Chapter 11 on Community Services.

#### ***5.8.10 Timber and Forest-Related***

There are 12-15 full or part time jobs in Haines related to timber. This includes three active sawmills in Haines (Fair Drive, 25 mile, 31 mile), two to three individuals who work annually on 50-100 acre thinning and pruning contracts for the State Forest, two legal and several unpermitted individuals that have businesses providing firewood, and at least six individuals working part or fulltime manufacturing value-added objects from wood and other forest products. Firewood and sawmill products are generally local sales and advertised by word of mouth. Value-added products are sold primarily to outsiders via catalogue and internet sales.

Given the presence of a State Forest in Haines Borough – one of only three in the state - there could be more income, employment and fuel for biomass heat from this unique asset. Sustainable timber sale volume within the Haines State Forest has been calculated as 5.88 million board feet (MBF) annually. Over the next five years, sales of about 1-2 MBF annually are scheduled. The lack of a larger market, the impact of the spruce bark beetle, the quality of timber, and the cost of doing business has limited larger sales. These are small sales, but are volumes that seem to work well with the community and local markets. Continued state support for individual negotiated sales and small timber sales is important to Haines residents.

## Concerns and Opportunities

Depending on markets and demand, periodic consideration to larger sales that are still within sustainable yields should be considered. Support for ADNR management of small timber sales on adjacent University of Alaska and Alaska Mental Health Trust land is also an option. Application of Haines State Forest rules to these lands will protect anadromous fish streams and lakes to ensure harvest occurs in a manner that protects anadromous fish habitat.

Alaskans don't often think about fire danger in the temperate rainforest that comprises the Tongass National Forest, but northern Haines and Skagway and neighboring British Columbia have a different climate and are in forest fire country. The state and federal government and Canadian provincial government periodically fund removal of dead and downed wood for fire protection. More contracts like this could translate into jobs, and, the cleared wood is biomass that could be used for heating or other purposes.

Other opportunities are developing a program to promote lease of forest plots for agricultural purposes, and harvest or farming of berries, currants, mushrooms, sedges, grains, and medicinal or cosmetically used plants. Resource use permits for these uses along with promotional workshops and business development could occur. Agricultural opportunities in Haines are unique in Southeast due to the interface between maritime and interior climates, as the many producing gardens and fruit trees in the Borough shows. Support for increased food production was a top economic opportunity favored in the Community Opinion Survey (Table 5-1). Southeast Conference and others are working on related efforts to increase food security in Southeast Alaska.

There is an experimental forest program in Haines that many do not know about. The Timber Stand Improvement program was established in the 1960s-70s and are two 10 acre plots off the Kelsall Road where different forest treatments have been applied and monitored. Collaborating with the Alaska Rainforest Center, US Forest Service research station and UAS on research here could occur.

Individuals and businesses working with wood from the State Forest need to join together, perhaps with Chamber or Borough assistance, to increase recognition of the timber-related local economy. There is a regional Forest Products Economic Cluster that meets to accomplish actions that benefit segments of the forest industry, and this group has no knowledge of the Haines area businesses dependent on the forest.

Haines Borough is concerned with balanced resource use. The Haines State Forest is a multiple resource forest important for wood and forest products, anadromous fish habitat, and as a place where recreational tourism takes place (rafting, jet boating, heli-skiing) with the potential for economic benefits through increased winter recreational tourism and other visitation. Recognizing this, the Borough intends to carefully review ADNR proposed 5 year timber sales and others state and federal plans and projects.

### **5.8.11 Mineral Resources and Mining**

There is a wealth of minerals in Haines Borough, including industrial minerals such as sand, gravel, rock and marble, and commodities that include gold, zinc, lead, copper, silver, barite, iron ore, titanium and possibly platinum group minerals. Major, known mineralized areas in the Borough are reviewed now.

Porcupine District – Porcupine is the original Haines mining district. Residents still work the historic Porcupine placer deposit and the area was “put on the map” again in 2010 when Discovery Channel filmed “Gold Rush Alaska,” a reality TV mining show here that is very popular. Gold was discovered in 1898 in the Porcupine District south of the Klehini River and 30 miles northwest of Haines. By 1930, about \$1.25 million worth of placer gold had been taken from this area. At least 75 lode and six placer claims are currently active. Gold bearing gravel has also been found on the lower Kellsall River, Rosaunt Creek, and in the middle reaches of the Tsirku River. The Big Nugget Mine on Porcupine Creek improved access for recreational miners and others. Adjacent to the placer claims are some copper, lead, zinc, gold, and barite showings that have intermittently been staked but never extensively explored. On the Future Growth Map (Figure 7-10) this area is designated for Resource Development.

Glacier Creek— Exploration is ongoing at Constantine Minerals' Palmer claims around the Glacier Creek. Their work picked up from Rubicon exploration in the late 1990s and early 2000's in this lead, zinc and copper deposit. Constantine Mineral's exploration led to the discovery in 2007/08 of new massive sulphide mineralization at the South Wall and RW Zones in the Glacier Creek prospect area of the property. The deposit is within a contiguous block of 340 federal unpatented lode mining claims, which cover an area of approximately 6,765 acres and 63 state mineral claims that cover an area of approximately 9,200 acres.

In 2010, a crew of 20-30 geologists, helicopter pilots, laborers, and cooks including eight local residents assisted with exploration and spent \$2.5 million that year in the area. However, Constantine did not conduct exploration in the area in 2011 or 2012, but reportedly remains committed to the project. If developed, Constantine estimates the mine could create 200-400 jobs during development and 200-350 jobs during its operational lifetime. On the Future Growth Map (Figure 7-10) this area is designated for Resource Development.

Klukwan Iron Ore Deposit - Since the 1970's consideration had been given to the development of a major iron ore deposit near Klukwan. In the 2000's the project was considered unfeasible and the land was placed into an environmental trust and is reportedly no longer open for development. On the Future Growth Map this area is designated for Multiple Use with a Recreation Emphasis.

Rock, Gravel and Sand - Rock, gravel and sand materials are an important resource for Haines Borough and local businesses. Gravel deposits from the area have been documented as best in the region for hardness, thereby increasing their value for road building. Haines location on the Highway System and with easy ocean barge access is another asset for its high grade rock. Its



location on or near major river floodplains tends to provide a renewable and continuous source of materials. Other sources are also available including talus slopes, glacial moraines, and beach deposits.

A Haines ultramafic occurrence, listed by the U.S. Bureau of Mines, contains iron and titanium mineralization in the townsite area; prospects for use have never been sufficiently quantified.

Chilkat Peninsula Prospects -The Chilkat Peninsula and Chilkat Island area was studied as a cooperative effort between the State of Alaska, Division of Geological and Geophysical Surveys and the U.S. Bureau of Mines as part of the larger Juneau Mining District study. Six prospects of gold, copper, silver, zinc, barite, and cobalt were identified.

Coast Range and Chilkat Range - Both sides of Lynn Canal south of Haines have substantial mineral prospects quantified overtime by various mineral exploration companies. Mineralization includes gold, silver, copper, lead, zinc, cobalt and radioactive prospects.

## 5.9 Implementation Plan

Over the next 20 years the Haines Borough, its citizens, businesses, local organizations and others will systematically work to accomplish the Economic Development goals, objectives and actions listed.

Strategies	Timeframe			Responsibility
1-2 3-5 6 -10+				
Goal 3: Achieve a strong, diversified local economy that provides employment and income for all citizens that desire to work while protecting the health of the environment and quality of life. Build on local assets and competitive advantages to create economic opportunity.				
Objective 3A: Attract and retain Location-Neutral workers, income earners, and business owners to Haines (i.e. Kensington or Greens Creek workers, internet based jobs and businesses, artists and writers, retirees).				
1. Conduct a survey to learn which community assets attract Haines’s Location-Neutral workers, income earners and business owners to Haines and what causes them to leave.	X			Borough, Chamber
2. Based on survey results, take action to fill identified gaps and develop a marketing plan that highlights assets that bring these individuals to Haines. (For example, actions might include business incubator that provides office space, business machines, possible staff, etc.).	X	X		Borough, Chamber
Objective 3B: Maintain and enhance subsistence resources and opportunities for all citizens.				

Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
1. Represent Haines as a rural community before state and federal subsistence boards and commissions to ensure continued subsistence access and use by all community residents.	X	X	X	CIA, Klukwan, Borough
2. Identify areas that are heavily used for subsistence and recreational fishing, crabbing, and shrimping and pursue designation by the State Board of Fisheries as non-commercial areas (e.g. the Chilkat Inlet northwest of Glacier Point).		X		Borough, Haines Local Advisory Committee
<b>Objective 3C: Add value to local commercial fisheries and to commercial fishing/seafood processing activity.</b> <i>Refer to Transportation 4B (1-4) for objective and actions specific to Portage Cove Small Boat Harbor expansion.</i>				
1. Support local organizations and businesses working to increase value-added processing.	X	X		Chamber, JEDC, SEC
2. Identify and prioritize infrastructure needed to increase spending of commercial fleet on vessel and gear storage, repair, and maintenance in Haines.	X			Borough, P&HAC, Haines fishing fleet
3. Encourage development of a Marine Industrial Park with lease lots or rental space; good sites would be the Chilkat Cruises area, tankfarm site now decommissioned at the Old Haines Highway/Beach Street intersection, or near Lutak Dock or Chilkoot Lumber dock.		X		Borough, P&HAC, fleet, Chamber
4. Increase use of Borough's harbor icehouse by fleet.	X			P&HAC, Borough, fleet
5. Determine if a cold storage where processors and individuals could lease product space would encourage local value-added sales and processing. If so, conduct cost/benefit analysis and determine appropriate size.	X	X		P&HAC, fleet
6. Support youth voc-ed training and internships that reduce barriers for young people to enter commercial fishing, such as business and accounting skills, small engine repair, and welding.	X	X		Haines Schools, Ocean Beauty, fleet
7. Work with agency and other professional limnologists and fisheries biologists to restore Chilkoot and Chilkat Lake sockeye runs to historic levels of productivity. <i>cross reference with Land Use 6 A( 7)</i>	X	X		Borough, ADF&G, CIA, CIV, fleet, TWC
8. Work with the ADNR to designate key salmon producing drainages in the Haines State Forest for extended rotation length to promote fish production.		X		Borough, ADNR, ADF&G
9. Maintain or enhance fish habitat within special management zones 300 feet on either side of	X	X	X	Borough, ADNR, ADF&G

Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
anadromous fish streams and 500 feet from anadromous fish bearing lakes (state forest rules). <i>cross reference with Land Use 6 A(8)</i>				
<b>Objective 3D: Capitalize on Haines’ existing reputation and ‘brand’ as a recreation destination and “Adventure Capital of Alaska” by expanding related businesses, jobs and commerce.</b>				
1. Continue to support a diversity of Haines Borough marketing efforts that promote and celebrate these qualities, including re-initiation of the “Move to Haines” campaign and targeted marketing to cruise ships, about Haines festivals, and winter recreation.	X	X	X	Borough, HCVB, Chamber
2. Continue efforts to increase cruise ships visits per week, such as building relationships with key cruise line representatives in Alaska and elsewhere; outreach to shore representatives; and hosting occasional community events for crew such as appreciation barbeques, guided hikes, soccer games and other events to allow crew members to get a sense of the Haines community.	X	X		Borough, HCVB, Chamber
3. Develop a winter recreation marketing and outreach program.		X		Chamber, HCVB, Borough
4. Provide certainty for both businesses and residents by preparing a heli-ski management plan that addresses safety, neighborhood quality, heliports, routes and areas of use, monitoring, quality experience etc. Don’t re-invent the wheel; build on existing permits and decisions.		X		Borough
5. Support continued fast shuttle ferry service between Haines and Skagway.	X	X	X	Borough, local businesses
6. Develop a continuous multi-use path along Lutak/Portage Cove from AMHS ferry terminal to Nukdik Pt. to Portage Cove State Recreation Site to Battery Point. Path should link Picture Point’s new picnic and viewing area with parking and interpretative signage, the small boat harbor, Lookout Park, Tlingit Park and Playground, a developed (but natural) beach access and path between Lookout Park and Port Chilkoot Dock, Port Chilkoot Dock restroom facilities, and Portage Cove Campground and Recreation site. Restore public access to Portage Cove on Borough land near Lighthouse Restaurant. <i>Cross reference with Land Use 8A (1)</i>	X	X	X	Borough, ADOT&PF
7. In addition to Adventure Capital of Alaska, develop a secondary marketing theme that captures Haines’ sense of community, which visitors notice and highly prize (2011	X			Chamber, HCVB, Borough

Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
Cruise Ship Survey). Highlight Haines' unique small-town character in advertising and public relations activities.				
<b>Objective 3E: Continue to implement the 2011 Downtown Haines Revitalization Plan</b>				
1. Define the Downtown Business District (DBD).	X			Borough, DRVC, Chamber, business owners
2. Determine best way to empower Downtown Revitalization Committee (DRVC). Give it specific tasks and implement its findings.	X			
3. Promote infill of empty lots and buildings in DBD. Identify reasons why businesses locate elsewhere, and identify a suite of acceptable incentives to encourage businesses to locate in DBD into vacant buildings or empty parcels (e.g. temporary reduction in property taxes, utility rates, or other business fees linked to location in DBD, investments in building construction, upgrades, etc.).	X	X	X	
4. Build on spontaneous efforts and develop programs to encourage temporary window displays and uses for empty buildings in DBD.	X	X	X	
5. Build on spontaneous efforts and support creation of murals throughout DBD by supplying paint.	X	X	X	
6. Create a Building & Facade Improvement grant program for DBD.	X	X		HCVB, DRVC, business owners
7. Integrate the new wayfaring signage with a new walking map and maps on promotional websites.	X			
8. Increase visibility of routes and ease of access to DBD; relocate and improve highway and directional signs to point people and vehicles to – rather than bypass - Main Street ( <i>for example, the sign at 2<sup>nd</sup> and Union now specifically directs highway traffic to bypass downtown</i> ). <i>Cross reference with Transportation 4F(8)</i>	X	X		Borough, HCVB, DRVC, Chamber, business owners, ADOT&PF
9. Strengthen walking and visual links to Sheldon Museum from Front Street. Create visual landmark at intersection of Front Street and Main Street (e.g., totem pole, flags, sculpture, other)	X	X		Borough, HAC, Sheldon Museum, Lighthouse Restaurant
10. Widen Main Street sidewalks and provide pedestrian amenities that encourage lingering, window-shopping that become shopping, and promotes vitality. Partnership with ADOT&PF required (or street acquisition).	X	X	X	Borough, ADOT&PF, DRVC, Chamber, business owners
11. Provide business education, research, and training for business owners to promote success.	X			DRVC, Chamber
12. Support Buy Local, Eat-Local, Tax-Free days, planned	X	X	X	Borough, DRVC,

Strategies	Timeframe			Responsibility
	1-2	3-5	6 -10+	
events, and similar promotions that bring residents and visitors to downtown to make local purchases.				Chamber, business owners
13. Establish metrics defining economic conditions in DBD and identify indicators to use to evaluate and measure result of incentives program and changing conditions. (see Haines Downtown Revitalization Plan)	X	X	X	
<b>Objective 3F: Strengthen entrepreneurial activity and businesses.</b> Provide entrepreneurs with the resources that will enable them to develop and expand their businesses				
1. Identify and work to address infrastructure and services that meets entrepreneur’s needs. For example, it has been suggested that there is a need for a functioning (winterized, bathrooms, running water) downtown Office Building with offices for rent, possibly with shared business services available. Formally investigate demand and if it exists, identify options to satisfy, including public investment or incentives, private-public partnerships, etc. see similar objective at 2E	X			DRVC, Borough, business owners, Chamber
2. Enact a low-interest small-loan program for businesses in Haines (establish goals, terms, loan criteria, other).	X	X		Borough, CIA
3. Periodically provide entrepreneurship education classes to sow the seeds of economic diversification.		X		Chamber, JEDC
4. Provide regular customer service training for front-line employees at start of every summer.	X	X	X	Business owners, Chamber, HCVB
5. Update Haines economic indicators every two years to maintain current on understanding of economy, business diversity and interdependencies, leading industries, employment, wages, personal income, and local revenue to track changes and measure result of efforts.	X	X		Borough, Chamber
<b>Objective 3G: Haines Borough residents need access to reliable, fast, and affordable internet as this increasingly is a necessity for business, education, and services.</b> Cross reference with Utilities Objective 15 J				
1. Pursue grant and other opportunities to provide internet access to rural areas; make current Open Skies (starband) program for rural Alaska known to citizens.	X	X	X	Borough, Chamber
2. Work with cell service and internet providers, regulators, Southeast Conference, and others to inventory infrastructure, coverage, gaps and rates in Borough. Collaborate on ideas to fill gaps and address needs.	X	X		Borough, SEC, cell/internet providers, USDA-RD, DCCED, RCA
<b>Objective 3H: Haines Borough should work with local electric utilities to achieve a rate of 15 cents per Kwh or lower. Support actions to reduce power, heating, and fuel costs.</b> Cross reference with Utilities Objective 15 L. Also review Utilities Objectives 15 K, L and M and implementing				

Strategies	Timeframe			Responsibility
1-2 3-5 6 -10+				
actions for full review of Power				
1. Identify any actions that could lower rates. Focus on opportunities to benefit commercial and industrial users. <i>Cross reference with Utilities 15 L( 1)</i>	X	X		Borough, AP&T, RCA
<b>Objective 3I: Maintain a business-friendly regulatory environment by providing stable local tax rates, reasonable permit fees, and timely permit reviews.</b>				
1. Study the costs and benefits for requiring a Borough business license in addition to a state license. If costs exceed benefits, eliminate.	X			Borough
2. Examine the effectiveness of the Borough Tour Permit system.	X			Borough
3. Provide for internet based sales tax reporting/return program.	X			Borough
<b>Objective 3J: Capitalize on Haines’s position as a transportation hub to increase transfer and shipment of cargo, supplies, fuel, and other commodities with the Yukon, northern British Columbia, and Interior Alaska. <i>Cross reference with Transportation 4(A)</i></b>				
1. Ensure that Haines Highway and its bridges are capable and certified to handle load/weights necessary to transport ore, LNG and similar loads to and from Yukon, northern British Columbia, and interior Alaska. a) Identify current load certification of Haines Highway and Bridges. b) Identify industrial load roads must bear. c) Upgrade and recertify as needed, including allocating funding to accomplish.	X	X	X	Borough, ADOT&PF, commodity producers, State Legislators
2. Actively market Haines port and highway facilities and capacities.	X	X	X	Borough, Chamber
3. Prepare Port Development Plan (Identify transshipment opportunities for which Haines is competitive, estimate revenue and jobs to community, risks, and identify infrastructure, marketing and other investments needed to capture increased market share by Haines Borough and private partners).	X			Borough, Port Steering Committee, Chamber
4. Based on Port Development Plan’s recommendations, identify decision-making sequence, strategic investments and funders, and timeline. Take systematic action.	X	X		Borough, Port Steering Committee, Chamber
5. Investigate options, pros and cons, to meet Yukon Liquid Natural Gas (LNG) transshipment demand.	X	X		Borough
6. Identify measures to avoid or minimize impacts from industrial truck traffic along Highway to Lutak Dock (e.g., noise, operation of engine brakes, routes, hours of operation, etc.).	X			Borough

Strategies	Timeframe			Responsibility
	1-2	3-5	6 -10+	
7. Work with the Haines School District to strengthen its construction and building trades program, and with Alaska Workforce Development to heighten awareness of training programs for the construction and building trades.	X	X	X	Borough, Haines Schools, construction businesses
8. Continue to request that federal tank farm uplands, waterfront, and dock be conveyed to the Haines Borough by BLM following the tank farm site cleanup. If the Borough is not able to acquire this land, work with CIA or other new landowner to secure public access and to encourage cooperation to enhance public use and access.	X	X	X	Borough, CIA, BLM
<b>Objective 3K: Increase number of family households with children under 18 over next decade by at least 10% (28 more households)</b> <i>Cross reference with Community Services Objective 17 F; refer to 17 E for implementing actions 1-6</i>				
<b>Objective 3L: Sustain, promote, and selectively expand services and amenities for retirees and seniors.</b> <i>Cross reference with Community Services Objective 17 D and implementing actions 1-9</i>				
<b>Objective 3M: Continue sustained yield timber harvest from Haines State Forest, increase value-added wood and forest product use, support use of local wood for biomass heating.</b>				
1. Increase recognition of Haines wood-related businesses and activity. Advocate recognition of, and then participate in, regional economic efforts to foster Forest Products Economic Cluster in northern southeast Alaska <sup>19</sup> .	X	X	X	Sawmill owner, value-added wood business owner, CIA, ADNR, JEDC, SEC
2. Support continued small negotiated sales and small timber sales.	X	X	X	Borough, ADNR
3. Encourage value-added wood product businesses, such as but not limited to firewood, sawmills, biomass, finished wood products, pellet production, etc.	X	X	X	Borough, Chamber, ADNR, CIA
4. Designate state's "Operable Forest" on Future Growth Maps <sup>20</sup> as Resource Development or Multiple-Resource Use Emphasis.	X			Borough
<b>Objective 3N: Develop economically viable mineral deposits in a manner that complies with environmental regulations, protects fishery resources of the Chilkat and Chilkoot River systems, and promotes local hire. Conditions may be placed on permits to promote compatibility with adjacent land uses.</b> <i>For land use actions related to mineral development see Goal 10, Objective 10 A, actions 1-3</i>				

<sup>19</sup> Note: This is one of four active Economic Cluster efforts being supported by JEDC, SEC, USFS, USDA-RD and other; no one seems to recognize that Haines has a small wood products cluster.

<sup>20</sup> After identifying all commercial timber in the Haines State Forest, the State ADNR excluded from harvest many anadromous streams and all of the Chilkat Bald Eagle Preserve; remaining commercial timber areas are "Operable Forest."



Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
1. Support assessment of infrastructure needs and options, including non-diesel based power sources that could facilitate mineral development in the Borough.		X		Borough
2. Designate major mineral deposits on Future Growth Maps as Resource Development.	X			Borough
<b>Objective 30: Increase the economic contribution from Haines's historical, cultural and arts related organizations, assets, and services.</b>				
1. Complete deferred maintenance and upgrades at the Chilkat Center for the Performing Arts. <i>Cross reference with Community Services 17 A (2)</i>	X	X	X	Borough
2. Increase marketing efforts for the Chilkat Center for the Performing Arts to get higher use and revenue from local and traveling performers and for conferences. Assign marketing the Center as an identified duty of the HCVB (or other entity). Set goals for use and track progress. <i>Cross reference with Community Services 17 B (1)</i>	X	X	X	Borough, HCVB
3. Develop classes and programs for the visual arts for locals and visitors. <i>Cross reference with Education 18 A (2)</i>	X	X	X	Haines Arts Council, Haines Schools
4. Install handicap access to the Sheldon Museum and Cultural Center, repair foundation to prevent basement flooding, replace windows to improve energy efficiency and maintain a controlled building climate. <i>Cross with Community Services 17 A (1)</i>	X	X		Borough, Sheldon Museum
5. Reestablish Dalton Trail and promote all season multi-use. Add interpretative signage and establish remote campsites. <i>Cross reference with Land Use 9 A (34)</i>	X	X		CVHS, ADNR, HCVB, PRAC, Commercial tour provisers
6. Add space at Sheldon Museum and Cultural Center for collection storage, archival material, exhibits, staff work area, and a classroom. <i>Cross reference with Community Svs 17 B (6)</i>	X	X		Borough, Haines Schools
7. Support committees working to acquire historically or culturally significant properties such as the Anway Cabin and Eldred Rock Lighthouse. Identify additional funding increments needed (possible funding sources: Borough, grants, sales, etc.) as part of acquisitions to maintain, operate and market new assets. <i>Cross reference with Community Svs 17 B( 7)</i>	X	X	X	Borough, Sheldon Museum, CVHS
8. Have bi-annual joint meeting for key board and staff of Sheldon Museum, Library, HCVB, DRVC, the Haines Arts Council, tour providers, CIA, and others to identify ways	X	X	X	Parties named



Strategies	Timeframe			Responsibility
	1-2	3-5	6 -10+	
to collaborate on events, local and tourist visitation, and revenue generation. <i>Cross reference with Community Svs 17 B (3)</i>				
9. Define economic contribution (employment, wages, revenue with multipliers) to Haines from arts and cultural businesses, organizations, and events. <i>Cross reference with Community Svs 17 B (8)</i>	X	X		Borough, Arts Council



## 6 Transportation

Haines' ice-free deep water port and year round road access to Canada, Interior Alaska and the contiguous US via the Haines and Alaska Highways make it an transshipment place.

The State-owned airport with its 4,000 ft paved runway and daily scheduled flights to Juneau and Skagway brings regular air service.

Haines is a northern terminus of the Alaska Marine Highway System (AMHS), a cruise ship port of call, and a hub for transportation to and from Southeast Alaska.

Borough port and harbor facilities include the Lutak industrial Dock; two boat harbors (one seasonal at Letnikof Cove); the Port Chilkoat Dock used by cruise ships, day ferries and other vessels; a seaplane base at Portage Cove; and a moorage float at Swanson Harbor near Couverden in Lynn Canal. Other major transportation facilities in the Borough are the privately owned Chilkoat Lumber dock near Lutak Dock, the AMHS ferry terminal, private Chilkat Cruises dock in Portage Cove; a State seaplane base at Excursion Inlet, and a State float at Swanson Harbor.

### GOAL

Provide a safe, convenient, reliable and connected transportation network to move goods and people to, from, and within Haines Borough.

Aggressively maintain road, port, and harbor facilities to maximize public investment, enhance public safety and access, and provide economic opportunity.

Another important transportation asset is the compact nature of Downtown Haines with residential areas, schools, stores, services, and recreation opportunities all easily accessed on foot or by bike.

Haines Borough supported transportation infrastructure is used by residents and visitors traveling to and from Haines as well as freight transshipment coming through, and to and from, the community. Freight regularly departs and arrives by truck (roads), by sea on barges and AMHS ferries, and by air.

While some factors are beyond local control, such as fuel prices and the location of mines with products to ship, other factors can be directed by the Borough including:

- The status, repair and capacity of local transportation infrastructure;
- Periodic assessment of markets and opportunities;
- Marketing to ensure knowledge about existing capacity is well-known; and
- Rates charged for use of infrastructure.

Haines residents recognize that continued development and improvement of local roads, the industrial port and highway system, small boat harbor facility, and connected bicycle lanes and sidewalks will strengthen both the economy and quality of life. In the 2011 Community Opinion Survey residents strongly supported several transportation improvements (Table 6.1).

TABLE 6-1 SUPPORT FOR HAINES TRANSPORTATION IMPROVEMENT PROJECTS		
	Support	Oppose
Road widening, ditching, maintenance and other safety improvements throughout the Borough.	90%	6%
Boat harbor improvements to the south including a breakwater, drive down ramp and work float, and moorage for new vessels.	75%	12%
Expand Lutak industrial dock to allow for more marine commerce.	71%	23%

In addition to this support, positive trends are:

1. An increase over the decade in AMHS sailings, passengers and vehicles to and from Haines as well as increase in air travelers, freight and cargo.
2. Several significant improvements to Haines Borough transportation facilities are planned thanks in part to new Capital Project funding from the State Legislature. Improvements in 2012-2014 will include a foundation replacement and major upgrade of the Port Chilkoot Dock, transfer bridge upgrade and others repairs for the Lutak Dock, a breakwater to protect Portage Cove small boat harbor from southerly wind and waves and other expansion, and improvements to Letnikof Cove small boat harbor. At the end of this four year period, most deferred maintenance and several important improvements will be accomplished.

3. Several sidewalk and paving projects are in the works to help connect the sidewalk system in downtown and extend a waterfront walking and bicycling route.
4. The State is systematically repairing and upgrading the Haines Highway and its bridges which connects the US-Canada border and Lutak Dock.

Despite this and other support, major challenges exist:

1. Ever-increasing fuel costs continue to impact visitor travel and the cost and frequency of freight transshipment. Highway (“rubber tire”) traffic crossing the border is on a steep decline that is not likely to reverse unless a cheaper fuel source for vehicles becomes standard.
2. Neighbor Skagway is closer to several Yukon mines and already has an ore transfer facility and well established relationships with Yukon government and producers.
3. Anticipated reductions in federal transportation funding will likely reduce funds available for both new construction and road maintenance.

Figures 6-1 and 6-2 show transportation infrastructure in Haines Borough including road conditions in town and road ownership. This chapter also reviews concerns and opportunities for the future, and ends with an Implementation Plan with objectives and actions to help set a path to achieve the community’s transportation goals.

*Haines waterfront with Port Chilkoot Dock and Portage Cove Small Boat Harbor in foreground, airport in far background, and Haines Highway and downtown street network.*





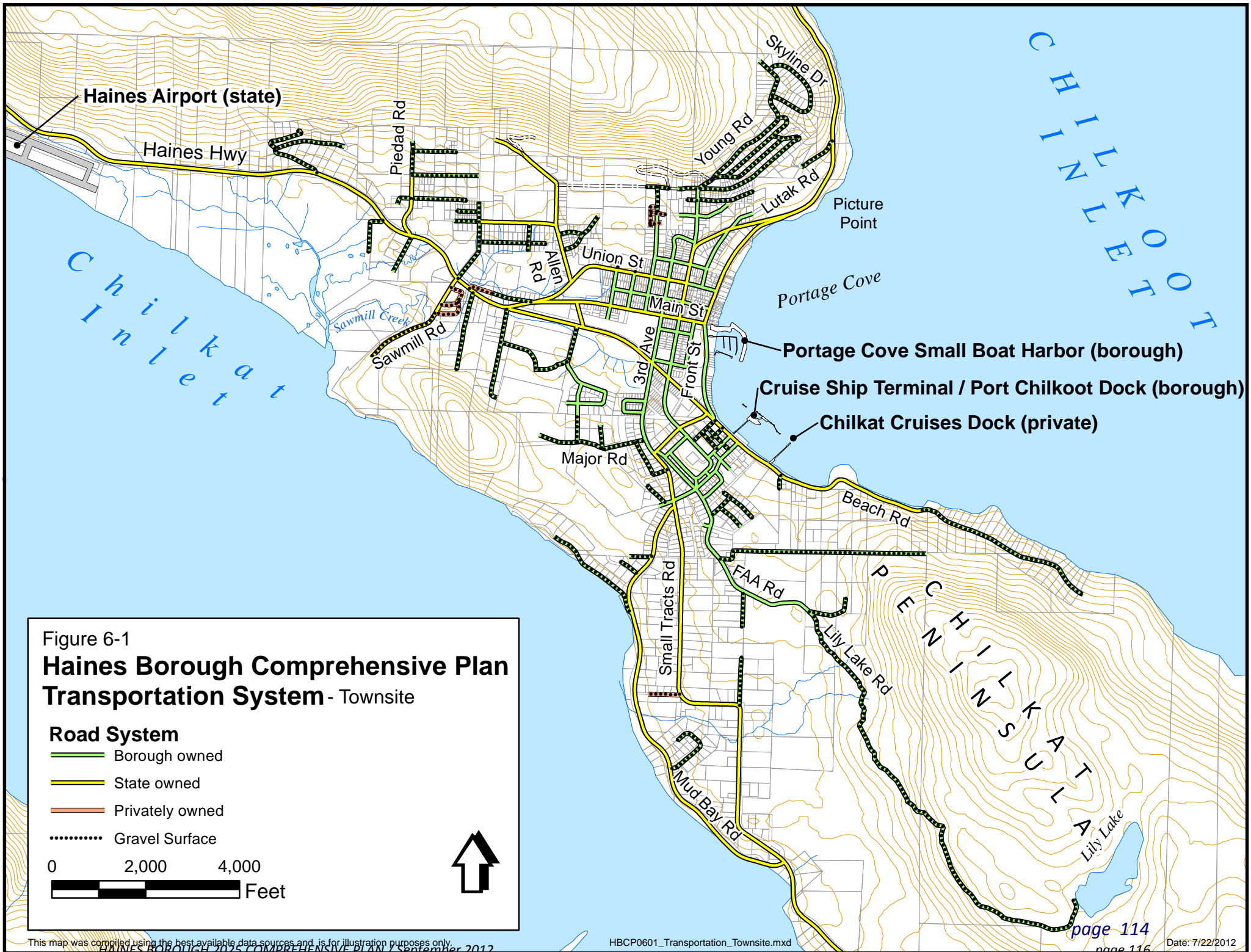


Figure 6-1  
**Haines Borough Comprehensive Plan  
Transportation System - Townsite**

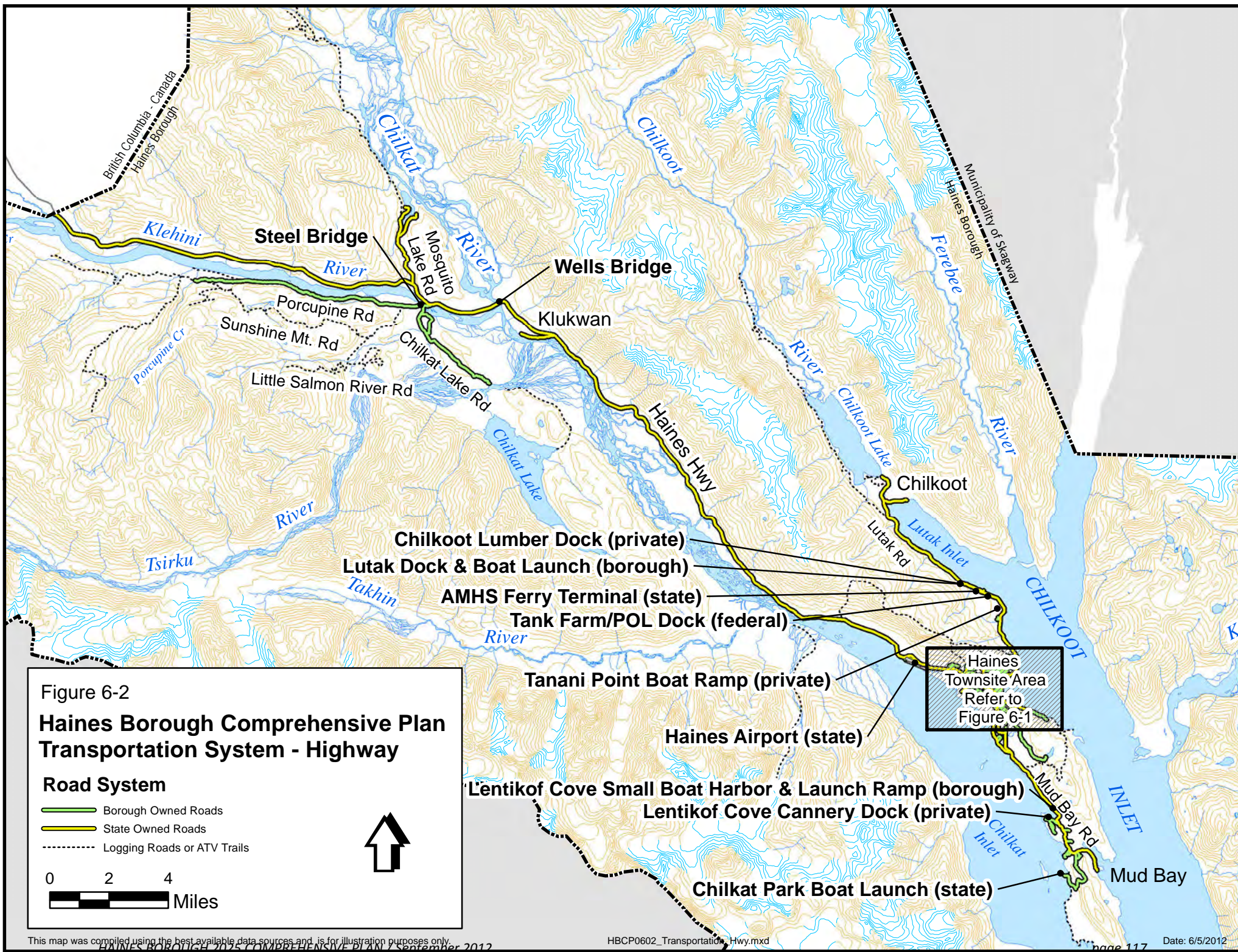
**Road System**

- Borough owned
- State owned
- Privately owned
- - - - - Gravel Surface

0      2,000      4,000  
Feet









## **6.1 Passenger Arrivals**

In 2011, a total of 142,408 passengers arrived in Haines, including residents and visitors. Over the last 5-10 years:

1. Cruise passenger visitors have declined by 15% since 2005.
2. Just over 28,000 visitors, mostly cruise ship passengers at port in Skagway, came each of the last few years on day ferries to Haines from Skagway.
3. Highway traffic crossing the US-Canada border into Haines decreased by 20% for passengers and 3% for vehicles between 2005 and 2011. (Northbound traffic decreased by over 30% for both.)
4. AMHS ferry arrivals to Haines are up by 11% since 2005 and vehicles arriving are up by 23%.
5. The number of bicyclists and pedestrians crossing the border into Haines has increased 47% since 2005.

Visitor related passenger travel to Haines is discussed in detail in Section 5.2.5 on Tourism in the Economic Development chapter and it is not repeated here. In that chapter, Table 5-23 summarizes traveler data.

## **6.2 Aviation Facilities, Travel and Commerce**

The state-owned Haines Airport is located on the Haines Highway approximately three miles from downtown. In 1992, ADOT&PF completed construction of a \$5 million dollar expansion to the airport. Improvements included a new runway, improved taxiway and aircraft parking. The airport is on a 126-acre parcel with a 4,000 x 100 foot paved runway, apron and lease lot area. One lease lot has a private air carrier's terminal building (built and formerly owned by the City), several others have private hangars, and there are four lease lots totaling 52,600 sf that are vacant. However, one 15,800 sf lot will be used to spread out other tenants after the apron project is completed. So, there are really only three lease lot (12,108, 10,400 and 14,300 sf) available for future development. Two companies (Wings of Alaska and Air Excursions) provide daily scheduled air service to Juneau and Skagway; several businesses offer flight seeing and charter service. Future airport expansion is physically limited by an historical site, the Haines Highway, and the Chilkat River.

There are currently two public floatplane docks in the Borough, one in the Portage Cove small boat harbor and one in Excursion Inlet. The seaplane float in the boat harbor was originally built in 1978 and turned over to the Borough along with the rest of the harbor in 1997. It was replaced in 2010. The Excursion Inlet seaplane float is owned by the State; the old float there was replaced with an old (but newer) one from Tenakee Springs a few years ago.

There is a cabin and unmaintained dirt airstrip on USFS land by the Katzechin River in Haines Borough. In late 2011 the Borough received \$55,000 from the USFS via the Lynn Canal-Icy Strait

Resource Advisory Committee to clear and engineer some airstrip improvements and work on the cabin. In the grant proposal the Haines Sportsman's Association stressed its importance as an emergency landing site and shelter. The cabin is a rustic shelter built from a shipping container and barged to Katzehin by Skagway resident Scott Logan about 40 years ago. It was donated to the Forest Service but the agency discontinued maintenance of the structure around 2002. In Excursion Inlet small wheeled aircraft often use the 3,000 foot long Hoonah Street to land.

TABLE 6-2 AVIATION TRENDS						
	2002	2005	2010	2011	% change 2002-2011	% change 2005-2011
<b>HAINES</b>						
Passengers						
Entering	6,544	8,511	9,858	9,000	38%	6%
Leaving	5,894	8,035	9,534	8,618	46%	7%
<b>Total passengers</b>	<b>12,438</b>	<b>16,546</b>	<b>19,392</b>	<b>17,618</b>	<b>42%</b>	<b>6%</b>
Freight (pounds)						
Entering	192,866	198,004	308,405	212,833	10%	7%
Leaving	47,089	61,681	125,907	64,264	36%	4%
<b>Total pounds shipped freight</b>	<b>239,955</b>	<b>259,685</b>	<b>434,312</b>	<b>277,097</b>	<b>15%</b>	<b>7%</b>
Mail (pounds)						
Entering	315,434	370,554	477,787	394,446	25%	6%
Leaving	97,522	85,131	182,684	123,945	27%	46%
<b>Total pounds shipped mail</b>	<b>412,956</b>	<b>455,685</b>	<b>660,471</b>	<b>518,391</b>	<b>26%</b>	<b>14%</b>
<b>EXCURSION INLET</b>						
Passengers						
Entering	276	331	46	90	-67%	-73%
Leaving	184	386	30	75	-59%	-81%
<b>Total passengers</b>	<b>460</b>	<b>717</b>	<b>76</b>	<b>165</b>	<b>-59%</b>	<b>-77%</b>
Freight (pounds)						
Entering	12,659	1,449	3,586	2,999	-76%	107%
Leaving	42,809	10,704	79	222	-99%	-98%
<b>Total pounds shipped freight</b>	<b>55,468</b>	<b>12,153</b>	<b>3,665</b>	<b>3,221</b>	<b>-99%</b>	<b>-73%</b>
Mail (pounds)						
Entering	11,950	8,413	7,369	7,818	-35%	-7%
Leaving	945	1,616	2,243	3,780	300%	134%
<b>Total pounds shipped</b>	<b>12,895</b>	<b>10,029</b>	<b>9,612</b>	<b>11,598</b>	<b>300%</b>	<b>16%</b>
Source: Bureau of Transportation Statistics, T-100 Market Airline Traffic Data. The data does not include some charter flights, and is direct link only.						

Since 2002 when the Bureau of Transportation Statistics (BTS) started providing air traffic data, the top year for air travel in Haines was 2010. Transported goods and people via air traffic was down significantly in 2011, but still Haines' second highest year of air traffic transportation since 2002.



Haines airline traffic services experienced some major changes in recent years. After 19 years of small air taxi charter service, Air Excursions started scheduled service December 2009 to and from Haines. In 2007, Skagway Air Service closed down after 43 years of service. After 52 years in Haines, L.A.B. Flying Service was shut down in 2008 and did not reopen. Because of these transportation interruptions, scheduled air traffic was down significantly in 2009.

Currently the two major air carriers in Haines include Wings of Alaska (SeaPort Airlines)—accounting for 79% of all passenger traffic, and Air Excursions—accounting for 21% of all scheduled passenger service in 2011. Most Haines air traffic is between Haines and Juneau (84% of arrivals, and 81% of departures). Skagway accounts for most of the remaining air traffic. Other communities with some level of scheduled air service travel are Gustavus and Hoonah. Peak months for air passenger and freight are June, July and August, with July being the top month for each. The peak month for mail is December.

It is difficult to discern patterns to passenger, freight and mail transport to and from the State's Excursion Inlet seaplane base. Most likely service here is a combination of scheduled and charter service, and absent charter data it is not possible to discuss trends.

### Concerns and Opportunities

In the last few years small commercial airplane services in Southeast Alaska have started flying Caravan-size Instrument Flight Rule (IFR) capable planes on scheduled flights. This is a regular service between Ketchikan and Prince of Wales Island and between Sitka and smaller communities. These instrument rated planes and pilots can fly through weather and have increased reliability of air service in central and southern Southeast; anecdotal reports are that it is reducing both resident's ferry and floatplane travel. IFR capable service has recently come to Juneau, but both planes and airports need to IFR certified. When this happens it will increase the reliability of air travel between Juneau and surrounding communities including Haines.

Currently helicopters that support heli-skiing use the Haines Airport, and private property at 18 and 33 mile. There is discussion about consolidating helicopter traffic at a single facility on public land somewhere out Haines Highway. A review of this is found in Section 5.2.5 on Tourism in the Economic Development chapter.

ADOT&PF is currently in the design phase of a project to improve drainage and rehabilitate failing pavement on the apron, taxiways and runway. Fencing and lighting to improve safety and security may be part of this project. A building to store sand, chemicals, and maintenance equipment is also needed to improve airport operations. The runway is long enough for most private jets and the planes currently used for medevac; no extension is planned at this time. In the longer term an apron expansion is desired to provide additional capacity for future needs. Airport users note that the runway safety area needs to be leveled on each side of the runway, that an object-free area level with the runway elevation must be maintained, and that buried runway lights are needed.

The seaplane float at Portage Cove is exposed to waves and thus not well-used. Protecting the seaplane float by including it within the harbor's future wave barrier will increase its utility and use.

## **6.3 Harbor and Dock Facilities**

Haines Borough operates two harbor facilities (Portage Cove, Letnikof Cove) has a float moored at Swanson Harbor in Couverden, two docks (Lutak Dock, Port Chilkoot Dock), and three boat launch ramps (at Lutak Dock, Portage Cove and Letnikof Cove) (see Table 6-4). All facilities are managed by the Borough's harbormaster, two assistants and other public works department staff. Revenues and expenditures at the Portage Cove Small Boat Harbor, Chilkoot Dock and Lutak Dock are tracked by three separate enterprise funds (the latter new in 2010). A Small Boat Harbor Advisory Committee helps set direction for harbors, and in late 2011 a Port Steering Committee was appointed to advise on port development.

Thanks in part to Alaska Legislative and executive branch capital projects support (see Section 4.5), the Borough will move forward starting in 2012 with several major marine facility repair and improvement projects.

### **6.3.1 Harbors**

The Portage Cove Small Boat Harbor was originally constructed in 1958, expanded in 1976, and refurbished in 2010. The facility transferred from State to Haines Borough ownership in May 1997. In 2010, the Borough, with local, state and federal funding, accomplished a \$6.6 million improvement that replaced all floats and realigned them to improve navigation; added an ADA compliant covered gangway; added overhead pole lighting to slips; on the tidal grid installed electricity, fender piles, and an access stairway and walkway; extended drinking water to the transient floats; added removable finger floats to facilitate transient moorage; and replaced the seaplane float.



*Portage Cove Small Boat Harbor*

Today, the rubble mound breakwaters and dredged entrance channel support four floating docks with 114 slips for boats from under 24 to over 40 ft in length. There is also a tidal grid, launch ramp, icehouse, fuel dispensary and seaplane float. Transient vessels moor to several of the floats and the outer side of the breakwater floats during favorable weather.

The Borough's seasonal (April-May through October) Letnikof Cove dock is a 500 ft steel deck grating float and launch ramp and is well used to support commercial and subsistence fishing, recreation and tourism. This facility was constructed in 1980 and turned over from the State to the Borough in May 1997. In addition to the float and launch ramp there is parking for vehicles and boat trailers. Vessels that obtain a Borough-permit can tie-up to the U-shaped float, and many more use the boat launch on a day-to-day basis. In 2011, there were approximately 40 permits for seasonal use of Letnikof Harbor, which is strategically located near the Chilkat River mouth and near Haines Packing Company's seafood processing facility.

### Concerns and Opportunities

Float maintenance or replacement at Letnikof Cove is needed immediately for the system to continue functioning, and wave protection and expansion at Portage Cove Small Boat Harbor is needed to protect existing infrastructure and, depending on the options included, provided added benefit to the commercial fishing fleet, visitors and residents.

Challenges to the Letnikof Cove Harbor are the sizeable waves generated by northerly winds originating in the Chilkat River valley and winter ice buildup, especially along the perpendicular 70 ft float. Failures of varying degrees to the Borough's float system here will increase in frequency given the wear and tear and deterioration observed (PND, 2010). At a minimum, anchor chains and float connections hardware must be replaced and sacrificial anodes installed. Given deterioration, the entire facility must eventually be replaced.

Expansion of the Portage Cove Small Boat Harbor has been desired for many years to enhance safety and navigability and better support commercial, sport and subsistence fishing and tourism activity such as water-based charters and tours. There are about 60 (verifiable) persons on the waiting list for a slip, primarily for vessels over 40 ft in length.

In the early 2000's four alternatives for expansion of the boat harbor to the north were developed in partnership with the US Army Corps of Engineers (COE). Project costs for the preferred alternative however escalated over time due to rising transportation, fuel and material costs, and the discovery of more soft clay than anticipated; the most recent estimate (June 2008) was \$30 million. At an 80/20 cost share with the COE the Borough's portion would be \$6 million; however, that is only for the breakwater and dredged navigation channel – an additional \$12 million from the Borough would also be needed for project components the COE does not fund. The interplay between design, cost and funding availability caused Haines Borough to reassess its position.

The 2011 Community Opinion Survey queried level of support or opposition for boat harbor improvements to the south and found 75% support (Table 6-1). During the 2012 Alaska Legislative Session \$19.5 million in capital improvement funding for Portage Cove small boat harbor improvements was designated (this included \$15 million in a state bond package subject to voter approval in fall 2012).

Support has coalesced around an option (now called “3A,” see graphic next page) that includes (all phases) a breakwater to protect the harbor from southerly winds and waves, a drive-down work float, additional moorage for 12, 40-foot vessels and 32, 32-foot vessels, about 400 lineal feet of more transient tie-up area, and a relocated seaplane float within the protected area, as well as more vehicle and trailer parking. It would relocate the Fisherman’s Memorial and Lookout Park. A work session and public review of the plan and park relocation options, co-hosted by the planning commission, parks and recreation committee, and boat harbor advisory committee should occur soon to advance plans and investment in a timely manner.

The COE is concerned that the extensive environmental and economic review process that previously approved the larger project to the north may need updating or redone to support expansion to the south. This issue is being resolved as this plan goes to print, beginning with a geotechnical drilling program in 2012 to better define the harbor area subsurface and type of breakwater.

Section 5.8.4 on commercial fishing and seafood processing in the Economic Development chapter details ways that improved facilities for commercial fishing and nearby uplands for support will enable Haines to capture more maritime commerce. Objective 3C and implementing actions in the Chapter 5 - Economic Development at objective 4B detail ways to add value to local commercial fisheries.

### ***6.3.2 Harbor and Dock Facilities, Marine Travel and Commerce***

The Borough’s Lutak Dock is located five miles north of downtown Haines. The 1,051 ft. dock face and six-acre staging area is 75% owned by the Haines Borough and 25% owned by the State of Alaska (AMHS ferry terminal). It was constructed in the 1950’s by the U.S. Army and it has a 36-foot above MLLW depth at the face. Improvements have modified the fender system, constructed a barge loading facility, and developed the upland lots to service the dock. These improvements coupled with its location protected from the wind (compared to Skagway) make this Borough-owned dock a top deep water port facility in Southeast Alaska.

The facilities at the Lutak Dock are currently capable of handling containerized cargo (break and bulk), manual loading and unloading operations, petroleum products transshipment and passenger operations. This dock is used commercially year-round and is operated by the Haines Borough on a fee basis. Current leases include Alaska Marine Lines for weekly barge service and general container loading, staging and storage as well as Delta Western for fuel transfer and storage. The Lutak Dock generated \$238,757 in FY 11 from fuel and cargo tariffs and wharfage (Table 6-3).





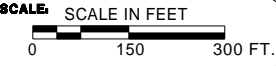
REVISIONS

REV.	DATE	DESCRIPTION	DWN.	CKD.	APP.



DESIGN: PND  
DRAWN: PJD  
CHECKED: CRS  
APPROVED: CRS

9360 Glacier Highway Ste 100  
Juneau, Alaska 99801  
Phone: 907-586-2093  
Fax: 907-586-2099  
www.pnd-anc.com



HAINES BOROUGH  
SOUTH PORTAGE COVE  
HARBOR EXPANSION

SHEET TITLE:  
AERIAL VICINITY PLAN  
CONCEPT 3A

PND PROJECT NO. 102029.01  
DWG. FILE:

2  
SHEET  
2 OF 3



Contiguous with the Borough's Lutak Dock is the State's Alaska Marine Highway System (AMHS) ferry dock and terminal. Daily AMHS ferry service to and from Upper Lynn Canal communities and Juneau is very important for both tourism and for residents. While the national economy and other factors have an effect, in general the more ferry stops in Haines the more passengers there are and conversely fewer ferry stops means fewer passengers (Table 5-23).

Within one-quarter mile of the Borough's Lutak Dock are two other facilities. To the north is the private Chilkoot Lumber Company dock with approximately 15-acre uplands and to the south is the federal tankfarm or Petroleum-Oil-Lubricant (POL) dock and 201 acres of uplands (former Haines Tank Farm). In late 2009, Congress authorized that the 201 acre Haines Tank Farm may be conveyed to the Chilkoot Indian Association for the purpose of developing a Deep Sea Port and for other industrial and commercial development purposes. This conveyance is encouraged to occur by September 2013 if practical. Conditions include payment equal to the fair market value of the property and payment of other costs such as survey and environmental documentation.

<b>TABLE 6-3 LUTAK DOCK CARGO, CONTAINERS AND REVENUE</b>	
<b>Oil</b>	
Oil Transferred	12-13 million gallons annually
<b>Cargo</b>	
General Cargo Transferred	11,240 tons (2009), 9,845 tons (2010)
Hazardous Cargo Transferred	2,214 tons (2009), 2,368 tons (2010)
<b>Container Traffic</b>	
Number of Loaded Containers (inbound & outbound) at Lutak Dock	4,033 (2009)
Number of Loaded Containers (inbound & outbound) at Lutak Dock	3,066 (2005)
<b>Revenue (Lutak)</b>	
FY 00	\$106,873
FY 05	\$92,154
FY 10	\$132,379
FY 11	\$238,757

*Sources: Tariff Study Phase I, II and III, Northern Economics, 2011; US Army Corp of Engineers. Waterborne Commerce Statistics; personal comm.: E. Barrett, Harbormaster*

The Haines Borough also owns the Port Chilkoot Dock located just south of the Portage Cove Small Boat Harbor along the downtown waterfront. A 1995 dock expansion project created a 900 ft long steel pier dock where cruise ships tie up when in town. One of the Skagway-Haines fast ferries also moors here. In 2011, a waterfront improvement project added public restrooms, expanded parking, installed pedestrian improvements and other amenities for cruise ship passengers.

Additional private facilities in Haines Borough are the Haines Packing Company dock in Letnikof Cove, the Chilkat Cruises dock in south Portage Cove, and Ocean Beauty seafood plant facilities in Excursion Inlet.

The state (ADOT&PF) owns a seaplane float at Excursion Inlet, and both the Borough and ADF&G have a timber float at Swanson harbor (Couverden). The northern float with timber pilings is owned by the Borough (previously ADOT&PF); transferred to Haines Borough in August 2006. The southern float with steel pilings is owned by ADF&G.

Concerns and Opportunities

### ***AMHS Ferry Schedule Impacts Local Businesses and Resident Convenience***

Ferry service is important to both resident's and visitor's travel. AMHS ferry schedules have an impact on convenience and local economics. Summer demand for service in Lynn Canal is among the highest in the AMHS system; daily service initiated in about 1998 is well received and used. However, when the AMHS discontinued ferry service between Haines and Skagway in 2003-2004, this limited the ability of visitors to travel the popular Golden Circle Route and negatively affected tourism businesses. Service between these communities has since been restored, and the number of passengers arriving in Haines since 2005 is up 3%. Increased economic benefit to Haines would result from increased sailings, particularly if ferries arrive in the late evening so that tourists spend the night prior to driving north. Haines residents support having AMHS ferries overnight (or home port) in Haines as frequently as possible. When residents can leave Haines on a morning ferry to Juneau, they can catch an outbound jet the same day, or, schedule appointments in Juneau and return by ferry to Haines the same day --- both of which eliminate the need to overnight in Juneau, a financial savings for Haines residents.

### **Infrastructure Improvements**

The Borough's Lutak Dock is a closed cell sheet pile dock with a concrete cap along the seaward perimeter of the cells. Several repairs have been completed but a number of small-scale failures motivated the Borough to undertake a condition assessment in 2010 (PND Engineers, Inc.) Improvements to the existing infrastructure and expansion of the dock and work area will position the Haines Borough to capture revenue sufficient to sustain the facility and potentially provide additional jobs and economic opportunity. Recommended improvements are listed on Table 6-4 and including rehabilitating and extending the dock face and providing a method for offloading heavy loads.

Haines and Skagway have always served as ports for the Yukon and Interior Alaska. Today's high price of metals and commodities is creating another mining boom in these mineral rich areas which, coupled with skyrocketing demand for raw materials in Asia, creates an opportunity for the Lutak Dock to play a stronger role in regional import and export. The Haines Borough is beginning work on a business and development plan for the Lutak Dock to assess traffic, port and supply chain competitiveness, short, medium and long-term options, models, risks and

governance. The newly appointed Port Development Commission will advise and oversee this effort. The improvements described could position Haines Borough to generate more revenue from transfer and transshipment of tankered fuel, Liquid Natural Gas, ore, and other cargo and equipment associated with construction of an Alaska Natural Gas Pipeline, Yukon energy needs, and future mining projects in the Haines Borough, the Yukon Territory, and northern British Columbia. Freight and transshipment opportunities are discussed in the Chapter 5 Economic Development, in Section 5.8.6 on Trade, Transportation and Utilities.

The privately owned Chilkoot Lumber Company Dock just north of the Borough's Lutak Dock has a small fish processing facility on site and is used by the commercial gillnet fleet for product offloading and shipment (via truck), boat launch and vessel repair, and storage. Dock and upland improvements to support the commercial fishing fleet should be given consideration if space and infrastructure upgrades occur given the economic importance of the fishing fleet and fish processing to the Haines Borough economy. Another site for this activity is around the Chilkat Cruises dock in Portage Cove. See Section 5.2.3 on Commercial Fishing and Seafood Processing in the Economic Development chapter.

If more contiguous upland space is needed to support port transshipment or commercial fisheries, the four adjacent property owners of this waterfront industrial land - Chilkoot Lumber Company, Albert Schafer, Haines Borough, and Chilkat Indian Association (Tankfarm Dock) – might want to consider a unitization agreement for joint land development and use.

The Port Chilkoot Dock was inspected in 2011 to assess the condition of dock piles and pile cap support members prior to completing a deck replacement. The 2011 survey (PND, Inc.) showed that the timber support piles were deteriorated and needed to be replaced. This called into question investing in a deck replacement if the underlying foundation had significantly less design life. The Borough subsequently developed an option to replace the pile foundation as well as the gangway and deck, and replace the main dock, moorage float and construct a passenger queuing deck.

The Port Chilkoot Dock trestle replacement project now has three phases: (1) waterfront improvements (completed); (2) access trestle and gangway (designed and permitted); and (3) demolition of the old wood dock and construction of an access trestle connecting the lightering float platform and the existing cruise ship dock (concept drawing and preliminary cost estimate done). By combining Phases 2 and 3, considerable cost savings will be achieved and all of the required components of the planned improvements will be completed (timber pilings and old dock will be replaced with steel pilings and upgraded decking). The Phase 3 improvements will be designed and permitted in 2012-2013 pushing to an estimated start in September 2013.



**TABLE 6-4. Haines Harbor and Dock Infrastructure**

FACILITY	PURPOSE/USES	FACILITY DETAILS	NEEDS
<b>BOROUGH FACILITIES</b>			
<b>Portage Cove small boat harbor, launch ramp, seaplane float</b>	<ul style="list-style-type: none"> <li>Mooring commercial and recreational boats</li> <li>Landing for excursion vessels</li> <li>Launching commercial and recreational boats</li> <li>Fueling small vessels</li> <li>Handling supplies and equipment</li> <li>Landing for seaplanes</li> </ul>	<ul style="list-style-type: none"> <li>Small Boat Harbor has 4 floats with slips for approx. 114 vessels; water and electricity available.</li> <li>Harbormaster's office, restrooms.</li> <li>Tidal grid</li> <li>One 200 x 16-ft launch ramp west of grid with timber float public seaplane float.</li> <li>Borough now (2011) running vessel fueling with 3 hose stations on wharf served by 3 steel storage tanks located at rear, total capacity 250 barrels.</li> </ul>	<ul style="list-style-type: none"> <li>Wave barrier to protect from southerly wind and waves</li> <li>Add slips for &gt;40 ft boats</li> <li>Drive down ramp and work float on S to support commercial use</li> <li>Haul out, dry work area and storage for fishing fleet (here or other)</li> <li>Sewer, showers/ laundry, disposal system for marine water</li> <li>Year-round restrooms</li> <li>Better icehouse access for commercial use</li> </ul>
<b>Letnikof Cove small boat harbor and launch ramp</b>	<ul style="list-style-type: none"> <li>Mooring and launch for commercial and recreational boats</li> </ul>	<ul style="list-style-type: none"> <li>500 x 6 ft U-shaped float available April/May-October.</li> <li>Launch ramp is located at north side.</li> <li>Unpaved parking area at rear, parking for vehicles and trailers.</li> <li></li> </ul>	<ul style="list-style-type: none"> <li>Entire float system (floats, anchor chains, connectors etc.) deteriorated and needs replaced, install anodes</li> <li>Install precast double vault toilet building</li> </ul>
<b>Lutak Dock</b>	<ul style="list-style-type: none"> <li>Receipt and shipment of containerized and roll-on/roll-off general cargo</li> <li>Receipt and shipment of seafood</li> <li>Receipt of petroleum products</li> <li>Shipping gravel and logs</li> <li>Icing vessels</li> <li>Launch of commercial and recreational boats</li> </ul>	<ul style="list-style-type: none"> <li>1000 ft dock (75% borough, 25% state), approx. 5 acres of unpaved, open storage area are located at rear; leased use for fuel (Delta Western) and barged cargo transfer (AML). Also use by others at times.</li> <li>Delta Western has three 6- and two 4-inch pipelines extend from wharf to 13 steel storage tanks located at rear, total capacity 65,000 barrels.</li> </ul>	<ul style="list-style-type: none"> <li>Short term: replace exterior concrete cap; sandblast/ recoat transfer bridge and floatation pontoon; install sacrificial anodes; provide vertical support beneath open spans</li> <li>Rehab approx. 700 ft of dock face &amp; extend dock face add'l 700 ft</li> <li>Provide maximum useable area between dock face and Lutak Road &amp; maximize leasable land for storage.</li> <li>Provide method to offload heavy lift loads (up to 1 million pounds)</li> <li>Dredge to allowing standard container vessels to unload at dock face.</li> <li>Provide port security and amenities.</li> </ul>

**TABLE 6-4. Haines Harbor and Dock Infrastructure**

FACILITY	PURPOSE/USES	FACILITY DETAILS	NEEDS
<b>Port Chilkoot Dock</b>	<ul style="list-style-type: none"> <li>Mooring cruise ships</li> <li>Mooring Skagway-Haines excursion vessels</li> </ul>	<ul style="list-style-type: none"> <li>915 ft dock</li> <li>Anodes installed in 2007</li> <li>2011 upgrades: public restrooms, expanded parking, pedestrian improvements and other amenities for cruise ship passengers.</li> <li>2011 inspection shows timber support piles are severely deteriorated and need replaced.</li> </ul>	<ul style="list-style-type: none"> <li>In 2012-2014: Pile foundation replacement, and replacement of gangway and deck, main dock, moorage float and construct a new passenger queuing deck.</li> </ul>
<b>Swanson Harbor (Couverden)</b>	<ul style="list-style-type: none"> <li>Recreational and commercial fishing related moorage.</li> </ul>	<ul style="list-style-type: none"> <li>Two timber floats here. The northern float with timber pilings is owned by the Borough (previously ADOT&amp;PF); transferred to borough on 8/16/06. Borough float is 10 ft x 150 ft. The southern float with steel piling is owned by ADF&amp;G (12 ft x 150 ft).</li> </ul>	<ul style="list-style-type: none"> <li>Unknown</li> </ul>
<b>OTHER (NON-BOROUGH) HARBORS AND DOCKS</b>			
<b>Chilkoot Lumber Company dock</b>	<ul style="list-style-type: none"> <li>Receipt and shipment of containerized and roll-on/roll-off general cargo</li> <li>Receipt, shipment and processing of seafood</li> <li>Shipping gravel and logs</li> </ul>	<ul style="list-style-type: none"> <li>600 ft dock, approx. 400 ft usable</li> <li>Transfer bridge in a 45-foot recess with a 125- by 45-foot wharf extension on west.</li> <li>Fish processing facility and open storage on approximately 25 acres uplands; former sawmill site.</li> </ul>	<ul style="list-style-type: none"> <li>Dock needs resurfaced and about 250 ft face need rehab</li> <li>Site remediation complete in 2012 for diesel to residential standards</li> <li>Facility is both in use and for sale, as is adjacent private waterfront parcel together totaling about 40 acres.</li> </ul>
<b>State AMHS Ferry Terminal and dock</b>	<ul style="list-style-type: none"> <li>Landing for State passenger and vehicle ferries</li> </ul>	<ul style="list-style-type: none"> <li>1000 ft dock (75% borough, 25% state- which is for AMHS ferry)</li> <li>Pave parking area and terminal building, fix sink holes.</li> </ul>	<ul style="list-style-type: none"> <li>In 2012 State will replace sheet piles with a rip-rap slope, install new mooring dolphins and fender system, dredge berth, and expand the staging area (including relocation of storage bldg).</li> </ul>
<b>Federal Tankfarm (POL) Dock</b>	<ul style="list-style-type: none"> <li>Not operational</li> </ul>	<ul style="list-style-type: none"> <li>780 ft dock, 200 acres former military tank farm demolished in early 2000's</li> </ul>	<ul style="list-style-type: none"> <li>Remediation continuing slowly</li> </ul>
<b>Chilkat Express Dock</b>	<ul style="list-style-type: none"> <li>Landing for Skagway-Haines excursion vessels</li> </ul>	<ul style="list-style-type: none"> <li>250 ft dock, paved parking area, ticket office. One 2-inch fueling pipeline extends</li> </ul>	<ul style="list-style-type: none"> <li>Unknown</li> </ul>

**TABLE 6-4. Haines Harbor and Dock Infrastructure**

FACILITY	PURPOSE/USES	FACILITY DETAILS	NEEDS
	<ul style="list-style-type: none"> <li>Fueling vessels</li> </ul>	to float from 10,000 storage tank at rear.	
<b>Haines Packing Company dock</b>	<ul style="list-style-type: none"> <li>Mooring, fueling, icing, and repairing company-owned fishing vessels</li> <li>Handling supplies and equipment</li> </ul>	<ul style="list-style-type: none"> <li>574 ft dock</li> <li>Six-inch screw-conveyor serves wharf.</li> <li>Ice plant with 20-ton storage capacity.</li> <li>Marine railway located on south side at rear handles fishing boats to 36 feet in length, on 20 x 8-foot cradles; boats can be transferred to either side of railway.</li> <li>Marine repair plant at rear, including carpenter, and machine shops, used for repairing company-owned fishing vessels.</li> <li>Fueling pipelines on float extend from one 10,000-gallon storage tank located in rear.</li> </ul>	<ul style="list-style-type: none"> <li>Unknown</li> </ul>
<b>Ocean Beauty Dock (private) and State Seaplane float</b>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>1000 ft x 305 ft float For 2006: Aircraft operations: avg 58/month - 71% transient general aviation 29% air taxi</li> </ul>	<ul style="list-style-type: none"> <li>Unknown</li> </ul>

## **6.4 Road and Non-Motorized Routes**

### **6.4.1 Roads**

Figures 6-1 and 6-2 show the Haines Borough transportation system, road and facility ownership, and which roads are still unpaved. Figures 8-1 and 8-2 in Chapter 8 Park, Recreation and Open Space show the current and desired future non-motorized network of paths, sidewalks and wide road shoulders.

The Alaska Department of Transportation and Public Facilities (ADOT&PF) maintains approximately 70 miles of roads within Haines Borough including the 40-mile Haines Highway from town (Mile 0) to the US-Canada border (Mile 40), Lutak Road, Mosquito Lake Road, Old Haines Highway, Sawmill Road, Piedad Road, Comstock Road, Menaker Road, Allen Road, Union Street, Main Street, a portion of Front Street, Mud Bay Road, and Small Tracts Road. These roads are maintained by a four-person crew from the State Shop at Main and Union streets. Haines Borough owns the remaining roads and provides maintenance for roads, harbors/ports, and some water/sewer with the Public Works Department's 4-5 fulltime and 1-2 seasonal (summer) employees based out of the City Shop at Union and 6<sup>th</sup> Street.

In late January 2011 an arc-shaped ground slump above the State's Lutak Road and Borough's Oceanview Drive fractured and moved toward Portage Cove Inlet fracturing the road and ground. Geotechnical engineers with the state and consultants to the Borough were on the scene immediately studying and monitoring the slump after an Assembly declared a state of emergency last lasted about two months. Better information about surficial and ground water flow in the area and redirection of both are likely necessary. Stabilization will be needed, and it may be that in the long term relocating a portion of Lutak Road may be required.

Since 2002, the state has been working to improve all of Haines Highway to a 55 mph road with wider shoulders and to implement a long-term solution to the debris flow problems near Mileposts 19 and 23. This, as well as ensuring that the road can support industrial loads is important to Haines success at carrying an increased share of freight to and from the Yukon and Interior Alaska. Haines Highway work includes design, conduct of environmental reviews, acquiring permits and ROW, and eventually construction. The highway from the Bluffs at milepost (MP) 25.3 to the Canadian Border at MP 40 was improved and there are now six-foot shoulders with painted fog lines on both sides of the road. ADOT&PF has scheduled replacement of the Chilkat River (Steel) Bridge for FY 12-13. The current goal is to obtain approval of an Environmental Assessment authorizing this work in fall 2012. In 2011, the State spent over \$100,000 to clean debris after a rock slide at MP 19. In the last few years the State also improved Lutak Highway from Mile 3.5 to the AMHS ferry terminal including installation of a well-used paved six-foot shoulder on the waterside.

The 40-mile Haines Highway, 7-mile Lutak Road and Alaska Marine Highway System are all designated Scenic Byways. The Haines Highway and Lutak Road are designated for the scenic, fish and wildlife viewing, historic and cultural values and opportunities they offer. As a Scenic

Byway, grants are available for improvements that promote the route and are consistent with the Haines Highway Corridor Plan, such as overlooks, pedestrian facilities, interpretation programs and safety upgrades. Applications are due annually in December. Haines has received four National Scenic Byway grants including two in 2011, one for \$496,000 to acquire Picture Point and another for \$40,000 to plan visitor services along the Haines Highway.

#### **6.4.2 Non-Motorized Routes**

As downtown Haines is fairly compact, residents can walk and bike to many community destinations. Pedestrians use sidewalks, road shoulders, and off-street trails. Some stretches of road, such as along the Haines Highway and Lutak Road have wide, paved shoulders that can be used by cyclists for both recreation and commuting. Increasing the number of people who walk and bike to school, work and for exercise is important for community mental and physical health and well-being.

In May 2011 the Adventure Cycling Association and the American Association of Highway and Transportation Officials (AASHTO) took action on Alaska ADOT&PF and other state applications and added several official U.S. Bicycle Routes, including the Haines Highway, which is now US Bicycle Route 208. This is important for promoting bicycle tourism.

Many residents, including seniors and young people depend on non-motorized transportation to get around. Also, three of the top six most popular recreation activities (hiking, walking, and biking) involve trails, bike lanes and sidewalks. For these reasons, as well as to encourage safety and a healthy and active lifestyle it is important for Haines to continue developing facilities for local walkers and bikers. This section focuses on facilities that will help walkers and cyclists get from home to community destinations, but there is some overlap with recreation projects.

The current and desired future non-motorized network of sidewalks and road wide shoulders as well as linked trails is shown on Figure 8-1 and 8-2 in the Recreation chapter. Table 6-5 and accompanying Figure 6-3 describe and map the Borough's transportation Improvement Program.

#### **6.4.3 Roads and Non-Motorized Routes - Concerns and Opportunities**

##### **State Ownership of Main Street**

A challenge for Haines is State ownership of Main Street in the downtown commercial core. While positive effects of State ownership are prompt maintenance and snow removal and assistance with project funding, negative impacts are the State's rigid application of highway regulations, even though Main Street is functionally designated only as rural major collector, not an urban interstate.

In anticipation of 2012 street improvements ADOT&PF required in 2011 that all signs hung from marquees over the sidewalk, awnings, benches, decks etc. on the sidewalk be removed because

they are not allowed in the right-of-way (and require a \$100/year permit for certain future ROW intrusions). All these features are those desired by communities in the business core to encourage and enhance pedestrian use and thus commerce. Some State DOTs have adopted a policy and program called Context Sensitive Solutions that allow flexibility in situations such as this but ADOT&PF has generally been resistant to this approach, particularly in Southeast Alaska where the population does not warrant establishing a Metropolitan Planning Organization that gives local communities more influence in conversations with transportation agencies. In 2010, a Downtown Haines Revitalization Plan was completed. This Plan recommends rebuilding the sidewalks along Main Street to at least two feet wider, providing pedestrian amenities such as benches and landscaping, and improving pedestrian safety at crosswalks. This highlights the conflict and strong need for mutual dialogue between Haines Borough and ADOT&PF officials in order to accomplish infrastructure goals in the Downtown Haines Revitalization Plan.

### **Juneau Access Road**

For over 20 years the State has desired to extend the road from Juneau to connect to Skagway. While the capital investment for the road is very high (\$491 million, FHA), operations and maintenance costs to the State for roads in general is significantly less than for ferries. The currently favored route would end at Katzeihin River on east Lynn Canal where a shuttle ferry service and terminal would take passengers and vehicles to Haines and to Skagway. If the road is built northbound ferry service would generally end in Juneau.

A Juneau Access Draft Environmental Impact Statement (Project STP-OOOS 131, dated 6/23/97) describes several alternatives that would construct a shuttle ferry crossing at Berners Bay connecting to William Henry Bay and a road north along the west side of Lynn Canal to intersect with the Haines Highway. An alternative could incorporate a shuttle ferry from Lutak to Skagway and Klondike Highway or continue the Lutak Road to connect directly to the Klondike Highway as a separate project. The EIS did not carry any alternatives identifying a west side route, but it is in Haines's interest to advance a west side route.

The ADOT&PF Southeast Alaska Transportation Plan is being updated in 2012. The State anticipates a 30% reduction in federal funding and steady or declining State funding for operations and maintenance. This coupled with rising fuel costs, four mainline ferries that are 50 years old, and the fact that Southeast's ferry system (including IFA) moved more people and cars in 1992 with fewer ferries than it does today, challenge the system.

In November 2011 Haines Borough reaffirmed its preference for improved Alaska Marine Highway service in the Lynn Canal and opposition to development of an east Lynn Canal Highway (Resolution 11-11-316). Concerns expressed by Haines residents are that the road would divert tourists to Skagway, that some local spending would shift to Juneau if it was less expensive to get there with a vehicle, an objection to losing the option of thorough ferry service to Juneau, that an east Lynn Canal road will be too costly to maintain and too dangerous in the winter given the avalanche crossings, it will be closed periodically in the winter making a trip to

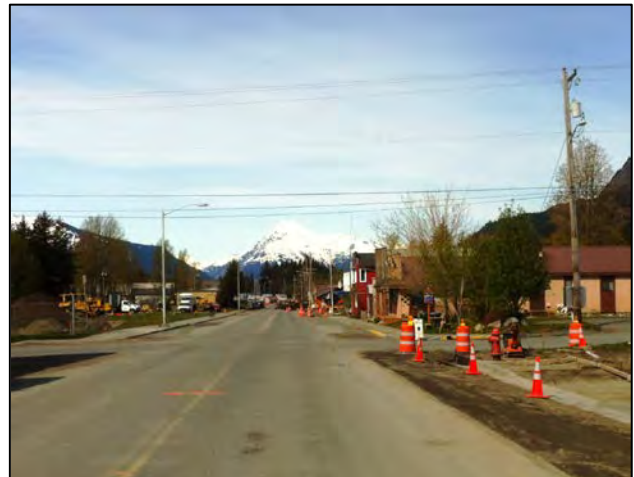
Juneau less reliable than at present, concern over potential visual and environmental impact to Lynn Canal and Berners Bay, the hardship this will mean for foot travelers and that no commercial business is likely to pick-up foot passenger transport between distant ferry terminals and communities, and a preference for a West Lynn Canal Road if there must be a road.

### **Connected Sidewalk System**

A connected sidewalk system in downtown and the Haines School area is important for many reasons. It will encourage safe walking to and from school for children and to and from the waterfront for cruise ship and fast ferry visitors, which is also important for downtown merchants. Connected well maintained sidewalks will help seniors maintain safe and active lifestyles, especially links between the post office, senior apartments, SEARHC Clinic and Main Street. The more walking and biking, the better mental and physical health will be.

### **Road Transportation Improvement Priorities**

Haines Borough's high, medium and low priority road network improvement projects are listed on Table 6-5 and include paving gravel residential streets, upgrading Haines Highway from Milepost 3.5 to Milepost 25, adding wider and connected sidewalks, shoulder and bike paths in places, and over time extending roads to provide access to undeveloped lots or secondary and emergency access.



*Main Street Sidewalk Improvements, 2012*

Some of these projects are on the ADOT&PF Statewide Transportation Improvement Project (STIP) or Needs List. Possible funding sources include the Haines Borough, ADOT&PF (through FHWA), Chilkoot Indian Association, Denali Commission, cruise ship passenger fee funding, Legislative Appropriations, Safe Routes to School Funding (through ADOT&PF), National Scenic Byways grants, the USFS and ADNR. It is especially effective when multiple parties team on a project to pool their funding resources; not only do funders like to see this but different groups are eligible for different funding sources.

ADOT&PF plans to complete several projects in downtown Haines in 2012 (see projects numbers 1-7 on Figure 6-3 and Table 6-5). Haines Borough's short, medium and longer term priority road system improvements are listed on Table 6-5. Figure 6-3 is a planning level map; when improvements such as numbers 22, 26 and 27 occur the exact route will need to be determined. Also when road extensions, such as number 22, occur a connected grid of neighborhood streets should be planned and built to create neighborhoods and provide for pedestrian, vehicle and emergency circulation.



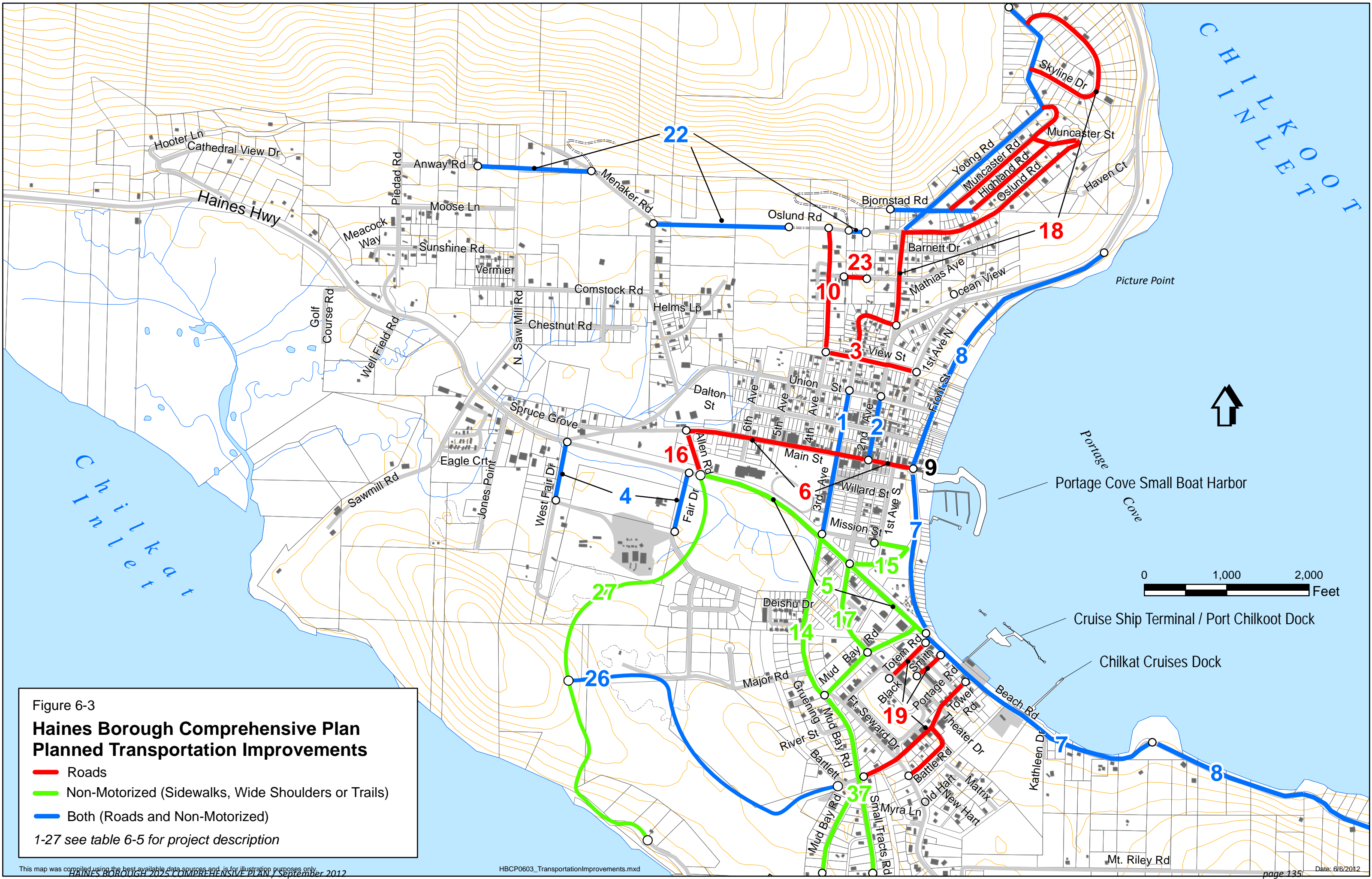


Figure 6-3  
**Haines Borough Comprehensive Plan  
Planned Transportation Improvements**

- Roads
- Non-Motorized (Sidewalks, Wide Shoulders or Trails)
- Both (Roads and Non-Motorized)

1-27 see table 6-5 for project description



Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
1	Third Avenue, from Old Haines Highway to Union Street	Boro	2012			<ul style="list-style-type: none"> <li>Phase II Local Roads. This route has heavy vehicle and pedestrian traffic to the library, school, Borough offices and commercial businesses. Reconstruct and rebuild roads and sidewalks, improve drainage, curb and gutter.</li> </ul>
2	Second Avenue, from Main St to Union Street	State	2012			<ul style="list-style-type: none"> <li>Reconstruction, replace sidewalks on both sides as needed.</li> </ul>
3	View St (4 <sup>th</sup> to Young) and Lynnvie Drive	Boro	2012			<ul style="list-style-type: none"> <li>Phase III Local Roads. Rehabilitation with improved storm drain system, some curb and gutter, paving.</li> <li>Work will relieve Haines Borough taxpayers of higher maintenance costs on deteriorated roads.</li> </ul>
4	Fair Drive and Fair Drive West	Boro	2012			<ul style="list-style-type: none"> <li>Local Roads Phase VI. Safe Routes to School project. Chilkoot Indian Assoc priority.</li> <li>Rehabilitation, curb, gutter, sidewalks and bike lanes. Install crosswalk across Old Haines Highway at Fair Drive. Add lighting to side streets that are dark in the winter.</li> </ul>
5	Old Haines Highway - a) from Third Ave to Y intersection on Front St. b) Third Ave to Fair Drive	State	2012			<ul style="list-style-type: none"> <li>Construct sidewalk, curb and gutter along both sides of the Old Haines Highway from the base of the hill (Front Street) to Third Ave. Change Y to 4-way stop. Add crosswalks at intersection of Third &amp; Old Haines Hwy to assist with school crossing.</li> <li>Install sidewalks and crosswalks, flashing school zone signs.</li> <li>This road has no sidewalks but has pedestrian traffic from cruise ship passengers. This will make the road safer for pedestrian travel.</li> <li>This project contributes to the Department's Mission by reducing injuries, fatalities and property damage and by improving the mobility of people and goods. This route has heavy pedestrian traffic and is a main route for children to the school.</li> <li>Safe Routes to School project for student safety.</li> <li>Install sidewalk on north side of Old Haines Highway; clearly identify school zone on Old Haines Highway with flashing school zone signs, add crosswalk at 3rd and Old Haines Highway.</li> </ul>
6	Main Street, from Front Street to Allen Road	State 2012& 2013	2012			<ul style="list-style-type: none"> <li>Rehabilitation project to resurface, make some drainage improvements, redo or add sidewalk in places, add ADA curbs at all sidewalk/street intersections. State project 69568. This project does <u>not</u> include making one or both sidewalks wider as recommended in Downtown Revitalization Plan (with some parking reconfiguration); work with DOT required to enable this for future project.</li> </ul>
7	Beach Road and Front Street Widening and	State, Boro	2012			<ul style="list-style-type: none"> <li>Beach Road/Front Street, from Portage Cove State Recreation area to Main Street. Add/upgrade sidewalk on west side of Front Street; widen shoulder from Soap Suds to State</li> </ul>

Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
	<b>Improvements.</b>					<p>Recreation area to create continuous bike lane from State Rec area to Main Street; build new four way stop to replace Y intersection.</p> <ul style="list-style-type: none"> <li>This road is in very poor repair and safety to vehicles is a concern. This road is high profile in the community and is part of the first impression for tourists and visitors disembarking from cruise ships or the harbor. This route will showcase the waterfront and make it easy to identify and get to town from the waterfront. State project # 69316. This route to downtown can be made more intuitive and attractive by improving signage, viewpoints, sidewalks and access to the beach. At present, views of the waterfront are unavailable for most of the roadway length due to growth of alders and separation from the water. Creating a more pleasant walking environment along the water will encourage pedestrian use and draw more people to Main Street.</li> </ul>
8	<b>Waterfront Pedestrian and Multi-Use Route.</b>	Boro, State, private				<ul style="list-style-type: none"> <li>Construct a continuous pedestrian route from Picture Point to Port Chilkoot Dock to Portage Cove State Recreation Area to the Battery Point trailhead. The entire path does not have to be directly on the waterfront.</li> <li>This is the most important infrastructure improvement desired by cruise ship visitors. Front Street is heavily used by cruise ship and other visitor, small boat harbor users, and others. Good visibility, improved signage and good road and sidewalk conditions at intersection of Front and Main is important to direct tourists to downtown. Look for funding from vessel passenger tax among other sources. When Lutak/Oceanview Road slump is addressed there may be an opportunity to accomplish this segment.</li> <li>This area and the roads are already heavily used by residents and visitors. A continuous pedestrian/non-motorized route will serve commuters and recreationists and improve safety along these streets. In addition to this and previous comprehensive plans this project is also in the Haines Public Access Plan.</li> </ul>
	Phase 1 - Main Street to Lutak Rd/Picture Point		X			
	Phase 2 – Improved beach access and creating a formal, but natural, beach path between the Port Chilkoot Dock, Lookout Park and Small Boat Harbor.		X			
	Phase 3 - Battery Pt. to Portage Cove Rec Area		X			
9	<b>Main Street and Front Street Intersection. Install visual landmark.</b>	Boro?				<ul style="list-style-type: none"> <li>Construct a ramp and stair structure near the Sheldon Museum. Install signage directing visitors to downtown. Install tall visual cue at Main and Front Street (e.g., Totem Pole, sculpture, flags) to reduce confusion and create visual destination for visitors approaching town from the Cruise Ship terminal and entice them to walk to and visit Sheldon Museum and downtown.</li> <li>Downtown Haines Revitalization Plan recommends strengthening connection between Main</li> </ul>

Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
						Street, the Sheldon Museum, and the lower harbor area along Front Street. Better connectivity will promote increased pedestrian use by both residents and visitors. The Sheldon Museum, a community asset is somewhat underused because of its location on the steep hill near First Street. This gradient makes it hard for visitors to find for visitors and is a disincentive for locals, particularly in winter. Strengthen both the visual and pedestrian linkage, construct a ramp and stair structure near the Sheldon Museum.
10	<b>4<sup>th</sup> Avenue</b> Reconstruct and resurface	Boro	X			<ul style="list-style-type: none"> <li>Phase III Local Roads. This road surface was removed in 2011 to replace waterline pipes under the road. Reconstruction is needed to leave it in finished condition. Work will relieve Haines Borough taxpayers of higher maintenance costs on deteriorated roads.</li> </ul>
11 & 12	<b>School Safe Routes to Schools Improvements</b>	Boro	X			<ul style="list-style-type: none"> <li>Safe Routes to School projects for student safety, enhanced active transportation.</li> <li>Isolate vehicle traffic and bus and car parking zones from pedestrian and bicycle routes from point of access on school campus to the school door(s) at main door, Karl Ward gym door and other doors . Add covered racks by all school doors.</li> </ul>
13	<b>Union and Second Avenue Intersection</b>	State		X		<ul style="list-style-type: none"> <li>Establish crosswalk</li> <li>Safe Routes to School project for student safety</li> </ul>
14	<b>Third Avenue, Old Haines Highway to Mud Bay Rd.</b>	Boro	X			<ul style="list-style-type: none"> <li>Finish pedestrian/bike route</li> <li>Safe Routes to Schools project, well used route to school needs completion</li> </ul>
15	<b>Path through downtown area to the Post Office and loop through Tlingit Park to the Harbor area. Path from Main St. to school.</b>	Boro, State	X			<ul style="list-style-type: none"> <li>Off-street pedestrian path improvements, part of non-motorized transportation system.</li> <li>Downtown Haines Revitalization Plan notes several important off-street pedestrian routes are partially developed in town. The routes and walkways connect the downtown area to the Post Office and loop through Tlingit Park to the Harbor area, and from main Street to the School. Add tie-in to walking maps and signage. Add lighting, landscaping, benches and improved surfaces that enhance year-round use.</li> </ul>
16	<b>Allen Rd, Main St to Old Haines Highway.</b>	State	X			<ul style="list-style-type: none"> <li>Pavement resurfacing, drainage and safety improvements . May include curb and gutter and sidewalk. State project #69568</li> </ul>
17	<b>Second Avenue, Old Haines Highway to Mud Bay Rd.</b>	Boro	X			<ul style="list-style-type: none"> <li>Narrow the road and add curb, gutter and sidewalk on east side. This route has heavy pedestrian traffic and is a main route for children to the school.</li> </ul>
18	<b>Oslund, Young, Skyline and Highland Rds.</b>	Boro	X			<ul style="list-style-type: none"> <li>Resurface, provide walking/cycling path on Young Road</li> <li>Reconstruct and resurface Oslund, Skyline, Highland, Muncaster, Bjornstad Streets</li> <li>Provide walking/cycling path on Bjornstad Street</li> </ul>

Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
						<ul style="list-style-type: none"> <li>Phase V Local Roads. This road has heavy traffic to a major housing development area in Haines. This is a major route students walk and bike to school, and trailheads off Young are used to access popular Mt Ripinsky trail. In attempt to market Haines as a desirable place to live/retire this neighborhood will be one of the first places potential new residents will drive.</li> </ul>
19	Fort Seward area roads.	Boro	x	X		<ul style="list-style-type: none"> <li>Reconstruct and resurface Battle Rd, Blacksmith Alley &amp; Totem St.</li> <li>Local Roads Phase IV.</li> <li>These roads have heavy traffic in the Fort area and are a high profile area in our attempt to market Haines as a desirable place to visit, live and retire.</li> </ul>
20	Mud Bay Road, One Mile Creek, Beach Access.	State Rd, some Boro land	X			<ul style="list-style-type: none"> <li>Construct a wayside at Mile One Creek with parking area and accessible route to tidal flats.</li> <li>This will provide organized access (preventing erosion and habitat degradation) for this popular area that residents use to walk the beach and flats, walk dogs and picnic.</li> </ul>
21	Lutak Road, AMHS ferry terminal to Chilkoot River	State	X			<ul style="list-style-type: none"> <li>Continue 6-ft paved shoulder on waterside. Extending it another 4 miles to Chilkoot River will benefit commuters and recreational cyclists. If industrial traffic increases from Lutak Port may want to separate shoulder to allow co-existing use.</li> </ul>
22	Extend Anway Road to Menaker Road to Oslund Road	Private	X			<ul style="list-style-type: none"> <li>Acquire ROW and build road to provide access to future residential development area. Complete the road network, fairly compensate landowners. Identify other ROW needed to create walkable connected grid of streets and sidewalks to facilitate residential development. Will also provide secondary/emergency access and allow access to developable land.</li> </ul>
23	Connect Mathias and Kentucky Avenue	Private				<ul style="list-style-type: none"> <li>Connect streets to create walkable connected grid of streets and sidewalks to facilitate residential development</li> </ul>
24	Skyline Drive Road Extension.	Boro			X	<ul style="list-style-type: none"> <li>Extend to facilitate future residential development, possibly connect with Lutak Road. Will provide secondary/emergency access and allow access to developable Borough and private land.</li> </ul>
25	Continue to program to pave roads	Boro		x		<ul style="list-style-type: none"> <li>Reduces dust and particulates, encourages walking and bicycling, reduces wear and tear on cars.</li> </ul>
26	New road to connect end of Raven St, Tower Rd, Major Rd to Sawmill Rd by cemetery	Private			x	<ul style="list-style-type: none"> <li>Open area for low density residential development. Low volume residential street desired with one side with six wide bike/pedestrian path, ideally separated by 1-2 foot median from road.</li> </ul>
27	Walking route Chilkat	Private				<ul style="list-style-type: none"> <li>Walking path/trail from end of River Road, working with topography and heading north,</li> </ul>

Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
	<b>beaches/McClellans Flats</b>	State				through combination of private (easement or row acquisition needed) and borough property, to connect with new road/path in (26). Follow path to connect to new trail and open space east of Fair Drive. This is part of Chilkat River Beaches /McClellan Flats section of community walking route.
<b>28</b>	<b>Acquire ROW to complete "gap" in Small Tracts Road at Bear Creek Trail</b>	Private	X			<ul style="list-style-type: none"> <li>Complete the road network, fairly compensate landowners</li> </ul>
<b>29</b>	<b>Acquire ROW to complete gap in FAA Extension</b>	Private	X			<ul style="list-style-type: none"> <li>Complete the road network, fairly compensate landowners</li> </ul>
<b>30</b>	<b>Haines Highway, MP 21-25.3.</b>	State	X			<ul style="list-style-type: none"> <li>Replace Wells Bridge, which crosses the Chilkat River. Realign Highway, widen to 36', straighten curves to meet a 55 mph design speed. Provide a long-term solution to slide area near MP 23. Enhancements planned along the Chilkat River.</li> <li>Project should include at least one six-ft shoulder for non- motorized use and safety. Current safety and traffic concerns limit marketability. Kluane Bike Relay draws 1,200+ bicyclists each summer. In May 2011, designated U.S. Bicycle Route 208.</li> <li>Any plans for port development with potential commerce to the Yukon will require roads to be upgrade in order to haul heavy loads. State project # 22279</li> </ul>
<b>31</b>	<b>Haines Highway Weigh Station</b>	State	X			<ul style="list-style-type: none"> <li>Construct a new weigh station.</li> <li>Any plans for port development with potential commerce to the Yukon will require roads to be upgraded in order to haul heavy loads.</li> </ul>
<b>32</b>	<b>Klehini River (Steel) Bridge Upgrade</b>	State	2013			<ul style="list-style-type: none"> <li>State expects Borough to take over ownership after improvements completed.</li> </ul>
<b>33</b>	<b>Haines Highway, MP 3.5-21</b>	State	X			<ul style="list-style-type: none"> <li>Any plans for port development with potential commerce to the Yukon will require roads to be upgraded in order to haul heavy loads.</li> <li>Widen road to 36 ft, improve the roadside environment, improve drainage, straighten curves to a 55 mph design speed, address mudslide area at MP 19.</li> <li>Project should include at least one six-ft shoulder for non- motorized use and safety. Current safety and traffic concerns limit marketability. Kluane Bike Relay draws 1,200+ bicyclists each summer. In May 2011, designated U.S. Bicycle Route 208.</li> <li>If it will be several years before construction, short-term less expensive improvement to</li> </ul>

Table 6-5. Haines Roads - Transportation Improvement Priorities

Map #	Project	Owner	Timeframe			Description, Economic Need and Other
			1-5	6-10	11-20	
						enhance safety for motorists and non-motorized users is to relocate guardrails farther from the road (many are < 2 ft now) and install safety caps on all sections.
34	Chilkat State Park Road Rehabilitation	State		X		<ul style="list-style-type: none"> <li>Existing gravel road in very poor shape. The potholes, heaves, dips and ridges in the road are severe, and make passage at rates faster than 15 mph difficult. The road was built by the state to access Chilkat State Park, but due to condition of road, only the most determined visitors and locals enjoy it.</li> <li>The economic benefits of this project will be seen in the increased use of Chilkat State Park by "rubber-tired" tourists. The park features a boat launch to saltwater fishing, superior woodland and beach trails with wildlife viewing opportunities, 62 campsites and a visitor center; the park and its amenities are underutilized due to the condition of the access. Good roads to state parks is an investment in the state's visitor industry, which brings revenue to Haines and the state.</li> </ul>
35	South Creek Bridge, Excursion Inlet.	Private ?	X			<ul style="list-style-type: none"> <li>Upgrade this bridge that connects cannery area with the south subdivision.</li> </ul>
36	Public Transit	Boro	X			<ul style="list-style-type: none"> <li>Haines is a walking community but the distance between Port Chilkoot and downtown, and between the cruise ship dock and downtown can be a challenge in inclement weather or for older residents and visitors. At this time there is a seasonal, privately run bus that takes visitors from the Cruise Ship terminal to downtown with stops along Main Street. Explore private and public sector options that would provide more regular transit service between Main Street, senior housing, the health clinic, school, Fort Chilkoot and the Cruise Ship terminal.</li> </ul>
	Identify snow storage areas	Boro	X			<ul style="list-style-type: none"> <li></li> </ul>



## **6.5 Transit**

The lack of a public transportation services is frustrating to residents and visitors alike; the community has a regional reputation for low/no service. Public or regular for-profit transportation services are needed between the airport and downtown, between the ferry terminal and downtown, to assist when an ambulance transports a patient (especially at night) and family members need transportation services, when school students eligible for pupil transportation need service from the school facility to medical appointments, and between the core community and outlying areas (Klukwan, Mosquito Lake, Covenant Life Center, Mud Bay, etc.). The history of taxi service has been spotty in Haines, though there has been regular service available in 2011 and to date by a local business that grew from one to now at least two taxis.

The Haines Senior Center (via Southeast Senior Services) currently offers transportation four days per week, 6.5 hours per day, with very limited after-hours service. In FY 10 there were an estimated 3,176 trips provided by this service. While service is limited, general knowledge about it could be better and the lack is a barrier to obtaining service. This service should be better publicized and advertised. In order to continue to receive public funding to support public transportation, such as rides for seniors, the Borough must annually update and approve the Haines Borough Consolidated Transportation Plan.

From late May through late September the Haines Borough contracts transit services for shuttling visitors between the cruise ship dock in Portage Cove and designated stops in the downtown core. This is a loop service and it is “consistent and continuous” on days when a cruise ship is scheduled in port. This service is not available to residents. The service costs \$1 to ride all day and is funded by the Haines Borough through sales tax revenue.

The Haines Borough Coordinated Transportation Plan (HBCTP) evaluates existing transportation providers and the unmet transportation needs/duplications in human service agency and public transportation service. The Chilkoot Indian Association (CIA) Transportation Planner is lead on this program now for the community and is actively investigating ways to improve public transit over the next year supported by ADOT&PF Mobility Manager Grant. The CIA recently updated the HBCTP and will make recommendations on public transportation based on ridership data collected over the last two years. The 2011 Haines Cruise and fast Ferry Passenger Survey also gathered opinions about the seasonal transit service. They recommend that during the tour season more obvious and higher quality signage as well as printed routes and schedules would significantly improve this service.

## **6.6 Junk Cars**

A program to deal with disposal of junk and/or abandoned vehicles is needed in Haines. Currently, towing companies will not move these vehicles because they are unable to recoup costs for moving and storage. The Borough should identify (and acquire if not owned) a parcel

of land for use as a storage lot for junk vehicles, and, identify funding options to periodically tow and secure junk vehicles in the storage lot until a scrap barge can remove them. This could cost approximately \$500 per vehicle for thorough preparation and removal, though some of the cost can be offset by selling the scrap metal.

Data from the Alaska Division of Motor Vehicles (DMV) to assess the revenue that the Haines Borough could realistically expect if it chose to 'opt-in' to the municipal Motor Vehicle Registration Tax (MVRT) was obtained and analyzed. It shows that the Haines Borough could expect to receive approximately \$40,000 annually if it added local fees allowed per AS 28.10.431.

To opt-in, Haines must pass an ordinance and submit it to DMV. In order to begin to collect revenue on January 1, Haines must submit an ordinance to DMV before January 1 of the prior year. Opting-in means that when vehicles are registered in the Haines Borough with the DMV and State registration fees are paid, an additional MVRT fee would be paid. The State levies and collects the municipal MVRT at the same time it collects the State registration fee, then retains 8% for administration, and passes the remainder of the MVRT collected to the municipality. As of 2010, boroughs that use the municipal MVRT are Anchorage, Bristol Bay, Juneau, Kenai Peninsula, Ketchikan, Kodiak, Matanuska-Susitna, Sitka and North Slope (has its own program). Boroughs that do not utilize the MVRT are Fairbanks, Haines, Skagway, Wrangell and Yakutat (Alaska Taxable 2010).

## 6.7 Implementation Plan

Over the next 20 years the Haines Borough, its citizens, businesses, local organizations and others will systematically work to accomplish the Transportation goals, objectives and actions listed.

Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
Goal 4. Provide a safe, convenient, reliable, and connected transportation network to move goods and people to, from, and within Haines Borough. Aggressively maintain road, port, and harbor facilities to maximize public investment, enhance public safety and access, and provide economic opportunity.				
Objective 4A: Capitalize on Haines’ position as a transportation hub to increase transfer and shipment of cargo, supplies, fuel, ore and other commodities with the Yukon, northern BC, and Interior Alaska. Cross reference with Econ Dev 3J and its implementing actions (1-8) which provide detail.				
1. Actively market Haines port and road network and facilities.	X	X	X	Borough
Objective 4B: Improve harbor and marine facilities for resident use and to support commercial fishing activity. Also refer to Econ Dev Objective 3C & actions (1-9) about adding value to local commercial fisheries.				
1. Identify and prioritize infrastructure and maintenance needed to support commercial fishing and seafood processing activity.	X			Borough, P&HAC, Haines fishers, seafood processors
2. Conduct work session/public review to advance Portage Cove Small Boat Harbor expansion to final concept design (harbor, parking, park).	X			Planning Commission/P&HAC, PRAC
3. Conduct geotechnical drilling needed for accurate cost estimates and design of small boat harbor south wave barrier/ breakwater.	X			Borough
4. Work with US COE, ADOT&PF and others to acquire full funding; construct in phases if full funding not all available at onset. (\$19.5 million in CIP funding acquired in 2012 with \$15 million of this contingent of state approval of bond package in fall 2012.)	X	X	X	Borough, P&HAC, State, COE
Objective 4C: Support Alaska Marine Highway System ferry service to and from Haines.				
1. Advocate for daily AMHS day boat service between Upper Lynn Canal communities and Juneau.	X			Borough, elected officials
2. Advocate for the proposed Alaska Class ferry to serve the Upper Lynn Canal	X			Borough, elected officials
3. Advocate for AMHS ferry to homeport or overnight in Haines.	X	X		Borough, elected officials

Strategies	Timeframe			Responsibility
1-2 3-5 6-10+				
<b>Objective 4D: Accomplish geotechnical investigations and surficial/ ground water flow improvements/redirection to address Lutak Slope ground movement.</b>				
1. Conduct a comprehensive assessment of surface and ground water flows and flow paths. Identify risk, options to improve stability of lower hillside (Oceanview Rd/Lutak slope and Road) and costs. Implement chosen solutions.	X	X		Borough, ADOT&PF, USGS, DMVA, land owners
<b>Objective 4E: Pro-actively address possibility of railroad between Port Lutak area, the Yukon Territory and Interior Alaska.</b>				
1. Identify land and resource concerns, at a planning level, along the three routes being discussed as options to identify issues important to the Borough that a future engineering or environmental study would need to address.	X	X		Borough
2. Identify the route likely to be preferred (at a planning level) by Haines Borough and rationale.		X		Borough
3. Survey route from Lutak to Zimovia Point (just past 9 mile) where a possible bridge would be built, to assess costs and feasibility so that Borough is positioned to assist State, Yukon Government, or other potential funders. This could be partially combined with action 4D (1).		X	X	Borough, Yukon Government, producers/private sector, ADOT&PF
4. Conduct preliminary engineering study to estimate construction costs and exit point for 3-mile tunnel from Lutak Dock to airport area for alternative truck or railroad route to Lutak Dock.		X		Borough, Yukon Government, producers/private sector, ADOT&PF
<b>Objective 4F: Accomplish the Borough’s Transportation Improvement Program, including the 36 road and non-motorized improvements projects listed on Table 6-5 and partially mapped on Figure 6-3. Build a connected, non-motorized transportation network (sidewalks, wide road shoulders, separated paths) to encourage healthy lifestyles and safe walking, biking, and skiing to and from work and school.</b>				
1. Annually update and approve the Haines Borough Consolidated Transportation Plan to enable continued receipt of public transportation services and funding, such as Senior Citizen transportation services.	X	X	X	Borough, CIA
2. Aggressively pursue funding to systematically complete the Borough’s Transportation Improvement Program <sup>21</sup> including the 36 road and non-motorized improvements	X	X	X	Borough

<sup>21</sup> Funding sources include, but are not limited to: State STIP and TRAAK funding, SeaTrails grants, Legislative Requests at state and federal level, partner with CIA and CIV for use of IRR and other funds, federal Scenic Byway funding, pursue grants, seek inclusion in State bond packages, sell municipal bonds.

Strategies	Timeframe			Responsibility
	1-2	3-5	6-10+	
projects listed on Table 6-5 and partly mapped on Figure 6-3.				
3. Pave or chip seal roads in Haines Borough. Focus on Phase III-VI Local Roads Program within the townsite and areas designated for Rural Settlement on Comprehensive Plan Future Growth Maps.	X	X	X	Borough, State, CIA
4. Prepare Local Roads Program VII-X.	X	X		Borough
5. Maintain and expand public transportation services. Explore opportunities for coordination of services, shared resources and pay-per-ride options among van and bus owners in Haines. Assess public demand for year round transit service and routes and run feasibility analysis.	X			CIA, REACH, Inc., Senior Center, Borough, CIV, State HESS, ADNR, DPH & others w vans, Schools, SE Senior Services, Catholic Services
6. Publicize and advertise existing transit services available for seniors, other residents, and visitors. Place information on Borough website, on hainesak.com under “transportation”, on haines.ak.us, on flyers around town etc. <i>Also refer to Com Svs 17D (4) and (8)</i>	X			CIA, REACH, Inc., Senior Center, Borough
7. More obvious and higher quality signage needed for tour season transit service as well as printed routes and schedules to significantly improve this service.	X			Borough, Transit contractor
8. Increase visibility of routes and ease of access to DBD; relocate and improve highway and directional signs to point people and vehicles to – rather than bypass - Main Street (for example, the sign at 2 <sup>nd</sup> and Union now specifically directs highway traffic to bypass downtown). <i>Cross reference with Econ Dev 3E (8)</i>	X	X		Borough, ADOT&PF
9. Systematically implement the Haines Highway Scenic Corridor Partnership Plan. <i>Cross reference with Parks and Rec 14E (11) which lists more details.</i>	X	X	X	ADOT&PF, Borough



## 7 Land Use and Future Growth

This chapter describes land ownership in Haines Borough, discusses current conditions and management, concerns and opportunities, establishes Future Growth Maps to guide land use over the next 10-20 years in an efficient and logical manner, and identifies objectives and implementing actions. This section:

- Reviews land ownership, management and use;
- Considers future municipal, resident and business land needs;
- Identifies suitable locations to meet these needs; and

### GOAL

Guide infrastructure and land development to provide an adequate supply of land for commercial and industrial development, varied residential living, and diverse recreational opportunities.



- For each large geographic area in the Borough, establishes Future Growth Maps with explanatory narrative, and related goals, objectives and actions to guide and implement Haines's desired future land use.

## 7.1 Land Ownership

Haines Borough encompasses 2,344 square miles of land and 382 square miles of water. Two-thirds of the land is owned by the federal government, almost one-third by the State of Alaska, and about 2% is either privately owned or Borough land (Table 7-1 and Figure 7-1). For simplicity, this plan refers to public land as being owned by its managing agency, even though technically the land is owned by "the people" and managed on their behalf by the public agency. The lack of private land in Southeast Alaska impedes the ability of the region, including Haines, to accommodate private sector activity. In contrast to the US as a whole, where approximately 60% of the land base is owned privately or by local government, only 3% of the land in Southeast Alaska and 1.3% of Haines land is in this category (Table 7-2).

TABLE 7-1 HAINES BOROUGH LAND OWNERSHIP*		
Landowner	Acres	Percent of total
<b>Federal (total)</b>	<b>993,364</b>	<b>66.0%</b>
BLM	217,465	14.5%
USFS	775,345	51.5%
Other	554	0.1%
<b>State (total)</b>	<b>486,033</b>	<b>32.3%</b>
AMHT	6,132	0.5%
UA	15,110	1.0%
<b>Private (total)</b>	<b>19,769</b>	<b>1.3%</b>
<b>Borough (total)</b>	<b>5,047</b>	<b>0.3%</b>
Borough	1,880	0.1%
Pending	3,167	0.2%
<b>TOTAL</b>	<b>1,505,621</b>	<b>100.0%</b>
Source: Alaska Map Company, Borough GIS data		
* General state land total assumes 3,167 acres have already been transferred to Borough, though this will take several years to occur		

TABLE 7-2 LAND OWNERSHIP PATTERNS				
Landowner	US	Alaska	Southeast Alaska	Haines
<b>Federal</b>	31%	65%	95%	66%
<b>State</b>	9%	24%	2%	32%
<b>Local Govt &amp; Private</b> (including Native Corp)	60%	11%	3%	1.6% (0.3%-Hns, 1.3% -private)

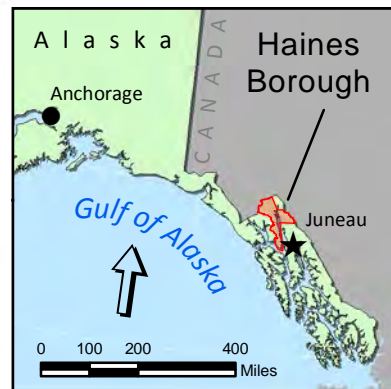
The federal government is by far the largest landowner in the Borough with about 66% of the land base. Federal land is managed by both the US Forest Service (USFS) and the Bureau of Land Management (BLM).

British  
Columbia  
Canada

CHILKAT  
BALD EAGLE  
PRESERVE

Municipality of Skagway Borough  
Haines Borough

Skagway



British  
Columbia  
Canada

GLACIER BAY NATIONAL  
PARK

Haines

CHILKAT STATE PARK

CHILKAT ISLANDS STATE MARINE PARK

SULLIVAN  
ISLAND  
STATE  
MARINE PARK

ST JAMES BAY  
STATE MARINE  
PARK

Figure 7-1  
Haines Borough  
Comprehensive Plan  
General Land Status

- Borough
- Borough Selected
- Private
- State of Alaska
  - General
  - Alaska Mental Health Trust
  - University of Alaska
- Federal
  - Bureau of Land Management
  - US Forest Service / Tongass National Forest
  - Other
- Boundaries
  - Haines Borough
  - Haines State Forest
  - Chilkat Bald Eagle Preserve
  - State Parks/Marine Parks

0 2.5 5 10  
Miles



Gustavus

Excursion  
Inlet

ICY STRAIT

LYNN CANAL

Juneau

The USFS has well-developed Land Management Designations (LUDs) that govern land use on its land, and Future Growth Maps in this plan follow USFS lead for its land. The BLM developed a Ring of Fire Environmental Impact Statement (EIS) and Management Plan in 2006, but due to challenge, is now issuing a Supplemental EIS for the Haines planning block. A draft is due in late spring/early summer 2012. The Borough should review and comment upon this plan when issued. Federally-owned lands in or near town include the 220 acre U.S. Army Tank Farm and POL Dock facility at Lutak Inlet, the U.S. Post Office on the Haines Highway, and the Federal Aviation Administration (FAA) tower site located on FAA Road.

The next largest landowner in the Borough is the State of Alaska, with about one-third of the land base. The Haines State Forest, at 268,000 acres, is one of only three state forests in Alaska and a unique asset for the area. The Haines State Forest is managed by Alaska Department of Natural Resources (ADNR) and covers large areas of the Chilkat, Klehini and Ferebee River Valleys. It is managed for multiple uses, with some areas emphasizing recreation and scenic values and other areas emphasizing commercial timber harvest. The *Haines State Forest Management Plan* was updated in 2003. ADNR regularly issues an updated 5-year timber sale schedule and focuses on small timber sales harvest and pre-commercial thinning activities.

Other significant state land is the 48,000 acres Chilkat Bald Eagle Preserve, which stretches along the Chilkat, Klehini and Chilkoot Rivers. It is managed under a Plan adopted in 2003 for the protection of the eagles and their habitat, but does allow for other non-conflicting uses. There are seven state recreation areas in the Borough: the 9,837 acre Chilkat State Park, Chilkoot Lake State Recreation Site, Mosquito Lake State Recreation Site, Portage Cove State Recreation Site, Chilkat Islands State Marine Park, Sullivan Island State Marine Park, and St James Bay Marine Park. The state also owns, and ADNR manages, significant tideland areas within the Borough, mainly along Chilkoot and Lutak Inlet. These tidelands are classified by the state as Commercial/Industrial and are open for leasing.

University of Alaska (UA) owned land is scattered throughout the Borough. Some of these parcels have been subdivided and sold as residential lots, including the Letnikof Estates Subdivision on the Chilkat Peninsula and others in the Mosquito Lake and Porcupine areas. The University actively manages its land for revenue generation. Alaska Mental Health Trust (AMHT) owned land includes parcels on Mt. Riley, along the Haines Highway near the border and on the upland side of Lutak Road. To date, the Alaska Mental Health Trust has not pursued sale or development of their holdings in the Haines Borough, although their mission is to generate revenue from their land holdings to support mental health programming in Alaska.

Private landowners (including Native allotments) own approximately 20,000 acres or 1.3% of the Borough land base.

Haines Borough will eventually own only about 0.03% or about 5,000 acres of the land base. When the former City of Haines and the Haines Borough each incorporated neither was eligible to select much land as part of its municipal entitlement compared to other parts of the State because there is comparatively little State land in Southeast Alaska. In 2010, the State

Legislature helped remedy this when House Bill 273 passed transferring an additional 3,167 acres to Haines, bringing total Borough land to approximately 5,230 acres. The pending new Haines Borough land is almost all in remote locations (Figure 4-1).

Most Haines Borough land is now within the former City of Haines (Figure 4-1) with the exception of four parcels out Haines Highway – the 5-acre gravel pit out by Big Boulder Creek, the 13-acre school and fire house on Mosquito Lake Road, 5 acres at Emerson Field Park at the intersection of Haines Highway and Mosquito Lake Rd., and a 34-acre parcel just past the Wells Bridge around MP 25. The largest tracts of Borough land are 450 acres on the west side of Mt. Riley and 100 acres north of Skyline Estates.

Borough subdivisions where land was sold to private parties for housing include 13 view lots in the Carr's Cove Subdivision and the 50 lot Skyline Subdivision north of the downtown area above Highland Estates. Other Borough lands in town are reserved for public use and include school facilities on 16-acres between Main Street and the Haines Highway, road right-of-way, parks, and several municipal facilities. Also, most of the tidelands in Portage Cove are Borough owned. Almost all Borough land and facilities is depicted on Figure 4-1.

## **7.2 Future Growth Plan and Maps - Introduction**

Future Growth Maps with 10 specific Land Designations to guide growth over the next 20 years are now presented. Future population and housing growth, utility and infrastructure needs, economic development opportunities, the physical and environmental character of the land base, residents' views, land owner's interests and more were taken into account as future growth direction and these maps were prepared.

Proposed development projects should be compatible with and follow the direction set out on the Future Growth Maps and in this Comprehensive Plan. The Planning Commission and the Assembly will use these maps and this plan when they make land use and development decisions, including permit reviews, zoning and rezoning.

This Comprehensive Plan and the Future Growth Maps lay out vision and broad intent, they establish areas of emphasis and direction, not regulation. The Comprehensive Plan and Future Growth Maps do not prohibit or allow certain type of development - that is the role of zoning, subdivision and other municipal codes. However, permits and proposals are routinely reviewed for compatibility with the direction, desired land use, and preferences established on the Future Growth maps and in this Plan. Zoning and capital investments are made in conjunction with this direction. Through this comprehensive planning process the Haines community's broad public interest is defined and expressed and the rationale established to direct certain types of land uses to (and away from) particular areas. Haines Borough also expects that the direction for growth and land use set out here will be implemented by State and Federal regulators as they review proposals for leases, approvals and permits.

The Haines Borough Comprehensive Plan recognizes the rights of large public landowners to manage their land under their own broad land use designations and rules crafted through public processes and captured in plans such as the Tongass Land Management Plan, Haines State Forest Plan and Chilkat Bald Eagle Preserve Plan. The Haines Borough's Land Designations generally follow the guidelines that the large public landowners have established, as the Borough and its residents actively participated in these planning efforts. There are a few areas where the Borough's Future Growth Land Designation and accompanying narrative in this chapter express specific community concerns in order to influence other public landowners as they establish conditions or design projects so that impacts of concern to the Borough and its residents can be avoided or minimized.

Haines Borough also recognizes the rights of private land owners to use their land without undue restriction.

The boundaries or "lines" between Land Designations on the Future Growth Maps are "soft" at this scale and level of planning. Desired types of land use and growth, and preferences for how differing land values are balanced and weighted, are clear and can be captured in a distinct Land Designation. But, the location of the exact boundary between neighboring Land Designations is not precise. More site specific review of projects and zoning will be needed as questions arise. The intent is not to preclude a proposed project that is close to the boundary between two Land Designations, rather, the Planning Commission and Assembly will "step back" and consider the "big picture" intent for the area, for the Land Designation, and then the details of the project, lease or zoning request.

### ***7.2.1 Haines Borough's Ten Future Growth Land Designations***

The Haines Comprehensive Plan Future Growth Land Designations are:

1. Residential
2. Rural Settlement
3. Commercial
4. Industrial/Light Industrial
5. Waterfront Development
6. Park, Recreation or Open Space
7. Remote or Special Areas/Critical Habitat
8. Multiple – Recreation Emphasis
9. Multiple – Resource Use Emphasis
10. Resource Development



## Residential

The Residential Land Designation is to encourage development of a healthy, safe and pleasant environment for residential living protected from incompatible and disruptive uses.

A variety of residential living is encouraged to meet all needs including single-family dwellings, duplexes, townhouses, condominiums, apartments and mobile home parks. Parks, churches and home occupations are expected in these areas. Higher density residential is desired near schools, commercial areas, and community destinations. Home businesses are expected as are bed and breakfast operations.

Small pockets of neighborhood commercial development are encouraged in locations that are easily accessible to many residents and where traffic will not create conflict. In areas away from the core townsite small commercial businesses may occur. However, these areas will primarily be residential in nature. Zoning will dictate the appropriate level of mixed use development.

Current residential living patterns show that two-thirds of Haines residents are in the townsite area; 15% in Mosquito Lake/Covenant Life areas including Eagle Vista area; 8% in Mud Bay, 2% in Lutak and 5% dispersed in other areas (Table 7-3). The areas on Table 7-3 are US Census defined places.

<b>TABLE 7-3 HAINES BOROUGH POPULATION , DWELLING UNITS AND OCCUPANCY BY CENSUS PLACE IN BOROUGH , 2010</b>				
<b>Haines Borough, Year 2010</b>	<b>Pop</b>	<b>Percent of Total</b>	<b>Number Dwelling Units</b>	<b>Percent Occupied Year round</b>
<b>TOTAL</b>	<b>2,508</b>	<b>100%</b>	<b>1,631</b>	<b>70%</b>
Haines Townsite	1,713	68%	902	87%
Mosquito Lake	309	12%	196	70%
Mud Bay	212	8%	149	70%
Remainder of Haines Borough	127	5%	214	28%
Covenant Life	86	3%	52	67%
Lutak	49	2%	47	53%
Excursion Inlet	12	<1%	71	8%
<i>Source Data: 2010 US Census data provided by ADOLWD</i>				

## Rural Settlement

The Rural Settlement Land Designation is large-lot residential living outside of downtown where the lack of public water and sewer requires large lots so that wastewater discharge does not harm neighboring properties or the environment. In these areas a more rural lifestyle is valued and protected (through zoning) from incompatible and disruptive activities.

## **Commercial**

The Commercial Land Designation is to encourage commercial development, including buildings that host retail establishments, food and beverage businesses, places that sell goods and services, businesses, offices, and hotels or motels. Mixed-use buildings, with residential uses on the upper floors are encouraged.

Downtown Haines is where most commercial land is found; a core Downtown Business District commercial area is depicted on Figure 7-4. This is where infill of empty lots and stores and business/property owner investment are encouraged to promote a vibrant and vital downtown district. Read more in this chapter and in the Downtown Revitalization Plan.

Small pockets of neighborhood-scale commercial development are desired in residential areas where a convenience store can provide services to nearby residential areas so items can be picked up by foot or bike and long vehicle trips can be avoided. In the local historic district zoning, all new buildings should be compatible with the historic streetscape.

Three “nodes” where commercial development is desired are designated; one around the 33-mile Roadhouse, one at the intersection of Haines Highway and Mosquito Lake Road, and one near Letnikof Cove out Mud Bay Road. The purpose of all three areas is to encourage commercial development in concentrated areas, rather than sprawling out along these roads and areas.

## **Industrial/Light Industrial**

The Industrial/Light Industrial Land Designation is to encourage land uses and activities that are industrial in nature such as seafood processing, saw mills, other manufacturing, product processing, repairing, assembling, shipping and storing goods. Sewage treatment facilities, landfills, airports, rock quarries, and light and power facilities are examples of this type of use. Performance standards or buffers from neighboring uses may be applied to address noise, odors, waste and other impacts. Zoning makes a distinction between light industrial and industrial uses.

## **Waterfront Development**

The Waterfront Industrial Designation is to encourage land uses and activities that are water-dependent, water-oriented or promote enjoyment of the waterfront. Activities here will be primarily of an industrial or commercial nature; residential uses that are secondary to the water use may occur in places.

1. Water-dependent uses and activities are economically or physically dependent upon a coastal location. Following is a non-exhaustive list of water-dependent uses and activities: boat harbors; facilities that serve as inter-modal transportation links for the transfer of goods, services or people between the marine transportation system and the

road system; docks; marine-based tourism facilities; boat repair and haul out facilities; fish hatcheries; mariculture activities; fish processing facilities; log storage and transfer; float plane bases, and remote recreational cabins dependent on water access.

2. Water-related uses and activities include, but are not limited to marine retail stores and commercial activities such as hotels, restaurants, and other similar uses that provide views and access to the waterfront.

### **Park, Recreation or Open Space**

The Parks, Recreation or Open Space Land Designation is to promote park and recreational uses and preserve open space. In the townsite area developed recreation facilities will be within this Land Designation as will areas being used for wetlands mitigation purposes. Outside the townsite some places in this designation will be undeveloped and others will see more intensive recreation use and support commercial visitor-related activity.

This land designation includes:

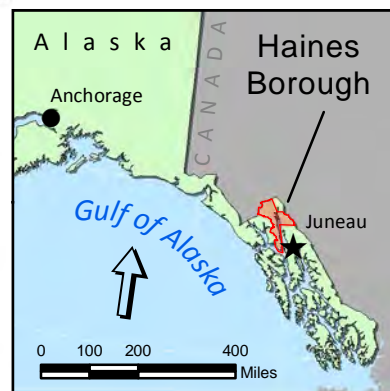
- Active recreational uses such as playgrounds, sports fields and board-walked or paved trails in more urban places;
- More passive recreation activities such as bird and wildlife observation, picnics, walking, canoeing and biking;
- Areas set aside for wetlands mitigation and to protect community drinking water sources; and
- Tongass National Forest land designated Semi-Remote Recreation, Remote Recreation, Wild-Scenic or Recreational Rivers, and Municipal Watershed to promote compatible land management.
- The watershed that feeds Haines' Lily Lake, Haines' primary drinking water source, is protected with this designation to ensure safe drinking water in the future. Any development here must be done in a manner that ensures state drinking water standards can be met. The watershed protection area for other drinking water sources, including Piedad Spring, the spring at about 3.5 mile Mud Bay Rd., the source feeding the ferry terminal area, and the well recharge area for Cathedral Spring are all depicted; some are and some are not in this protective designation.

### **Remote or Special Areas/Critical Habitat**

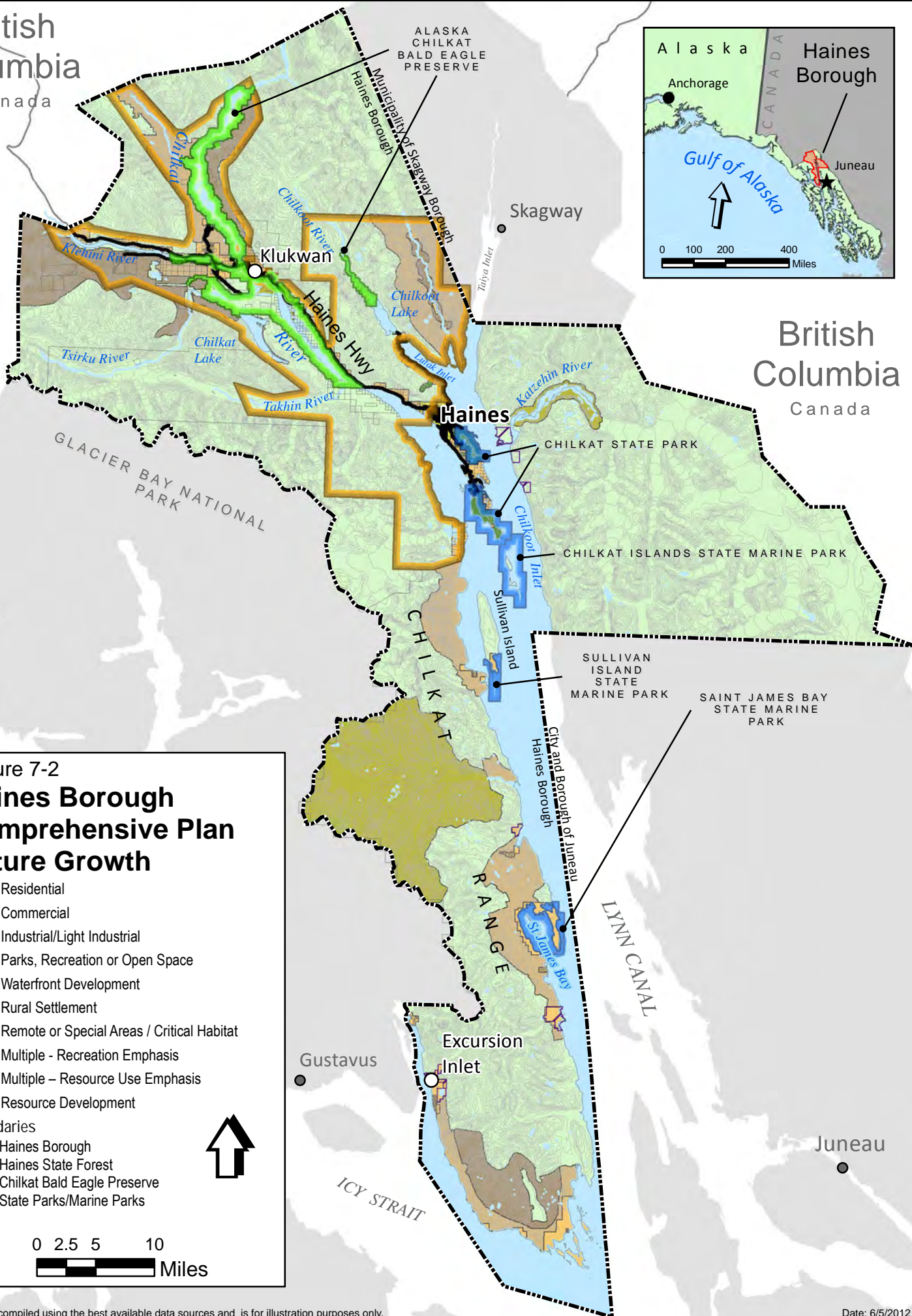
The Remote or Special Areas/Critical Habitat Designation is to promote compatible land management for areas designated by the landowner for natural or wild land uses or to protect critical habitat. In the Tongass National Forest this includes the Endicott Wilderness Area, the Katzeihin River areas that are a Wild and Scenic River, and USFS designated Remote Recreation areas (where opportunities for solitude and self-reliance are high). On state land this includes the Council Grounds unit of the Chilkat Bald Eagle Preserve. These are areas where there is unique, important or fragile habitat. Opportunities for remote recreation can be developed, but landscapes should remain essentially unmodified.

British  
Columbia  
Canada

ALASKA  
CHILKAT  
BALD EAGLE  
PRESERVE



British  
Columbia  
Canada



## **Multiple - Recreation Emphasis**

The Multiple - Recreation Emphasis Land Designation is for areas where multiple activities and land uses occur, but the emphasis is on recreation and tourism use or similar less intensive land uses. Resource development activities and uses are not prohibited, but the threshold of attention to protecting recreational use is primary.

## **Multiple - Resource Use Emphasis**

The Multiple – Resource Use Emphasis Land Designation is for areas where multiple activities and land uses occur, but the emphasis is on more intensive resource use. Activities that involve motors, generate noise and are more disruptive to view sheds and land are expected. Resource development activities and uses should be conducted to maintain critical habitat and the quality of life for any nearby residents. Buffers and conditions to minimize impacts on neighboring land uses will often be appropriate.

## **Resource Development**

The Resource Development Land Designation is for land where resource development, extraction or harvest activities occur or are reasonably expected, including uses such as timber harvest, mineral extraction and quarries. Electrical generation and transmission lines may be here. Resource development is a primary land use here. Depending upon the location, it may be important to pay attention to viewshed protection or buffer nearby trails.

## **7.3 Overarching Land Use Concerns**

### **7.3.1 *Anadromous Fish and Bald Eagles***

Commercial, subsistence and sport harvest of salmon its processing is a backbone of Haines’ economy and culture. Salmon viewing and catch is also integral to Haines’s tourism sector. It is of high concern that salmon runs have been decreasing in recent years. The Borough intends to work with agency and other professional limnologists and fisheries biologists to restore Chilkoot and Chilkat Lake sockeye runs to historic levels of productivity. The local Takshanuk Watershed Council (TWC) works to protect and enhance anadromous fish habitat. TWC has identified several places where fish passage is either restricted or blocked, or wetlands adjacent to fish streams could be enhanced and thus function better. This plan’s Economic Development chapter Section 5.8.4 on commercial fishing and seafood processing identifies these sites where fish passage and habitat can be improved.

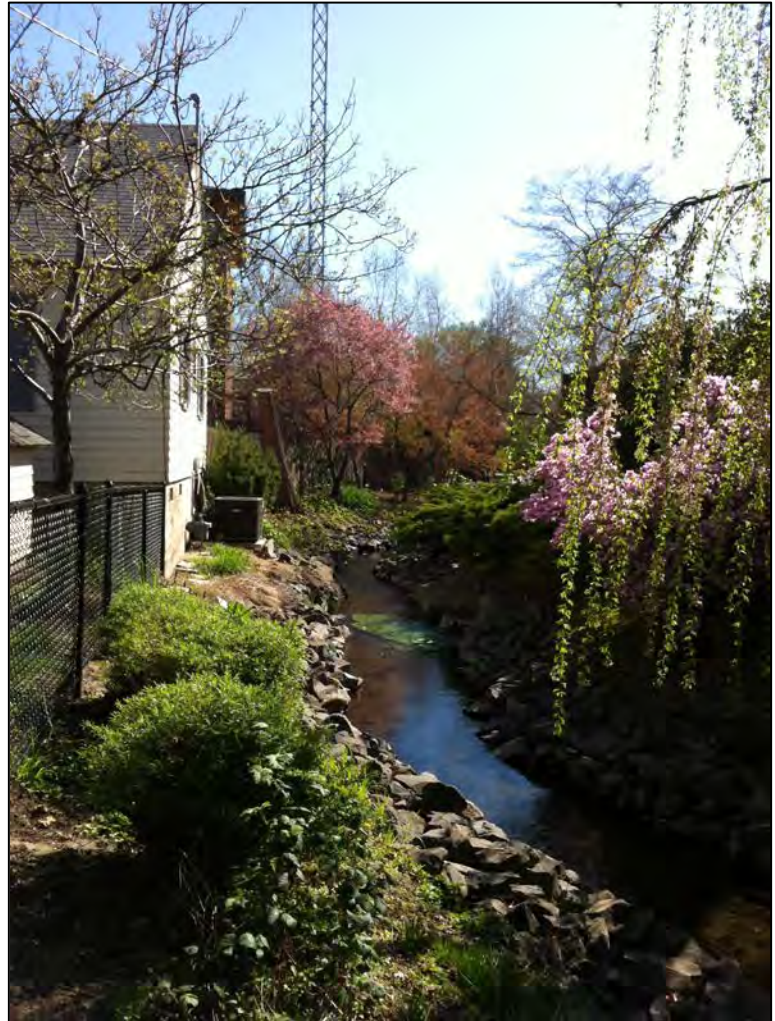
#### **GOAL**

**Maintain and enhance salmon spawning, rearing, and overwintering habitat.**



Several objectives and actions in the Land Use implementation section address protection and enhancement of anadromous fish habitat. A primary action that the Borough can take is to enforce the Haines Borough Code's 25 foot no development setback from anadromous fish streams, and the requirement to at times require a reclamation or landscaping plan when development is within 100 feet of an anadromous fish stream (HBC 18.60.010 O and P).

Over time both the Haines Borough and private sector development projects will require mitigation related to wetland impacts. Designating an appropriate community-endorsed area to direct future mitigation can both ease permitting and also benefit the environment by focusing these efforts in a meaningful way. The Takshanuk Watershed Council has developed a preliminary list of areas where



meaningful mitigation might occur:

*Stream landscaping and hardscaping through a residential area protects the stream and create a neighborhood amenity.*

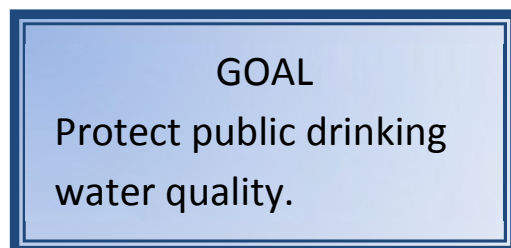
1. Purchase of select parcels of private property in the Sawmill Creek watershed to enhance habitat and protect the watershed. Some important areas are those currently being used, or with potential for use as school research sites for fish distribution and water quality.
2. Remediation of select sites in the Sawmill Creek watershed where current land uses are causing pollution.
3. Tidelands adjacent to the Port Chilkoot Dock not owned by Borough should be acquired to include tide pool education and restoration as part of a natural beach walk and education path between the Port Chilkoot Dock, Lookout Park and the Small Boat harbor.
4. Owners of a Mud Bay homestead are pursuing a conservation easement with the Southeast Alaska Land Trust with intent to create a Retreat Center for seminars and education related to community-building, sustainability and similar topics. Also used for bird research and community agriculture. This may be an appropriate site for mitigation dollar investment.

Some of the possible mitigation sites above are on private land, which would require landowner consent. Benefits for private landowners can be grants to assist with this work that are only available to the private sector, the ability to better meet their own mitigation requirements, enhanced property value when mitigation is completed, or if some development rights are relinquished to the public (such as when a conservation assessment is put in place) reduced property taxes.

Eagles are another abundant and valued resource in Haines. A late fall salmon run brings in concentrates of thousands of eagles in the Chilkat River system. This phenomena has become well-known and an annual bald eagle festival sponsored by the American Bald Eagle Foundation attracts hundreds of visitors each November. The Legislature created the Chilkat bald Eagle preserve in 1982 and a 2002 plan established allowed and prohibited uses in the 48,000 acre preserve and other management direction. Opportunities to view eagles was one of the reasons the Haines Highway was designated a Scenic Byway. Significant eagle concentrations occur at the Council Grounds, in portions of the Tsirku Fan and the Middle Chilkat River and that part of the Klehini River between Mile 30 and its confluence with the Chilkat River, and in the Klehini River. The Future Growth Maps designate the Council Grounds as a Special Area/Critical Habitat, and areas adjacent to the Klehini River, Tsirku River, a corridor along Chilkoot River between the Lake and Lutak Inlet and other places are designated Multiple-Recreation Emphasis in part of encourage land use with a 'lighter' footprint that protects the salmon resource.

### **7.3.2 Drinking Water Quality**

The State Department of Environmental Conservation (ADEC) watershed protection zone A is shown around all of Haines' public drinking water sources on the Future Growth Maps. (Zone A is not shown for Piedad and is estimated for the spring off Mud Bay Rd). Zone A is a time of travel of several months from the surface to the drinking water intake for groundwater sources (like Cathedral Spring) and is 1,000 feet or less from the edge of the surface water sources (like Lily lake). ADEC mapping is general and more site specific identification is appropriate.



Development in areas that feed public drinking water must be done in a manner that ensures state drinking water standards can be met. Some of the non-regulatory ways to protect drinking water are:

- Public education about where your drinking water comes from, and how contaminants affect it is probably the most effective and least costly method of protection.
- Household hazardous waste collection - household hazardous wastes are usually generated in small amounts but can have a big impact on the environment.
- The assessment report is a tool that you can use to help protect your public drinking water supply.

- Taking proactive measures on proper waste storage and disposal can help eliminate the need for you to find an alternative drinking water source by preventing source water contamination.
- Conservation easements - easements can assist in protecting the area by limiting development.
- Make a plan on what you will do if an accidental spill happens that could contaminate your source of drinking water.

Regulatory options include:

- Source protection regulations prohibit the presence or use of all or specific chemicals within the drinking water protection area.
- Zoning ordinances can control development within the different protection areas around the source.
- Local drinking water protection plan (an example or template is available from ADEC.
- Subdivision ordinances.
- Operating standards for industrial and other activities within the different protection areas around the source.

There are a number of objectives and actions recommended to ensure this occurs in the implementation section of Chapter 9 Utilities.

### **7.3.3 Public Access to Coastal Areas, Rivers and Lakes.**

Haines' concern to ensure public access to coastal areas, rivers and streams is shared by most Alaskans. In 2012 the Alaska Legislature passed House Bill 144 to ensure future public access to Alaska's fishing streams. This legislation encourages voluntary land trades or purchases with willing landowners so Alaskans have public easements to travel to and along fishing streams that could otherwise be lost over time. While many Haines fishing streams are surrounded by public land, places specifically

designated for public access are needed. In 2001 the (former City of) Haines prepared a Public Use and Access Plan to identify important public access routes and points to popular coastal areas. While a Borough-wide effort like this may be appropriate, several important access points and needed improvements are identified already in this plan (for example Wells Bridge and Carrs Cove areas); the most important thing may be identifying priorities to implement and begin doing so.

**GOAL**  
Provide public access to coastal areas, rivers and lakes.

The Public Trust Doctrine is the principle that certain resources are preserved for public use, and that the government is required to maintain them for the public's reasonable use. This is an important basis for ensuring public access to coastal areas, rivers and lakes. Based on the Public Trust Doctrine, Article 8 of the Alaska State Constitution provides that fish, wildlife and

waters are reserved to the people for common use, and, that public access to navigable and public waters is assured.

In Alaska, section lines along township and ranges are guaranteed public right-of-way that exist on state and borough lands – this will provide access to waters approximately every mile, and, public access to tidelands is allowed from mean high tide to 50 feet seaward. Alaska’s position is that the Public Trust Doctrine allows for the use of these lands even if they are conveyed. And that the Public Trust Doctrine applies to all waters in Alaska regardless of land ownership. The state can make an exception to these principles if “regulating or limiting access is necessary for other beneficial uses or public purposes” (AS 38.05.127).

However, complicating use of these public access points and routes is that:

- The public often does not know where these easements are located
- Private owners may block easements
- Private owners build permanent improvements that encroach on easements
- Docks, etc. may block easements
- ADNR has no regulations that define what uses are and are not allowed in easements
- Some in public/legislature believe 50 feet is too wide
- ADNR has limited staff and authority to enforce public’s rights

Issues to address to protect public access are:

1. Providing adequate and appropriate infrastructure (such as parking, signs and facilities) at popular areas.
2. Dedicating Borough lands that are important for public access and use for that purpose.
3. Ensuring future public access to important privately owned areas used by the public through arrangements agreeable to the private landowner.
4. Developing and marketing a system of interconnected pathways and trails.
5. Providing disabled access to public use areas, pathways and trails.
6. Beautifying the Portage Cove waterfront and other visually prominent areas.

Objectives and actions in this chapter’s implementation plan identify specific needs and ideas to ensure public access to coastal, river and lake areas in Haines Borough.

#### **7.3.4 Historic and Cultural Values, Resources and Assets**

Given thousands of years of Tlingit habitation and gold rush and early military history in the area it is not surprising that there are many sites with historic and cultural values. Land use and development must protect historic and cultural values. Some of these sites are:

1. Fort William H. Seward (an Historic District and a National Historic Landmark)
2. Deishu Village site
3. Tlingit Park and historic cemetery
4. T'anani Village Site and Nukdik/Tanani Beach site
5. Anway Homesite historic structure and property

6. Yandeist'akye' historic Native settlement
7. Chilkat River and Chilkoot River and Lake historic sites such as cache and house pits, hooligan pits, garden areas and graves
8. Dalton Cache and Dalton Trail
9. Eldred Rock Lighthouse

Objectives and actions in this chapter's implementation plan identify specific ways to protect these assets.

#### GOAL

Recognize historic and cultural resources and values and develop in a manner that protects these assets.

### **7.3.5 Resource-Based Development Opportunity**

Harvest, extraction and adding value to the renewable and non-renewable resources in Haines Borough is a primary activity that brings money from outside the community into the local economy. Haines Borough is fortunate to have commercially viable salmon, timber and minerals all within its boundaries. Development of these resources must be done in a manner that protects the recreational and scenic values and places in the Borough upon which tourism, as well as quality of life, is based. The Borough's objective is to achieve responsible development, which is defined as complying with environmental regulations, ensuring fisheries resource and riparian zone protection, providing protection of salmon habitat and Bald Eagle Preserve resources, maintains scenic viewsheds, and buffers operations from adjacent land uses and activities.

Working on a project by project basis to balance among competing interests and needs is a major Borough regulatory responsibility, as seafood and tourism are two of the community's three primary economic drivers and must be protected, while timber and potentially minerals, offer future opportunity.

#### GOAL

Support responsible development of renewable and non-renewable resources within Haines Borough.



*Local sawmill operating in Major Road area*



*Fisherman, photo by Andy Hedden*

## 7.4 Townsite

### 7.4.1 Land Ownership, Use and Management

The urban center of Haines reflects its history and diversity. Some of the buildings near the town center, both commercial and residential, are nearly 100 years old and contribute much to the town's character. Other buildings, including most of the commercial core on Main Street between Second and Third Avenues, date from the 1950's and 1960's. The townsite is compact, with residential neighborhoods closely surrounding the commercial center. Just over 1,700 people or 68% of Borough residents live in this area. Land in town is primarily privately owned (Figure 7-3).

The Borough owns parcels where public facilities have been constructed (Figure 4-1) as well as some undeveloped. land in chapter 4 shows all Borough-owned land and facilities).

**GOAL**

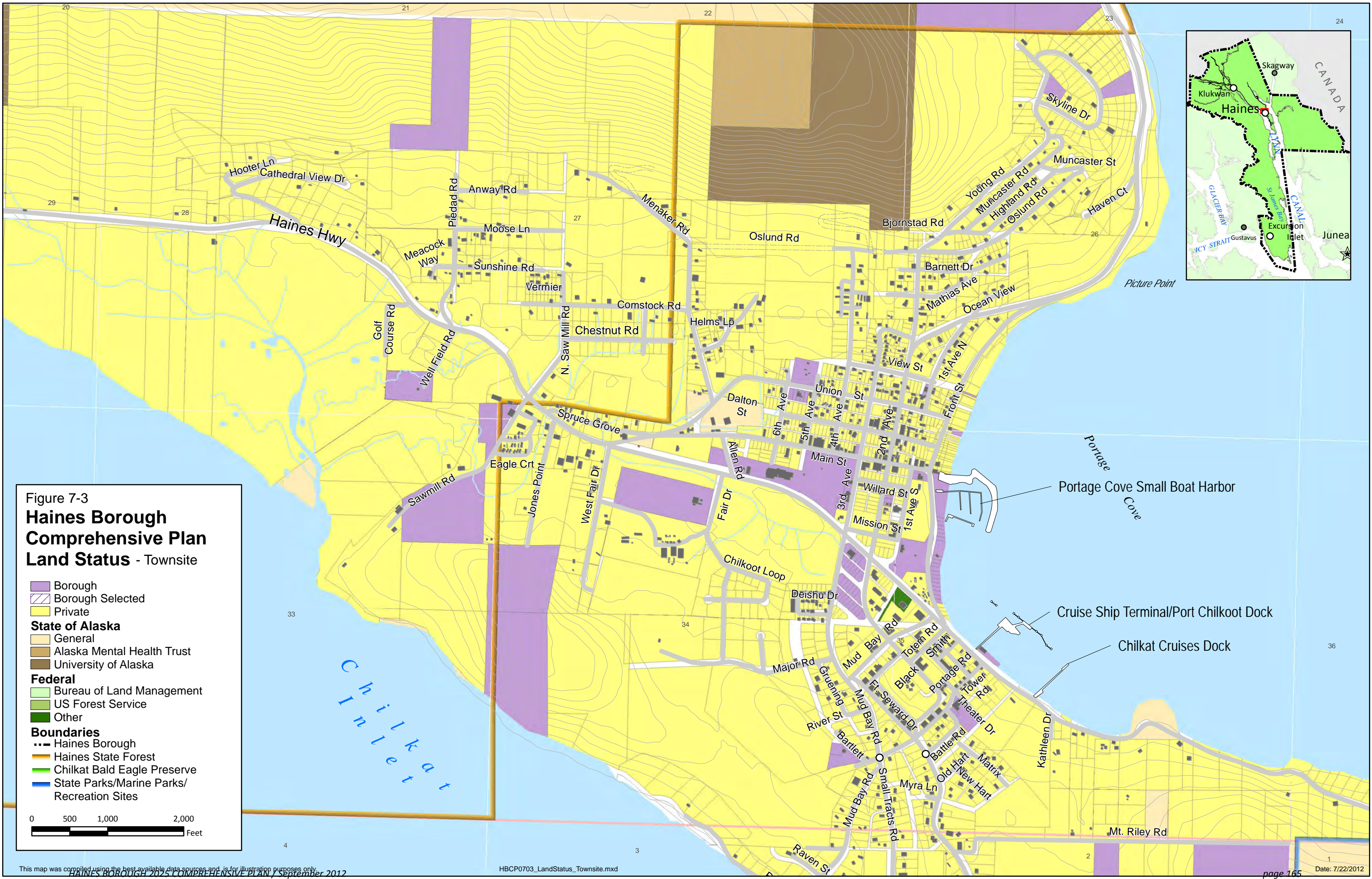
Promote compact development and infill where water, sewer, and transportation infrastructure exists in order to maximize return on public infrastructure investments, promote energy efficiency, and reduce carbon emissions.

The parts of town with water and sewer lines (Figure 9-1) are developed with relatively dense residential, commercial or mixed use buildings. From the early town core, residential neighborhoods have followed road and subdivision development to the north off Young Rd, Allen Rd. Piedad Rd, and to the south off Small Tracts and FAA Rds. The Small Tracts-FAA-Carrs Cove area was annexed into the former City of Haines in 1999. This is a moderate density residential area, and has the characteristic of a "suburb" with average lots ranging in size from 1 acre to 5 acres. This area lies within a fire service district, has emergency police protection and electric and phone service. The majority of area residents south of Mt Riley Road furnish their own water and septic systems and have stated a preference to limit commercial development and minimize impacts on air and water quality, noise level and heavy traffic.

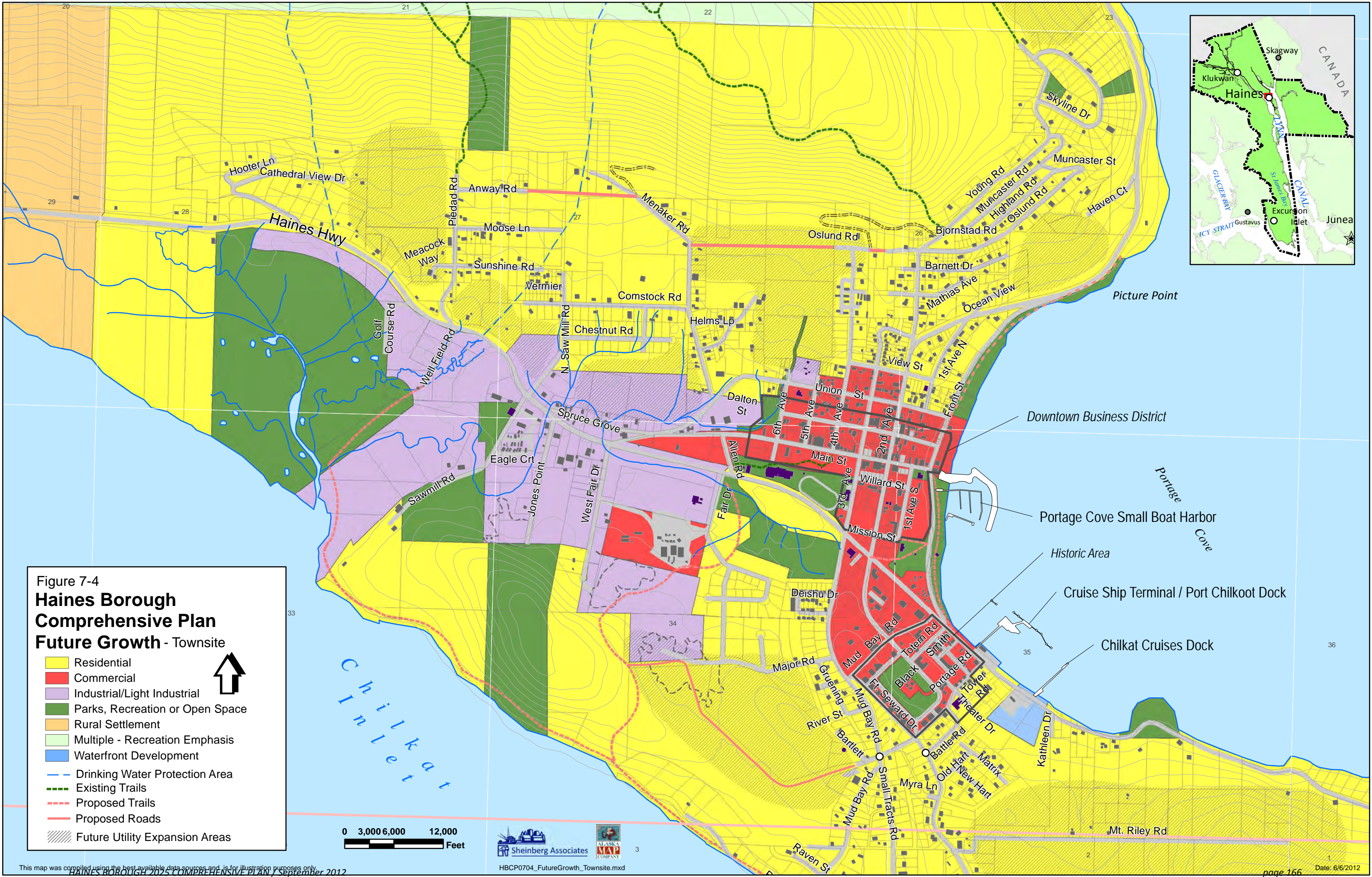
There are several current and former sand and gravel pits toward the Chilkat Inlet whose resources result from glacial and river outwash plains. These areas are mostly supporting light industrial and commercial uses today.

Sawmill Creek is the significant anadromous stream meandering through town; the watershed divide parallels Young and 2<sup>nd</sup> Avenue. Surface and underground water to the east of this divide flow to Chilkoot Inlet/Portage Cove and water to the west flows to Sawmill Creek and Chilkat Inlet.











Haines Borough manages land use and development in this area through the exercise of zoning and subdivision rules. There are 11 zoning districts in town (see HBC Title 18), including single family, multiple family and rural residential; rural mixed-use; high and low intensity commercial; significant structures zone; high and low intensity industrial and waterfront industrial; and waterfront and recreational land.

#### **7.4.2 Portage Cove Waterfront**

The community's Portage Cove waterfront with the small boat harbor, cruise ship dock and lightering area for the Skagway-Haines day ferry, and waterfront parks are all in this area. These facilities are shown on 7-3; harbor and dock facilities – including outstanding needs and planned improvements - are detailed in Chapter 6 Transportation.

The Borough is working steadily to develop a walking path, mostly along the waterfront, in this area that will connect with Picture Point and the wide road shoulder along Lutak Road to the north, and to the south, Portage Cove State Recreation Site and then Battery Point. Portions of the Portage Cove waterfront are designated Park, Recreation and Open Space on the Future Growth Map (Figure 7-4) to reflect the community's intent to develop a walkway that connects parks along the waterfront and to keep the viewshed from Front Street out to the water and mountains on the east side of Lynn canal open (also see Recreation Figure 8-1). Two gaps are a widened sidewalk from Main Street to Lutak Road, and, a better way to the beach and formal, but natural, path between the Port Chilkoot Dock, Lookout Park and Small Boat Harbor. This is primary community and tourist use beach area.

There are privately owned parcels on the waterside of Front Street where development that inhibits public use and views out to the water is discouraged. To accomplish this the Borough may want to require height limits, require an easement for a coastal walkway, buy development rights, reduce property taxes, or acquire property. This includes four privately owned tidelands lots next to the Port Chilkoot Dock and several between the small boat harbor and Picture Point. Along the approximately 1,300 feet from the small boat harbor to the last clan house, the path will need to either coincide with a single wider rebuilt (separated) shoulder/sidewalk or use one of the methods listed just above to allow access. Either way, it will be important to work with nearby clan house and Native Allotment owners to develop interpretative and historical signage but still respect privacy.

Underutilized property along Portage Cove is the Chilkat Cruises Dock and uplands across the street. This area is slated for Waterfront Development on the Future Growth Map (Figure 7-4). This could be a good site for water-dependent development that supports the commercial fishing fleet's boat and gear repair as it is close to waterfront and small boat harbor yet development would not block views of waterfront.

Several specific objectives and actions to accomplish are listed and cross-referenced in the Transportation and Recreation chapters.



### **7.4.3 Residential Development**

Actions to encourage infill, and identify logical utility and road extension areas are a responsibility of this Comprehensive Plan to allow for orderly future growth. Areas designated on the Future Growth Map as “Residential” are now predominantly developed this way with a variety of densities and housing styles.

According to this plan’s population projection (see pgs. 6-7) Haines will have a demand for an addition 90 to 210 dwelling units over the next 20 years. While some will prefer to live in more remote areas of the Borough, many will desire to be close to the amenities and convenience of town.

Eight areas that are close to the existing utility system and residential neighborhoods are recommended to accommodate future Residential Development over time. These areas are depicted with a thin hatch overlay on Figure 7-4. Together these areas could accommodate from 300-500 dwelling units if utilities are extended that allow higher density development. This is more housing than will be needed over the next 20 years and utility extension to all areas is not needed. Because most land in these areas is privately owned the Borough must determine what role it will play to encourage utility extension and thus meet future residential needs in an efficient manner through infill development. For example, to encourage and support reasoned utility extension the Borough could pay for engineering studies to design the system and ensure it will meet Borough standards and then accurately identify Local Improvement District (LID) costs. It is more efficient and cost effective for all if utility expansion and future housing development occurs as infill and at higher densities.

The areas identified on Figure 7-4 for future utility extension and residential development are:

- Between Allen Rd. and 4<sup>th</sup> Avenue, south of a joined Anway-Menaker-Oslund road system (see planned transportation improvement no. 22 in chapter 6 and on Figure 6-3). Haines Borough should obtain road right of ways and easements in this area to develop a connected grid of residential streets and sidewalks here over time including extension of utilities. This area is approximately 50 acres which could provide housing (at an average of 2-3 units/acre reduced 30% for ROW etc.) of about 70-105 dwelling units.
- Between Chilkat Inlet and Major Road. The gravel pit off Major Road has been depleted and this relatively flat area is close to the existing utility system. There are 100 acres here, though not all are developable. Extension of utilities to the 35 acres around Major Road could provide housing (at an average of 2-3 units/acre reduced 30% for ROW etc.) for about 55-85 dwelling units. Areas without utilities would be developed at low (one dwelling per 1-5 acres densities). This area could potentially be served by the Tower Road water tank.
- There are about 20 privately owned acres between N Sawmill Rd and Piedad Rd just N of Haines Highway that is undeveloped or sparsely developed. This area is near Piedad and Crystal Cathedral Spring infrastructure. If it was developed at 4 units/acre it could

support up to 60 dwelling units, or less at lower densities. Both water and sewer surround this area.

- West of Piedad Rd., between this area and the cul-de-sac off Cathedral View Dr., there are approximately 15 acres of undeveloped private land that is surrounded by waterlines and sewer lines on the east.
- Between Allen Street and North Sawmill Road, north of Spruce Grove are 28 acres that could support another 28 homes at 2 units/acre. Several Sawmill Creek tributaries and adjacent wetlands flow through this developable land that should be protected with a minimum of the required 25 foot no development buffer. These protection areas could be connected and a stream side amenity developed for the neighborhood.
- South of Beach Rd. between it, the dump, and west to FAA Rd. A 50 ft. municipal utility easement (or ROW?) exists between Mt Riley Road and Beach Rd. that would allow for gravity waste water discharge either as a separate outfall (this location may be better than the current outfall as it is farther from town center and swimming areas) or tying into the existing system. A buffer should remain between the landfill and residential areas. Homes in this area will have spectacular water and mountain views. An area for a sledding/ski hill and neighborhood park should be identified as part of residential expansion into this area. There are roughly 80 acres of accessible land here, which could provide housing (at an average of 1-2 units/acre reduced 20% for ROW etc.) for about 65-130 dwelling units.
- Along Lutak Rd. the area south from Tanani Bay Subd to Skyline Dr. could develop at higher densities if utilities were extended. While the whole area consists of about 220 acres, the borough land immediately north of Skyline is about 25 acres, and the private land immediately south of Tanani Pt. subdivision is about 19 acres. If both were developed at 1-2 units/acre, this could supply another 35-75 homes. Homes will have beautiful views from these areas.
- Oceanview Subdivision area is currently being developed with 1-acre lots and onsite water and sewer. However, this area is sandwiched between existing water and sewer lines, and also where arc-shaped ground failure and slumping occurred in winter 2011. It may make sense to extend water and sewer into this area depending upon what geotechnical investigations that look more closely at surface and ground water movement in this area determine. Extending water and sewer would allow 2 units/acre development like Skyline Subdivision to the north.

#### **7.4.4      *Downtown Business District***

The Economic Development chapter, in section 5.8.6 on Trade, Transportation and Utilities discusses actions to strengthen local businesses, including those in the Downtown Business District. Table 5-25 in that chapter reviews the status of accomplishing the 20+ actions recommended in the 2010 Downtown Haines Revitalization Plan. Those related to land use are discussed here.

The boundaries of a Haines Downtown Business District should be formally defined in order to set economic and public goals to achieve (and measure) in the district. This will also make clear which businesses and properties are eligible to participate in any targeted improvement programs. For example, a clear boundary is needed if a portion of a new or existing tax will be collected from the area for a time period to fund desired improvements. Future Growth Map 7-4 identifies a Downtown Business District boundary that may suffice for these purposes, or may need formal adoption by the Downtown Revitalization Committee or the Assembly.

The vitality of and commerce in downtown will be enhanced if empty lots are developed and empty storefronts occupied. Current commercial zoning that allows 18 units/acres is not an obstacle to achieving higher density and mixed-use development. Parking standards for Haines office and commercial uses are 1 space per 500 sf (building) which should not be a detriment to investment (for comparison, Juneau's is 1 per 300 sf with a 30-60% reduction in downtown, and Wrangell is one 1 per 200 sf for high volume retail).

Investment in downtown will occur in response to more foot traffic, visitors, and business activity in the area; however, there may be opportunity for strategic incentives to jump-start some activity. A research/interview program should be conducted by the Downtown Improvement Organization (or a contractor) to confidentially interview: 1) downtown property and business owners to inquire about perceived obstacles to investment, and, 2) business owners located outside downtown to determine why they are not located in town and if there are any incentives that could cause them to relocate. For example, to promote infill the Borough could consider temporary reduction in property taxes or utility rates or other business fees linked to relocation in a defined downtown core on properties that have been vacant for a defined length of time, or for building construction or upgrades. Creating a vibrant public space on the adjacent Borough-owned 15 acres will also bring people to town, to eat, visit and shop (see next Section).

#### **7.4.5 Haines Borough "Public Campus"**

Haines Borough owns approximately 15 acres west of 3<sup>rd</sup> Avenue that is home to Haines School, the Pool, running, basketball courts and play area, the Borough Administration Building, the Haines Borough Public Library, and the Borough's Ax Shtudultoowo Daaka Hidi Park next to the Library. The former elementary and middle schools were located here but torn down due to disrepair. The area is immediately adjacent to the both Mountain Market coffee shop and store and the downtown business district.

This is an opportunity to develop a great public space. Well-designed public places attract people. People attract commerce and activity. This synergy can be powerful and can help revitalize downtown.

What precisely makes great places great? It really comes down to offering a variety of things to do in one spot — making a place more than the sum of its parts. A park is good. A park with a fountain, playground, and popcorn vendor is better. A library across the street is even better,

more so if they feature storytelling hours for kids and exhibits on local history. If there's a sidewalk cafe nearby, a bus stop, a bike trail, and an ice cream parlor, then you have what most people would consider a great place. The ingredients are there...this 15 acres owned by Haines Borough is an opportunity to develop a great public space and expand local activity.

A Master Plan for this area does not have to be a huge endeavor.

Ideas to include as part of the vision/sketching are to consolidate some Borough buildings and functions into better space for both public convenience and employee morale. This could be a good location for a new Public Safety Building, Administration or Recreation Center, or a Recreation Center addition to the Pool. A critical component will be deciding where and committing to connecting destinations (schools, the library, other buildings, downtown) with lighted, landscaped paths that create a way for pedestrians and bicyclists to cross town – to get from the School to the Library to Downtown - without being on a street. A well-marked crossing of Old Haines Highway will further connect the Southeast Fairgrounds (which eventually will connect to an educational trail through the Chilkoot Estates subdivision mitigation area and beyond. A “destination” open space with benches in a town square like setting on a portion of the campus can host summer Farmer's Markets and spill over events from the Southeast State Fair and Downtown celebrations. This would be a natural location for public and school employees to have a picnic lunch on nice days year-round. A well-positioned mixed-use building with some ground floor retail space would further attract people and commerce adding life to the area and downtown next door.

In evaluating thousands of public spaces around the world, the Project for Public Spaces ([www.pps.org](http://www.pps.org)) has found that successful ones have four key qualities: they are accessible; people are engaged in activities there; the space is comfortable and has a good image; and finally, it is a sociable place: one where people meet each other and take people when they come to visit.

#### **Create a Master Plan for this Area**



#### **7.4.6 Other Commercial**

The commercial area of Haines spreads beyond the Downtown Business District to include the Southeast Alaska Fairgrounds, the area around the post office, and the area between the Port Chilkoot cruise ship dock and the Fort Seward area. While this abundance of commercial land keeps rents low and offers a variety of opportunities, it also spreads businesses out and results in empty stores and lots in the downtown commercial core. It also means that people tend to drive between commercial areas rather than walk within one. Haines has a long tradition of ample commercial land and continues to value this abundance. The Future Growth Map (Figure 7-4) reflects this.

The community is concerned about increasing density in the Downtown Business core, but suggests an emphasis on incentives for infill (discussed in section above) rather than reducing commercial land.

The Southeast Alaska State Fair owns 40 acres off Haines Highway between Fair and West Fair Drives. On 21 acres, the non-profit Southeast State Fair works to fulfill its mission to be a showcase for agricultural and domestic arts, creative arts and crafts, and the opportunity for educational, cross-cultural and social exchange. The Haines Community Garden is here, recently renovated Harriett Hall with a commercial kitchen and seating, and other display and event buildings. The Dalton City movie set from the filming of White Fang movie relocated to the Fairgrounds and commercial tenants now include the Haines Brewery, a restaurant, and several retail businesses. On 19 acres to the south, the Fair formerly operated a gravel pit; it is now closed indefinitely. This area is designated for commercial growth on Figure 7-4 to better reflect current and desired future use. The growing residential areas around the Fairgrounds will likely increase demand for businesses here that can be easily accessed on foot.

The Delta Western tankfarm at the intersection of Beach Rd., Front St. and Haines Highway was decommissioned in 2002 when the tanks were emptied and pipelines disconnected. The almost 2-acre area is now a gas station only. It is across the street from the post office/hardware store and other retail businesses. This very visible location, also across Front Street on the waterfront, is on the way into town and prime for redevelopment. An environmental cleanup will be needed as part of tank and pipeline removal to facilitate reuse. When the site is redeveloped attention to landscaping and walking connections to Tlingit Park Playground next door and downtown must occur. This will bring more customers to this parcel and enhance the appearance of this area, which is the entry point to town for many cruise ship visitors. The Future Growth Maps designate this area for commercial development. However, this area would be a good site to support marine-related commerce, a waterfront (light-industrial) use.

The William H. Seward Fort area is a National Historic Place and Landmark. Today, it is an historic, entertainment, and visitor-oriented area. The Fort was established in December 1898. It was the last of 11 military posts established in Alaska during the territory's gold rushes between 1897 and 1904. It was to preserve law and order among gold seekers, and then later provided a U.S. military presence during boundary disputes with Canada. It was the only active



military post in Alaska between 1925 and 1940, and was closed at the end of World War II. Shortly after the fort was deactivated in 1945-1946, the land was sold to a private enterprise, the Port Chilkoot Company.

In addition to the stately fort buildings and interior parade grounds, the area now serves as an entertainment area with several private visitor-oriented establishments and commercial ventures run by Alaskan Indian Arts. Several commercial businesses and restaurants catering to visitors have opened between the cruise ship dock and the Fort Seward area, and, within the fort itself two buildings were constructed to depict a Chilkat tribal community house and gold rush era construction that are today used by visitors. Many buildings in the fort area host lodging establishments providing income to help with the considerable overhead of maintaining the structures in the Fort. A former cannery, originally located at Pyramid Harbor, was relocated to the Fort Seward area in 1926 and is now the Chilkat Center for the Performing Arts owned by Haines Borough. The center has a complete theatrical stage, excellent acoustics, a Steinway Grand Piano and seats 350 people. Unfortunately the building's age and lack of maintenance have accumulated and critical improvements are estimated at \$5 million (with building replacement cost at \$11 million).

#### **7.4.7 Light Industrial Close to Town**

Haines is fortunate to have flat accessible land near the Haines Highway, town, utilities and the port yet in tucked away locations just off the main corridors. Operating and transshipment costs for businesses are reduced by being located so close to town. These areas are used for small sawmills, auto shops, gravel extraction, heavy equipment storage, and similar light industrial uses. Haines' related land use challenges are to ensure it has enough land allocated to these important uses, to provide buffers for neighboring residential development, to protect Sawmill Creek tributaries in this area, and to prevent "junk yards" from taking over.

### **7.5 Lutak and Northeast Borough**

Marine transshipment facilities in this area include the Borough's Lutak Dock, AMHS Ferry Dock, federal tankfarm (POL) Dock, and private Chilkoot Lumber dock. These facilities are shown on Figures 7-5 and 6 and detailed in Chapter 6 – Transportation.

Most land in this part of the Borough is state land within the Haines State Forest; other parcels are Borough-owned (by Lutak Dock and a parcel at the mouth of Chilkoot Lake), University or Mental Health Trust land, or private land including Native Allotments (see Figure 7-5).

Lutak Road begins in town and parallels the west side of Lutak Inlet to just past the outlet of Chilkoot Lake. This very scenic two-lane road has a wide shoulder on the waterside for walking and biking to the AMHS Ferry Terminal, which should be continued for the full length of the road. Lutak Road is the access route to Haines' industrial waterfront port and uplands where most barged products, including fuel, are transferred and stored. Ensuring use for waterfront industrial and commercial purposes at this deep water port area and associated uplands

(including Borough, federal and private docks and uplands) is an important priority. The Future Growth Map (Figure 7-6) designates this area for Waterfront Development. The AP&T Lutak Hydro project is uphill from the Lutak Dock and area drinking water comes from here too. Excellent road conditions and maintenance from here to the US-Canada border and beyond is linked to the community's transshipment development strategy.

Heading north on Lutak Road past the deep water docks toward Chilkoot River is a highly scenic rural residential area with a few significant outdoors-oriented tourism businesses including the Takshanuk Mountain Trail tour.

The Chilkoot River and Chilkoot Lake in this area are important to the Borough for their value to the commercial, subsistence and sport fisheries, Native history and culture, tourism, and recreation. The large number of brown and black bears in this area during the pink salmon run is a defining characteristic and the area can become quite congested with vehicles and pedestrians for six-eight weeks. At the mouth of Chilkoot Lake is the Chilkoot State Recreation Site with a campground and boat launch facilities.

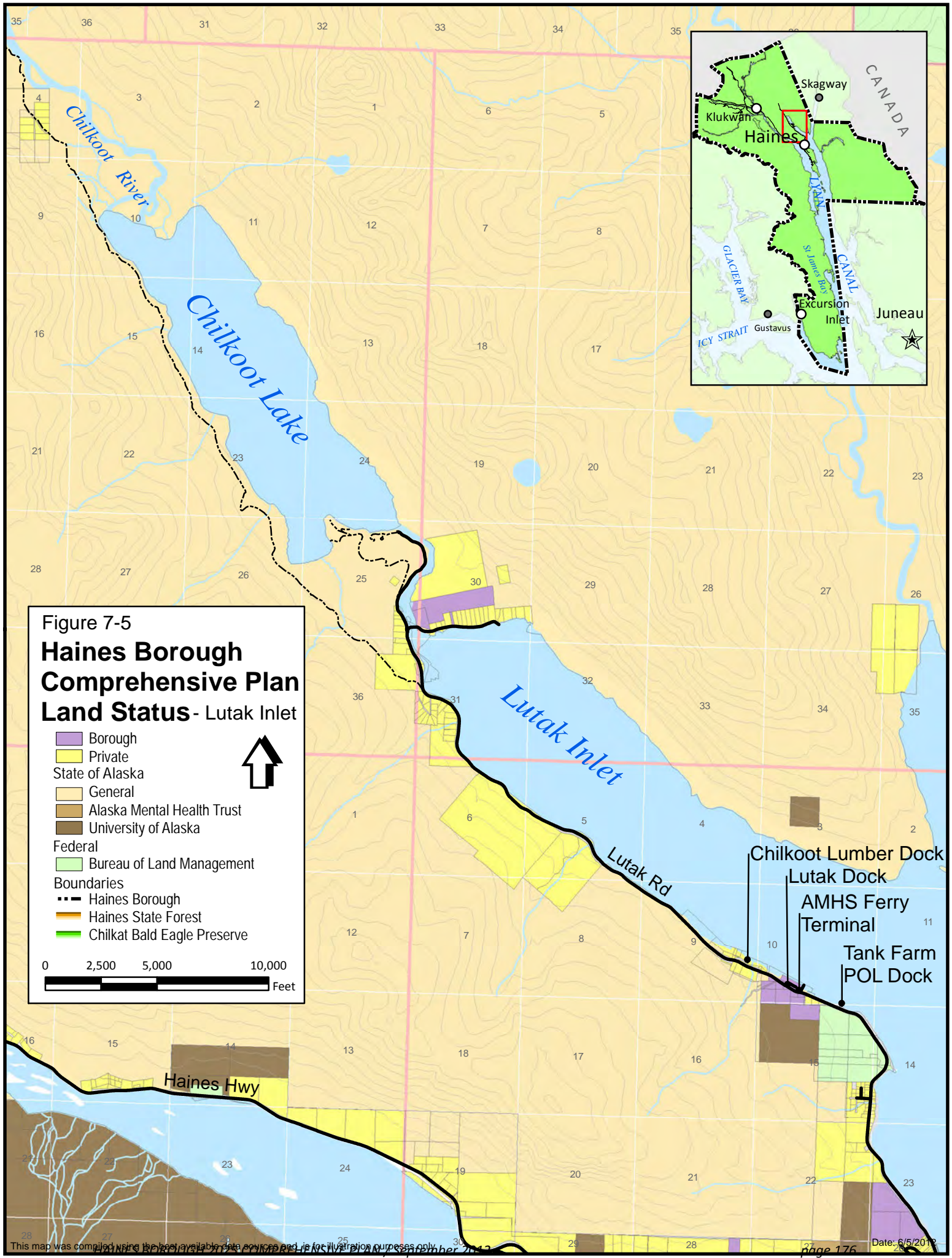
A Chilkoot River Corridor Working Group met in the late 1990's to develop a collaborative management plan for this area and among other things produced a brochure to guide human-bear interactions and respect in this area. In 2011, the State ADNR Parks and Outdoor Recreation received funds to build a bear viewing facility and in April 2012 hosted a meeting to discuss this and other Chilkoot River management issues. The Future Growth Map (Figure 7-6) designates a corridor on both sides of the Chilkoot Lake outlet to Lutak Inlet for Multiple-Recreation Emphasis to protect fish and wildlife resources here and discourage development immediately adjacent to this water body. This corridor is of undetermined width, the goals to be achieved are as just stated. This corridor does cross state, private and Borough land. Other than this privately owned land in this area is designated for Rural Settlement and publically owned land for Multiple-Recreation Emphasis. The drinking water protection zone around Lutak Hydro and a small source for the campground are both designated as Park, Recreation or Open Space.



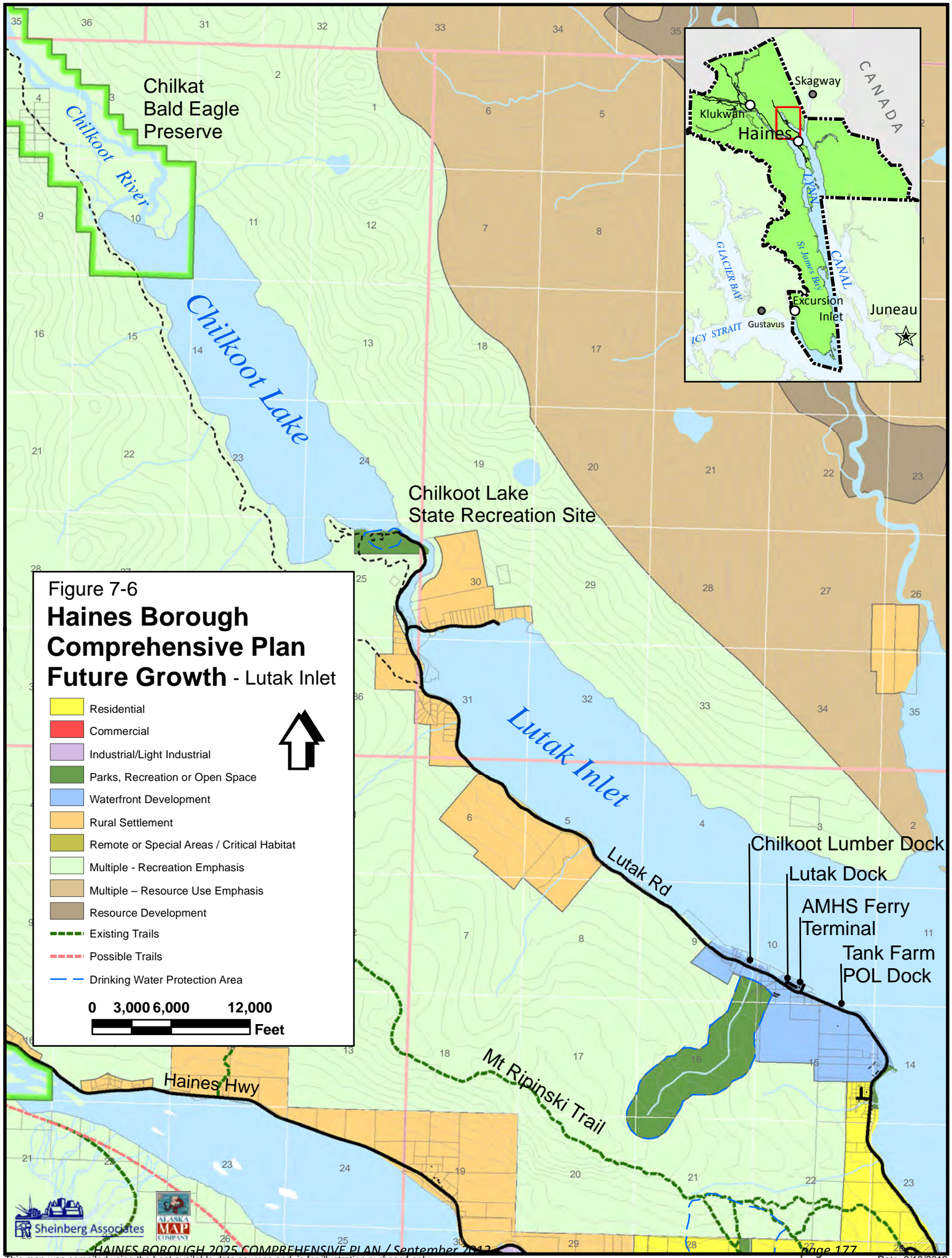
Northeast of Chilkoot Lake is Connelly Lake, a small glacial fed lake currently is being studied as a future hydroelectric source. Impact on salmon runs, tourism and appropriate access are all issues being actively debated at this time. Connelly Lake is surrounded by State land classified for Resource Management and this plan designates the area for Multiple Use with a Recreation Emphasis. It is not the intent of this plan to prohibit development of Connelly Lake Hydro based on this broad land designation. A site specific review of the project will determine the permitting outcome. The Haines Borough's intent is that activities do not decrease the Chilkoot River salmon run, respect cultural resources, and that overall recreational use of the area is maintained. The Borough is also interested in supporting increased hydroelectric capacity that stabilizes or reduces electric rates.

The Ferebee River area is remote and difficult to access though the mouth, called Taiyasanka Harbor, is well protected by a forested spit. This braided river is an anadromous fish stream that provides spawning and rearing habitat for Coho salmon and Dolly Varden. Commercially viable forest exists adjacent to the river in several areas, and if harvested in the future must protect fish and wildlife resources and sensitive habitat. The scenic values of the river area are also recognized. In some parts of the area, the State Forest Plan allows dispersed recreation outright and in other areas notes that a permit is needed for more than 11 clients per day.











## 7.6 Chilkat Peninsula

Chilkat Peninsula is an approximately 11 miles long by a half to two mile wide peninsula surrounded by Chilkat Inlet on the west and Chilkoot Inlet on the east. Mt. Riley at 1,741 feet is the high spot.

Most land on the Peninsula is owned by the State of Alaska, and two units of the Chilkat State Park are here together comprising about 9,800+ acres (Figure 7-7). The park has a 35 unit campground, picnic area, boat launch, pit toilets and multiple hiking trails. There are several large parcels of University owned land and Mental Health Trust owned land too.

Mud Bay is that part of the Chilkat Peninsula that was formerly the Mud Bay Land Use Service Area, including Kochu Island. In 1970, only a handful of families lived in this area, but by the mid 1980's Mud Bay was a fast growing residential area due to private, Borough, state, and University of Alaska land sales, along with the paving of the road and the installation of underground electrical, internet, and telephone utilities in the late 1990's. Area population has not grown significantly over the last decade, and just over 200 people live or 8% of Haines Borough population live here (2010 US census). Most privately owned land is designated for Rural Settlement.

Mud Bay residents are concerned with preserving the scenic, rural residential character of their neighborhood. Under current zoning, home businesses are encouraged and there are many. Some Mud Bay residents live independent of the power grid, either by choice or because utilities do not extend to their homes. The area is served by Alaska State Troopers for police protection but within a Borough fire service area with protection by the Haines Fire Department.

Ensuring public access to popular beaches and the waterfront in this area is a concern, and Chapter 8 on Parks and Recreation has several specific objectives and actions in this regard. Current and proposed future trails for the area can be seen on Figure 8-2 and 7-8. Guaranteed public access along section lines and 50 feet seaward of the mean high tideline might help accomplish some of these objectives (see section 7.7.3). The trailhead for the Borough's popular Mt. Riley Trail is off Mud Bay Road. This trail meanders across AMHT land before it gets to Borough then state land within the Chilkat State Park. The Future Growth Map (Figure 7-8) designates this area as Parks, Recreation and Open Space. The Borough should work with AMHT to acquire an easement or right-of-way for Mt. Riley trail.

The Borough's primary drinking water source, Lily Lake is on the Peninsula and its drinking water protection zone merits restricted use to protect resident's drinking water quality. On the Future Growth Map (Figure 7-8), the drinking water protection area for Lily Lake and the spring that many residents use to gather drinking water between Mile 3 and 4 on Mud Bay Rd is shown and the drinking water protection zones designated for Park, Recreation or Open Space use.

The Chilkat Peninsula is also home to the Haines Packing Company's seafood processing facility, located at Letnikof Cove. Acquisition of this cannery and fleet support facility by local residents occurred in the early 2000's. The Borough also has a seasonal float and dock facility here. This area is designated on the Future Growth map for Waterfront Development (Figure 7-8).

An area around Letnikof Cove is designated on the Future Growth Maps for Commercial development overtime. A small convenience-store type of business is envisioned, perhaps with fishing tackle and a story of rental offices above, oriented toward resident and fisherman convenience. Without designating a location for this type of development more than one store could open in multiple places overtime; it is better to designate an area in a logical location to encourage concentration. This is a good location for commercial business because it is visible, there is traffic past the location, room for parking, near the cannery, and enough room to buffer neighbors.

*Popular Mud  
Bay Drinking  
Source*



*Letnikof Cove. Haines Packing Seafood Plant in background. Borough seasonal boat harbor in foreground.*



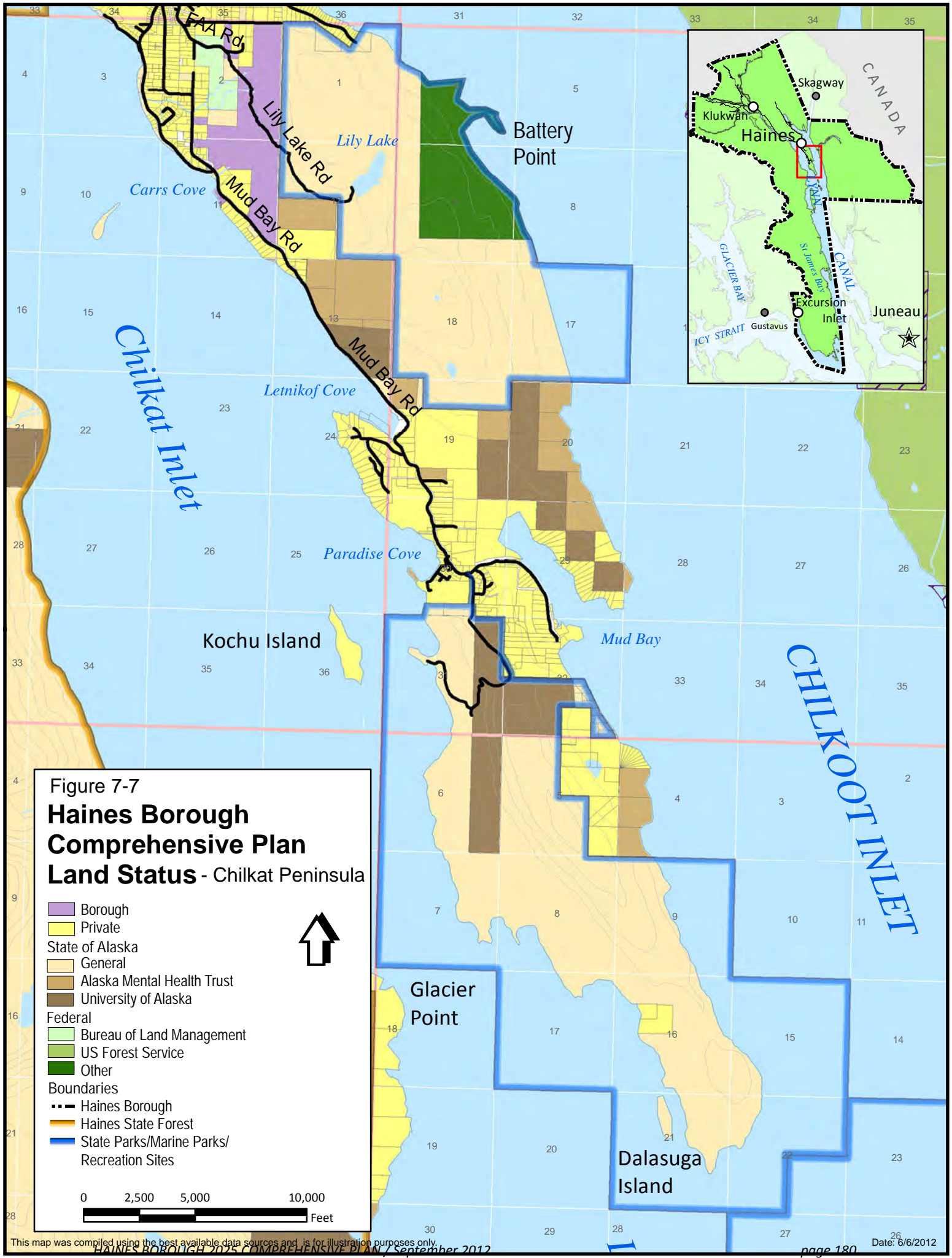


Figure 7-7  
**Haines Borough  
 Comprehensive Plan  
 Land Status - Chilkat Peninsula**

- Borough
- Private
- State of Alaska
  - General
  - Alaska Mental Health Trust
  - University of Alaska
- Federal
  - Bureau of Land Management
  - US Forest Service
  - Other
- Boundaries
  - Haines Borough
  - Haines State Forest
  - State Parks/Marine Parks/  
Recreation Sites

0 2,500 5,000 10,000  
 Feet

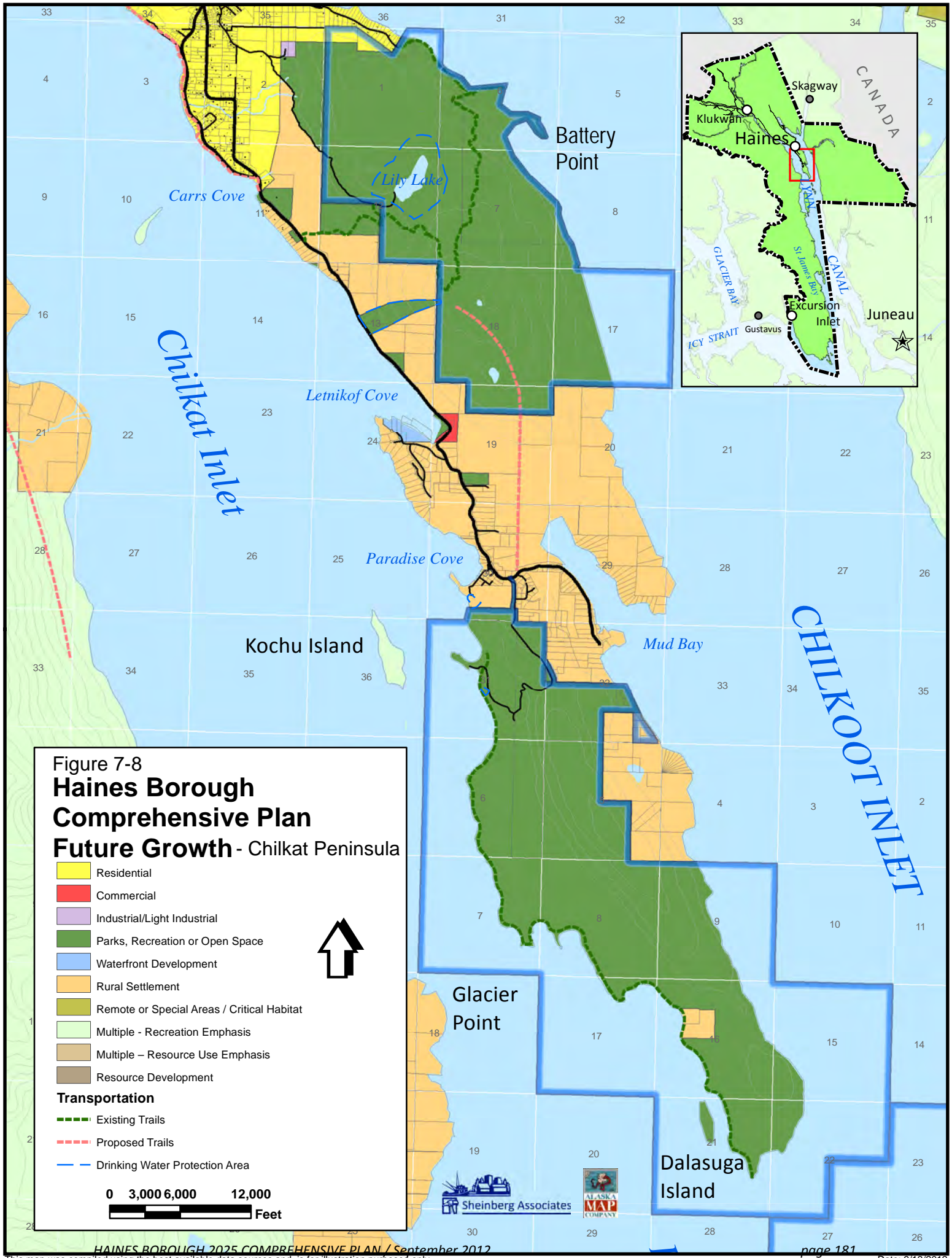
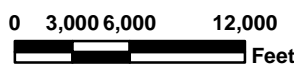


Figure 7-8  
**Haines Borough  
 Comprehensive Plan  
 Future Growth - Chilkat Peninsula**

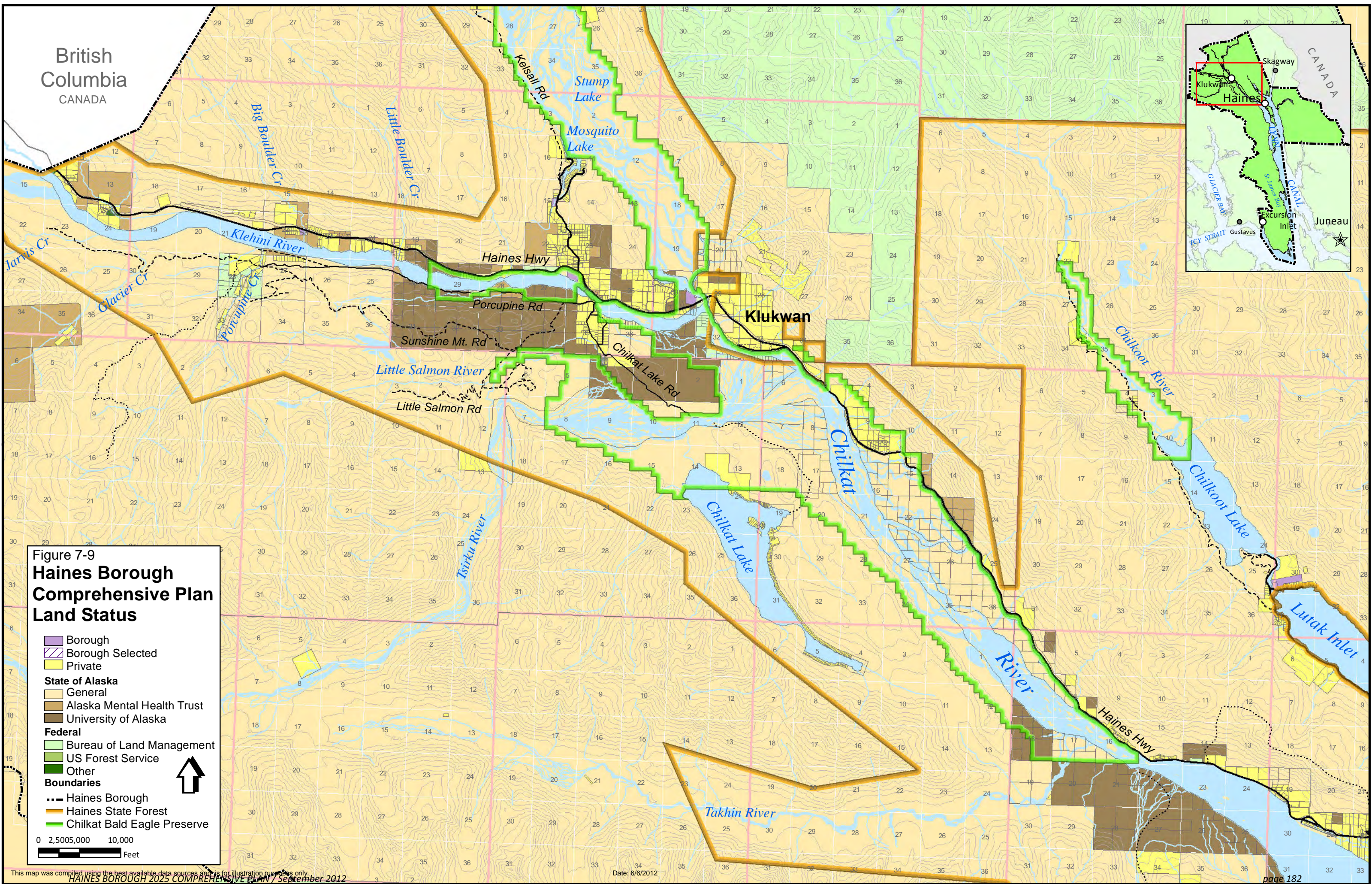
- Residential
- Commercial
- Industrial/Light Industrial
- Parks, Recreation or Open Space
- Waterfront Development
- Rural Settlement
- Remote or Special Areas / Critical Habitat
- Multiple - Recreation Emphasis
- Multiple – Resource Use Emphasis
- Resource Development

**Transportation**

- Existing Trails
- Proposed Trails
- Drinking Water Protection Area







**Figure 7-9**  
**Haines Borough**  
**Comprehensive Plan**  
**Land Status**

Borough

Borough Selected

Private

**State of Alaska**

General

Alaska Mental Health Trust

University of Alaska

**Federal**

Bureau of Land Management

US Forest Service

Other

**Boundaries**

Haines Borough

Haines State Forest

Chilkat Bald Eagle Preserve



0 2,500 5,000 10,000  
Feet



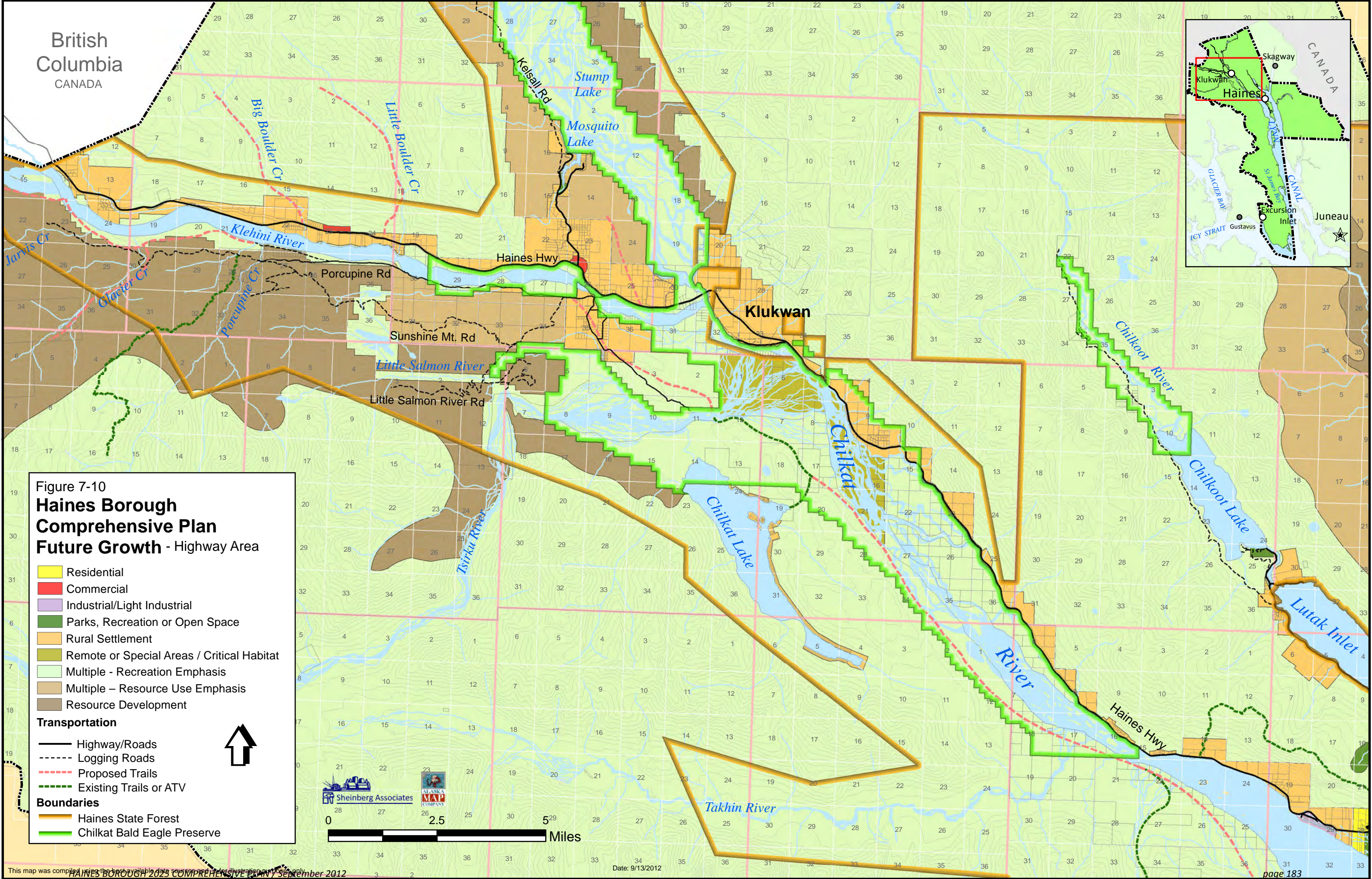
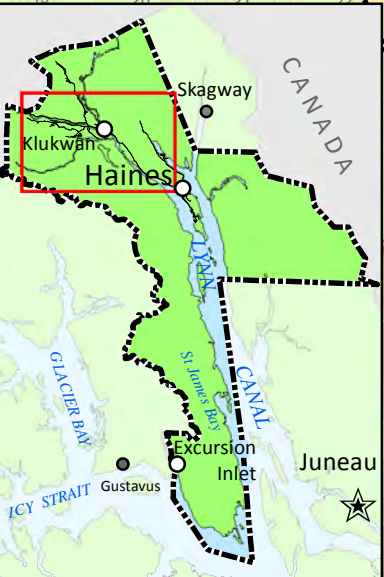
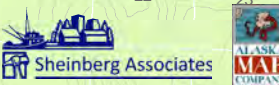


Figure 7-10  
**Haines Borough  
Comprehensive Plan  
Future Growth - Highway Area**

- Residential
- Commercial
- Industrial/Light Industrial
- Parks, Recreation or Open Space
- Rural Settlement
- Remote or Special Areas / Critical Habitat
- Multiple - Recreation Emphasis
- Multiple – Resource Use Emphasis
- Resource Development

- Transportation**
- Highway/Roads
  - Logging Roads
  - Proposed Trails
  - Existing Trails or ATV

- Boundaries**
- Haines State Forest
  - Chilkat Bald Eagle Preserve





## 7.7 Haines Highway from Airport to Wells Bridge and Klukwan

From the Haines Airport to 10 Mile is a sparsely inhabited area. A site adjacent to and across the highway from the Haines Airport is the former Tlingit village of Yandustukie. The village site is now overgrown but remains historically and culturally important with many gravesites in the area. Seasonal harvesting and rendering of eulachon in this area is an integral part of Tlingit culture. Southeast Roadbuilders has their base of operations at 5 Mile, just north of the Haines Airport. Residents between 6.5 Mile and 8 Mile provide their own water and waste disposal systems, have an independent lifestyle, and wish to maintain the area's scenic beauty.

This area from Mile 10 to Mile 18 is also sparsely populated. An Inside Passage Electrical Cooperative (IPEC) hydropower plant is at 10 Mile Haines Highway, which supplies seasonal power. The AP&T and IPEC powerline system forms a continuous power grid to the Canadian border. The Chilkat Bald Eagle Preserve starts at 13 Mile and continues up to 31 Mile. The area around 14 Mile is important for subsistence salmon fishing.

A rural residential subdivision has grown in the 18-Mile area of the Highway with electricity, phone and mail service available from to the Canadian border since 1997. Residents maintain individual water and waste disposal systems, and enjoy a rural and independent lifestyle. There are several home businesses here including woodworking shops and a birch syrup making operation. The area has experienced slow growth over the last two decades and has fire and emergency police protection.



*IPEC Hydropower Plant at 10 Mile*

The former Tlingit village site of Klukshu is at Mile 19. There could be cultural interpretation signage here. The mountainside above 19 Mile is very unstable, causing rock and mudslides that frequently block the highway during heavy rainfall. The Tlingit village of Klukwan, with a population of about 100, is just to the west at this point and borders the Chilkat River. The name Klukwan is taken from the Tlingit phrase "Tlakw Aan" which literally means "Eternal Village." Local oral history tells that Klukwan was originally settled many years ago by a group of Gaanaxteidi (Raven Clan) men and their Kaagwaantaan (Eagle Clan) wives. The Chilkat Indian Village tribal government in Klukwan has its own governing council and the community is not a part of the Haines Borough. The community has taken many steps to preserve and revive many

of its cultural arts and practices. There is a school run by the Chatham REAA School District, a SEARHC Health Clinic, Jilkat Kwaan Cultural Heritage Center, and other facilities.

At Mile Point 19.3 is the Council Grounds Visitor Area with parking, restrooms, picnic shelter, RV parking, water, river access, trails and interpretation. A trail with interpretative panels runs north for a mile here.

The Wells Bridge crosses the Chilkat River at about 25 Mile. This is a site to develop a recreation area with river access, restrooms and a trail system and fishing area (Figure 8-3). Between Klukwan, here and the Steel Bridge volunteer Dennis Miles set a 14 mile cross country ski loop along the river for many years; he passed away in 2011 and other volunteers have picked up this effort. Snow machining in this area is also popular.

## **7.8 Mosquito Lake, Chilkat River and Kelsall River Areas**

Twelve percent of the Haines Borough population lives in the Mosquito Lake area (about 310 residents) which the US Census considers running all the way to the Border in this area. Electricity, internet and phone service are available here and residents enjoy a rural lifestyle with many home based businesses. Access is via the 3-mile long Mosquito Lake Rd which heads north off the Haines Highway at about Mile 27. At the intersection of Haines Highway and Mosquito Lake Rd is the Borough's recently acquired 5-acre Emerson Field Park; along the road is the K-8<sup>th</sup> grade Mosquito Lake School and a Borough Fire Station. Commercial businesses include grocery stores, a wildlife center and film business, and several lodging establishments ranging from B&Bs to high end lodges. The State's 10-acre Mosquito Lake Recreational Site with a few campsites, latrines, water and a small dock with an unimproved boat launch is here. The area is also an access point to the Chilkat River recreation system. Off the Mosquito Lake Rd is the state's Kelsall Road that heads northwest for about 12 miles and a pioneering road to the northeast provides access to both homes and recreational areas. Figures 7-9 and 7-10 show land status and the Future Growth Map for the area.



*Haines Borough Mosquito Lake School and Emerson Field Park*



This area is in the General Use Zoning District, which allows any use but requires a conditional use permit for high impact uses. Planning concerns are ensuring drinking water quality is maintained, monitoring septic systems to protect drinking water quality, solid waste disposal and identifying a site for Borough solid waste disposal, and periodic communication with residents to determine if a different zoning district is desired to keep neighborhood character in keeping with local expectations. The Borough is also considering establishing a basic set of public health, safety and welfare rules, such as minimum setbacks, that an owner in the GU Zoning District would need to verify s/he will or has followed in order to submit a Borough construction declaration form.

The Future Growth Map (Figure 7-9) designates all privately owned land here as Rural Settlement. Land at the intersection of Haines Highway and Mosquito Lake Rd is designated as Commercial. Like all Future Growth Map land designations, the boundaries of the commercial area are "soft" and site specific review is needed. Because there are few zoning rules in this area, the purpose of the two Commercial designations along Haines Highway are to select logical locations for commercial growth because of existing use, high visibility due to being at an intersection, room for parking etc., and to signal the Borough's interest in encouraging commercial uses to cluster together, rather than spread out strip style all along the highway. This will help maintain the scenic qualities and views off the Haines Highway.

The Kelsall River, a significant anadromous fish system is to the northwest and drains into the Chilkat River. About one-quarter of the Haines State Forest's operable forest land is in this area and west of the Chilkat River; an extensive logging road system has been built and timber harvest activity has occurred since the 1960s and is ongoing. Since 1993 there has been pre-commercial thinning and the state's Experimental Forest is off the Kelsall Rd system. Moose, bear and mountain goat frequent the area and the state-maintained logging roads provide well-used access for camping, hunting, berry picking and subsistence activity. Commercial tour activities sometime occur along the Kelsall Road on a limited basis. On the Future Growth Map (Figure 7-9) commercial forest land around Kelsall River and east of the Chilkat River is designated for either Multiple – Resource Use Emphasis or Resource Development. The Borough desires any future timber harvest be designed to control runoff, sedimentation and other impacts that could put this important king salmon spawning area at risk. There may be places here and by Chilkat Lake where increased rotation age is desired to better protect fishery resources.

## **7.9 Klehini River/Tsirku River/Covenant Life/Chilkat Lake/Porcupine/Border Areas**

Few remote areas in the Borough or Southeast Alaska have as much activity as occurs here. Land in this area is owned by private individuals, the state (including both Haines State Forest and Chilkat Bald Eagle Preserve land), recently acquired general state land managed by ADNRR, University land and federal BLM land (Figure 7-9). Each unit of State land in this area has a

detailed list of allowed, prohibited and conditionally allowed uses, and these rules and permitting must be followed. The Borough has a quarry and gravel pit here at about 34 mile.

This area has important spawning habitat for chinook, coho, sockeye and chum salmon, cutthroat trout and Dolly Varden in several tributaries and streams (Little Salmon River, 37 Mile Creek, etc.) as well as the Klehini and Tsirku Rivers and Chilkat Lake. The river corridor supports bald eagles even though much is outside the Bald Eagle Preserve. There are over 20,000 acres of commercial state forest land here, which is steadily harvested in regular, small sales. The State requires timber harvest to be done in a manner to protect fish habitat. Cutting should also be designed to minimize visual impact from the Haines Highway. Road access to and through the area exists on logging roads and trails. This area is used for recreational and subsistence hunting, fishing and trapping, commercial heli-skiing, backcountry skiing and snow machining and more.

#### Along Haines Highway

Along Haines Highway from 24 to 27 Mile there is electric, internet, and phone utilities, and residents have individual water and waste disposal systems and a rural and independent lifestyle. The University of Alaska developed a residential subdivision here in 2003, and several other subdivisions were platted and sold shortly after. To maintain scenic quality along the highway development should maintain at least a 25 foot setback and either not disturb or enhance vegetation and landscaping.

From 28 Mile to 37 Mile there are residential lots, with some commercial activities. In this area of the Borough a rural lifestyle is the norm and there is access to public electric and phone utilities. The scenic beauty around is important to local residents. A golf driving range, completed in 1998 is located across from the 33-Mile Roadhouse, which has a restaurant, gas station, lodge and is a commercial hub in the area. An area around the 33-mile roadhouse is designated on the Future Growth maps for Commercial development. The goal is overtime to concentrate commercial activity in a few discrete areas rather than having it develop strip-mall style all along the Haines Highway. During the winter helicopter skiing is often based at 33 Mile.

From 37 Mile to the Canadian Border residents are interested in the area remaining rural residential. There are several home based businesses here. In 2004 a group of residents submitted a letter to the Planning Commission requesting a minimum lot size of 10 acres. In the past, residents have opposed commercial and industrial uses including solid waste disposal. The US Customs Station at 40 Mile is the "Gateway to Alaska and the Valley of the Eagles" to all those coming to the Haines Borough via the Haines Highway from Canada.

#### Porcupine Road area

Off the Steel Bridge is the 7-mile Borough-owned Porcupine Road that winds along the south bank of the Klehini River to Porcupine Creek (a washed out bridge across the creek has effectively ended public access at this point). Along the Porcupine Rd are several private,



University, and general state owned parcels. Gold has been prospected and mined in this area since 1898, and the Palmer Deposit, now being explored by Constantine Minerals is in here. Residents still work the historic Porcupine District placer deposit, which was recently popularized when a Discovery Channel reality TV mining show began filming here. The Future Growth Map designates this area for Multiple-Resource Use Emphasis. Logging trucks and motorized recreation such as ATVS and snow machines are common here, but also expected are berry picking, mountain biking, hiking, subsistence activity. Further residential subdivision off the Porcupine Road is not encouraged as residents develop unrealistic expectations about services and maintenance in this very remote area.



*Steel bridge over the Klehini River*

The State maintained Little Salmon Road and Sunshine Mountain Road are in this area too, both built to provide access for timber harvesting. Sunshine Mountain Road also provides access to the Walker and Herman Lakes area, places used by residents and managed by the State for recreation where no mining or commercial timber harvest is allowed. A trail from the Porcupine Road to Herman Lake was constructed in 1984 by the ADNR to provide

recreation access, but it and another ADF&G constructed trail in the early 2000's are now very overgrown and not usable. There is interest in more recreational use and better access to the area; some ideas are a recreational cabin, better lake access for sport fishing, and connected hiking and ATV trails. The Future Growth Map designates the Walker-Herman Lakes area for Multiple Use with a Recreation Emphasis.

Walker Lake has also been considered a possible hydroelectric source since at least the 1980's. In early 2012 an application was filed with FERC to look at the feasibility of a rockfill dam and penstock hydro project. See this plan's section 9.6.1 for more information. As this project moves forward it must be designed and operated to maintain or enhance public access to the Walker and Herman Lakes areas, be compatible with recreational use, and maintain the Little Salmon River salmon runs.

Heli-skiing activity in this part of the Borough occurs in February, March and April on the ridges around Flower Mountain, Porcupine Peak and the north side of the Takhinsha Mountains. Dates, ski areas and skier days are set by the Borough as part of its Title 5 responsibilities. These mountains also are home to mountain goats and bears. Heli-ski companies use private land at Haines Highway Miles 18 and 33 to support their operations. For more information refer to the heli-ski discussion in section 5.8.5 of the Economic Development chapter on Tourism.

Near the British Columbia border is the Flower Mountain Road to the Glacier Creek area. There was a bridge at one time that crossed Glacier Creek; it either was pulled or washed away and should be replaced.

#### Covenant Life/Eagle Vista / Chilkat Lake

After crossing the Steel Bridge the Borough-owned (Figure 6-2) 4-mile long Chilkat Lake Road leads along the edge of the Covenant Life religious community, Eagle Vista subdivision and past other homes to a parking area at the banks of the Tsirku River that people use to access Chilkat Lake. In the winter a wheeled aluminum bridge is installed that allows snow machine access to the Lake. Electricity in this area is available from IPEC. The Borough maintains a repeater site off Chilkat Lake Road for emergency response and public safety. Approximately 85 people live in this area and some residents are considering whether a more specific zoning district rather than General Use is desired for all or parts of the vicinity. Chilkat Lake is a clearwater lake (in contrast to the many glacially fed streams in the area) that supports the largest concentration of sockeye salmon in the Chilkat drainage. Coho, pink, cutthroat trout and chum salmon are also present. The historic Dalton Trail passed north of the Lake and its approximate , which the Borough hopes to reestablish as a recreational asset, is on Recreation Figure 8-3.

The Covenant Life religious community has a well that provides public water and there are individual septic tanks. Covenant Life also runs a private school, businesses, and shares some of its assets and income collectively. A good sized farm here provides food both for personal use and commercial sale at times. Other area residents provide their own water and sewer systems. The Future Growth Map (Figure 7-10) designates this area for either Rural Settlement

or Multiple- Recreation Emphasis. Land around and south of the Chilkat Lake Road in T29S, R56E, sections 2, 3, 4, 10 and 11 is designated for Multiple-Recreation Emphasis and is envisioned to support more intensive commercial recreation activities and facility support.

The Chilkat Lake frontage has been subdivided into approximately 200 lots, many of which have been sold. Recreational cabins and homes dot the lakefront and a few residents reportedly live here year round. Northeast of the Lake is significant state commercial forest land. Even though the state intends future timber harvest in areas here, the Borough Future Growth Map designates this area for Multiple-Recreation Emphasis. This sets the tone for the types of land use that the Borough desires. Borough concerns are: 1) not seeing timber harvest areas from the Haines Highway as this is backdrop for visitors viewing eagles and doing commercial recreation; 2) protecting the investment lakefront home owners have made in their properties; 3) maintaining the productive sockeye salmon run in the area including special attention to the marshy area with good habitat at the east side of the lake where the trail across the Tsirku fan ends; 4) not jeopardizing bald eagle nesting areas south of the Klehini River that may be just outside the preserve boundary; and 5) protecting the current Dalton Trails segments and its future extension through this area. Improving access to the Lake is acceptable as long as it is open for recreational and private use too.

## **7.10 Excursion Inlet**

Excursion Inlet is located on the west coast of Lynn Canal, east of Glacier Bay National Park, about 38 miles northwest of Juneau. The inlet itself is about 10 miles long and surrounded by mountains that range from 3,000 - 4,000 feet tall. There is no road leading to Excursion Inlet. Access is by floatplane or boat; the state has a public seaplane base here. A Tlingit clan, Woosh-Kee-Tawn, inhabited the land long ago but were forced to leave by a large flood. A recent conservation easement was created to protect an ancient burial ground. The area population fluctuates with the fishing season. In the summer, Excursion Inlet is a bustling fishing community when the Ocean Beauty Seafoods seafood processing plant is operating. In the winter, only a few hardy residents remain (2010 census showed 11 permanent residents). Ocean Beauty is a major employer in Haines Borough and processing activity here results in state shared fish tax payments to the borough (\$122,000 in 2010).

Cabins, fishing lodges and private property are on the east side of the inlet. There are three state business licenses issued to Excursion Inlet residents and several artists have summer workspace or small galleries in the area. The west side is part of Glacier Bay National Park. The Borough tax roll shows 114 privately owned parcels in Excursion Inlet, of which four are Ocean Beauty properties. There is no public water, sewer or power here.

Both the State of Alaska and Haines Borough have subdivisions in the area and many lots have been sold. The Borough owns 800 acres of land around the seafood plant and has selected another 700 acres in two adjacent blocks (Figure 7-11). In response to local requests, the Borough built a bridge project across South Creek to provide better access to the Excursion Inlet South and Duncan's Camp subdivisions. The Haines Borough tax roll lists 40 parcels that have an



improvement (building), though ADOLWD estimates there are 71 dwelling units here. The average assessed value of a residential structure in this area is \$58,200, with a range from \$353,700 to \$3,600. The tax roll shows that 66 properties are owned by Alaskans, most be Juneau residents. Five are owned by individuals from Hoonah and four properties by North Pole residents; just two are owned Haines residents.

The total assessed value of all privately owned property in Excursion Inlet is \$15.5 million, which at 7.43 mills would generate about \$115,000 in property tax to the Borough. The largest property tax payer in Haines Borough is Ocean Beauty, which owns several waterfront industrial parcels where its seafood processing facility is located.

The first cannery in the area operated from 1906 – 1931, very little remains of that structure. A second cannery was built in 1918 and that facility was used as a strategic base, supply point, cargo staging area and an internment camp for Aleuts evacuated in front of the Japanese invasion of the Aleutians during World War II. Wards Cove Packing Company operated the modern day cannery here until 2002. Ocean Beauty Seafoods acquired the property in 2003. Today, pink and chum salmon is processed here as well as salmon roe, caviar, halibut and sablefish. Their season runs from late June to mid-September and employs 200 to 500 people.

Some logging activity took place in the 1980's in this part of the Borough around Couverden. Around Couverden at Swanson Harbor is a 10 ft. x 150 ft. timber piling float owned by the Borough (transferred from ADOT&PF in 2006) that is used for recreational and commercial fishing moorage.

Like most of Alaska's remote communities, Excursion Inlet, including Ocean Beauty Seafood's plant is dependent on diesel fuel imported into the area for heat and power. The steady rise of fuel costs, in logistics, transportation and power generation, and the cost of maintaining diesel generators in Excursion Inlet make the development of renewable energy resources a sound investment for the Haines Borough. The Borough has made application to support development of hydropower generation infrastructure in Excursion Inlet. The Future Growth Map for this area (Figure 7-12) designate the seafood plant and a zone surrounding it for Waterfront Development, most privately owned property for Rural Settlement, and surrounding land for Multiple-Recreation Emphasis.

*Looking north up Excursion Inlet. Ocean Beauty Seafood Processing facility at top of picture.*

