

**Topic:** Affordable Housing; Density; Zoning  
**Resource Type:** Planning Documents & Policy Statements  
**State:** Alaska  
**Jurisdiction Type:** Municipal  
**Municipality:** Borough of Skagway  
**Year:** 2020  
**Community Type:** Suburban, Rural  
**Title:** Skagway Comprehensive Plan 2030  
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**Abstract:**

Skagway, Alaska has included multiple affordable housing goals in its 2030 Comprehensive Plan. A town of just over 1,000, Skagway is encouraging residential development to accommodate anticipated population growth. The town owns 8,850 acres of land in its borders and has created a residential land disposal program to sell publicly owned land for residential development. Target residential development categories include senior housing, affordable housing, housing for full time workers and residents, and housing for those earning 120% AMI or less. The town is also creating a Zoning Overlay District to promote residential density. This District is a “transition area” to address the planned transition from low density to high density residential. Included in the overly zone will be a combination of Cottage Housing, PUD, and more to encourage affordable housing development. The area is intended to provide the space needed for Skagway to create 150 to 200 units to accommodate Skagway’s seasonal and residential growth by 2030.

**Resource:**

# SKAGWAY

COMPREHENSIVE PLAN

# 2030



Comprehensive Plan  
November 2020







Beautiful, diverse  
Skagway, place for everyone  
Bliss and Gunalchéesh  
*Cynthia Tronrud*

We create Skagway  
Oddballs and adventurers  
Living out our dreams  
*Wendy Anderson*

Forever small town  
Skies shushing on snow through birch  
Howling his love for all  
*Robbie Graham*

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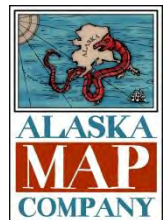
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COMMUNITY DEVELOPMENT



## Glossary

<b>Abbreviation</b>	<b>Meaning</b>
AAC	Alaska Administrative Code
ACS	American Community Survey (US Census)
ADEC	Alaska Department of Environmental Conservation
ADEED	Alaska Department of Education and Early Childhood Development
ADFG	Alaska Department of Fish and Game
ADNR	Alaska Department of Natural Resources
ADOLWD	Alaska Department of Labor and Workforce Development
AHFC	Alaska Housing Finance Corporation
AIDEA	Alaska Industrial Development Authority
AMHS	Alaska Marine Highway System
AMHT	Alaska Mental Health Trust
AMI	Area Median Income
AML	Alaska Marine Lines
AMSA	Area Which Merits Special Attention
AP&T	Alaska Power & Telephone
AS	Alaska Statute
ATS	Alaska Tidelands Survey
BEA	US Bureau of Economic Assistance
BLM	Bureau of Land Management
BTS	US Bureau of Transportation Statistics
Chamber	Skagway Chamber of Commerce
CLT	Community Land Trust
CPV	Commercial Passenger Vessel Excise Tax
CVB	Skagway Convention and Visitors Bureau
DCCED	Alaska Department of Commerce, Community & Economic Development
DCRA	Alaska Division of Community and Regional Affairs
DGGS	Division of Geological & Geophysical Services
DMHC or DMC	Dahl Memorial Health Clinic
DNR	Alaska Department of Natural Resources
DOTPF	Alaska Department of Transportation & Public Facilities
DOTPF	Alaska Department of Transportation and Public Facilities
EPA	US Environmental Protection Agency
FEMA	Federal Emergency Management Agency
FMR	Fair Market Rent
GDP	Gross Domestic Product
HB	House Bill
HH	Household
HRSA	Health Resources and Services Administration
HUD	Department of Housing & Urban Development
HUD	US Housing and Urban Development
KLGO	Klondike Gold Rush National Historic Park
MOA	Memorandum of Agreement
MOS	Municipality of Skagway
MOU	Memorandum of Understanding
MTAB	Marine Transportation Advisory Board
MW	Megawatt
NPS	National Park Service
NRCS	Natural Resource Conservation Service
PARN	Pacific and Arctic Railway & Navigation Company
PD	Skagway Police Department
PM	Petro Marine Services
RV	Recreational Vehicle
SAWC	Southeast Alaska Watershed Coalition



SCMP	Skagway Coastal Management Plan
SCVB	Skagway Convention & Visitors Bureau
SDC	Skagway Development Corporation
SE Conf	Southeast Conference
SGY	Skagway
SRC	Skagway Recreation Center
STC	Skagway Traditional Council
SVFD or FD	Skagway Volunteer Fire Department
TBL	Triple Bottom Line (balancing economic, social, and environmental factors)
TWG	Tourism Working Group
TIWC	Taiya Inlet Watershed Council
TLO	Trust Land Office
TMDL	Total Maximum Daily Load
USFS	United States Forest Service
USGS	United States Geological Survey
WPYR	White Pass & Yukon Route Railroad
WWTP	Waste Water Treatment Plant



# TABLE OF CONTENTS

<b>1 INTRODUCTION, HOW TO USE THE PLAN .....</b>	<b>1</b>
1.1 Plan Purpose .....	1
1.2 How to Use the Comprehensive Plan .....	2
1.3 Process to Prepare the Plan .....	4
<b>2 CHANGES SHAPING THE FUTURE.....</b>	<b>8</b>
2.1 Population Growth.....	8
2.2 Growing Number of Youth .....	9
2.3 Growing Number of Seniors.....	10
2.4 Housing Needs .....	11
2.5 A Strong and Positive Economic Outlook, but Some Challenges.....	12
<b>3 VISION FOR OUR FUTURE .....</b>	<b>15</b>
3.1 Vision.....	15
3.2 Community Values .....	15
<b>4 QUALITY OF LIFE.....</b>	<b>16</b>
4.1 Quality of Life Goal, Objectives, and Action .....	16
5.1 Municipal Budget .....	18
5.2 Capital Project Spending .....	24
5.3 Outlook for Municipal Revenue .....	26
<b>6 ECONOMIC DEVELOPMENT.....</b>	<b>27</b>
6.1 What is Economic Success in Skagway? .....	27
6.2 Skagway’s Economy .....	28
6.3 Economic Outlook .....	35
6.4 Strategies to Achieve Economic Success.....	36
6.5 Challenges & Opportunities for the Future .....	41
6.6 Economic Development Goals, Objectives, and Actions .....	42
<b>7 TRANSPORTATION .....</b>	<b>46</b>
7.1 Current Status, Concerns to Address .....	46
7.2 Challenges & Opportunities for the Future .....	74
7.3 Transportation Goals, Objectives, Actions.....	74
<b>8 RECREATION .....</b>	<b>81</b>
8.1 Current Status, Concerns to Address .....	81
8.2 Challenges & Opportunities for the Future .....	95
8.3 Recreation Goals, Objectives, and Actions .....	95



<b>9 HOUSING .....</b>	<b>98</b>
9.1 Current Status and Concerns to Address .....	98
9.2 Challenges & Opportunities for the Future .....	114
9.3 Housing Goals, Objectives, and Actions.....	115
<b>10 LAND USE AND FUTURE GROWTH.....</b>	<b>120</b>
10.1 Historic Land Use and Status.....	120
10.2 Current Land Use and Status.....	122
10.3 Air, Land, and Water Quality.....	129
10.4 Natural Hazards.....	137
10.5 Future Growth and Seven Focus Areas.....	139
10.6 Land Ownership and Future Growth Maps, Focus Areas .....	141
10.6 Land Use/Future Growth Goals, Objectives and Actions.....	164
<b>11 PUBLIC UTILITIES .....</b>	<b>169</b>
11.1 Current Status and Concerns to Address .....	169
11.2 Challenges & Opportunities for the Future .....	177
11.3 Public Utilities Goals, Objectives, and Actions.....	177
<b>12 PUBLIC SAFETY .....</b>	<b>180</b>
12.1 Fire Department.....	180
12.2 Police Department .....	186
12.3 Challenges & Opportunities for the Future .....	189
12.4 Public Safety Goals, Objectives, and Actions .....	189
<b>13 PUBLIC SERVICES .....</b>	<b>192</b>
13.1 Skagway Library .....	192
13.2 Edward A. and Jenny Rasmuson Community Health Center—Dahl Memorial Clinic.....	194
13.3 Skagway Museum .....	196
13.4 Challenges & Opportunities for the Future .....	199
13.5 Public Services Goals, Objectives, and Actions .....	200
<b>Appendix 1 – Community Opinions.....</b>	<b>204</b>

Appendix 2 - Community Opinion Survey, October 2020



# 1 INTRODUCTION, HOW TO USE THE PLAN

## 1.1 Plan Purpose

The purpose of the Skagway 2030 Comprehensive Plan is to guide growth over the next 10 to 20 years.

You have two options for reviewing the Skagway 2030 Comprehensive Plan:

1. The **Skagway 2030 Comprehensive Plan** - includes everything. It has all plan data, and Land Ownership and Future Growth Maps. For each chapter/topic, it has a detailed review of background information and current conditions, tables and graphs with all supporting data and information, discusses concerns to address in the future, lists opportunities and challenges, and has each chapter/topic's Goals, Objectives, and Actions. It also includes Appendix 1 – Community Opinions
2. The **Skagway 2030 Comprehensive – Action Plan** - includes a high-level list of key drivers/data, each chapter/topic's opportunities and challenges, the Goals, Objectives, and Actions, and the maps.

The Action Plan will likely be the main document used by the Municipality of Skagway staff, Planning and Zoning Commissioners, and public, while the full plan will become the source for context and deeper understanding.

The Skagway 2030 Comprehensive Plan:

- Describes current conditions and data
- Reviews challenges and opportunities to address over the next 10 years or so
- Uses the challenges and opportunities to:
  - ✓ Establish broad Goals that set overall direction;
  - ✓ Identify specific Objectives, which are the policies to achieve over time;
  - ✓ Set out Actions to chart a path to achieve the goals and objectives; and
  - ✓ Develop Future Growth Maps and narrative to guide future growth, development, and zoning.



The Goals, Objectives, and Actions are found at the end of each chapter in the full plan and are the main part of the Action Plan.

Comprehensive Plans are just that – *comprehensive* – they are big picture in nature and cover a breadth of topics and issues. It is common after a Comprehensive Plan is done for the community to update its zoning and other codes to implement the Comprehensive Plan, which is the legal basis for zoning<sup>1</sup>.

Topics covered in this Comprehensive Plan include Vision and Quality of Life, Demographic and Socioeconomic Trends and Drivers, Municipal Finances, Economic Development, Transportation, Housing, Recreation, Land Use and Future Growth, Public Safety, Public Services, and Public Utilities. This plan primarily focuses on actions for the Municipality of Skagway (MOS). However, accomplishing the vision and doing the work outlined will take more than just the efforts of the MOS Assembly, Planning and Zoning Commission, Skagway other appointed committees, and municipal staff. In order for the objectives and actions in this plan to happen, it will require action and help from Skagway residents, land and business owners, Skagway Traditional Council, state and federal agencies, and Skagway’s many civic groups.



2019 Skagway Planning and Zoning Commissioners

## 1.2 How to Use the Comprehensive Plan

Using this plan will help Skagway leverage local resources, promote economic vitality and adaptability, and retain valued aspects of the community into the future.

Most of the ways for the Planning and Zoning Commission, Assembly, municipal staff, and public to use the Plan are best considered under the “Umbrella” of Seeking Balance. This is continually working to seek balance – or seek the Triple Bottom Line (TBL) – by discussing whether and how a proposed action, investment, or development considers and balances between the economy (business and job

### Home page for Skagway 2030 Comp Plan website

<sup>1</sup> According to AS 29.40.040, a municipality must have a comprehensive plan in place (legally adopted by ordinance) before it adopts land use regulations such as zoning and land use permits.

opportunities), environmental health, and quality of life aspects of life in Skagway. Of course, not every decision will not strike “perfect” balance, but over time, continued attention to this principle will move the community toward its desired future. A good

place to start when seeking this balance between the economy, environment, and social spheres is to use the values Skagway developed as part of the 2030 Comprehensive Plan (see section 3.2 Community Values).

Primary ways to use the Skagway 2030 Comprehensive Plan and accomplish Skagway’s desired future and vision are to:

1. Continually Seek Balance – Discuss whether and how proposed ordinances, CIP requests, and development proposals strike a *balance* among the economic, environmental, and social/cultural systems (the Triple Bottom Line). Doing this regularly is a key Action in the Comprehensive Plan (see page 15). Doing this consistently and continually will help make Skagway resilient and be better prepared for challenges.
2. Set Priorities – Every year or two, the Assembly, Planning & Zoning Commission, and staff identify the top objectives and actions from the Comp Plan (and other sources) that they wish to accomplish. Then, stay the course through budgeting, CIP spending, and prioritizing staff action.
3. Analyze Permits and Development Projects – Analyze whether proposed private or public sector development proposals, conditional use permits, and municipal investments and projects are consistent with the Skagway 2030 Comprehensive Plan.

Consider adding a question to section C of Conditional Use Permit Application that asks: Does the proposed project help achieve the Comprehensive Plan’s direction to seek balance and achieve a Triple Bottom Line (this is balance between a) economic health (business and job opportunities), b) a healthy clean environment, and c) community quality of life, and values? Please explain.

4. Get Funding – Use excerpts from the plan to support grants, other funding, and legislative requests.

### Typical e-Newsletter

**SKAGWAY 2030 COMPREHENSIVE PLAN**

**Future Land Use**

On a sunny March evening, about 35 residents gathered in the Training Room in the Public Safety Facility to discuss Skagway’s future land use with Planning and Zoning Commissioners. Topics included infill development, redevelopment of Garden City RV Park, rezoning of the land from the bridge to the DOT shops, development above current lots off Dyea Road and in the rifle range area, the new city land where the old paintball course was, designating a formal multi-use trail on the dike parallel the airport, the local real estate market, and more.

[Read Full Summary Here](#)

**Coming Up - Topics & Dates:**

- **Thur, April 25, QUALITY OF LIFE, HOUSING** 5:30–7:30 pm, Public Safety Facility 2nd floor
- **Sat, April 27, Don't miss the 2030 Comp Plan table at the Health Fair**, 9:00 am–1:00 pm, Rec Center. "Spend City \$ on your priorities," where's *your* balance point on tourism, & more.
- **Thur, May 23, ECONOMIC DEVELOPMENT** 5:30–7:30 pm, Public Safety Facility 2nd floor

Thinking hard about future land use

Parade Crowd to Celebrate Ladies Gold Medal Champs (caught this the day after the Comp Plan meeting!)



5. Respond to Proposed State and Federal Actions – Use the plan to help prepare comments and conditions for proposed state and federal rules, regulations, plans, actions or projects.

**Top: Typical Skagway 2030 Facebook Post, Middle and Bottom: Activities at Comp Plan Work Sessions**

## 1.3 Process to Prepare the Plan

The MOS Planning and Zoning Commission led development of the Skagway 2030 Comprehensive Plan. They were assisted by municipal staff, many individuals who attended meetings and offered feedback and comments, the Skagway Development Corporation and Skagway Traditional Council staff, and the Sheinberg-Spruce Root consulting team. Work on the plan occurred from February 2019 through Planning and Zoning Commission approval in January 2020 and final Assembly adoption by Ordinance No. 20-03 in February 2020. The process to prepare this plan included the public outreach steps outlined now.

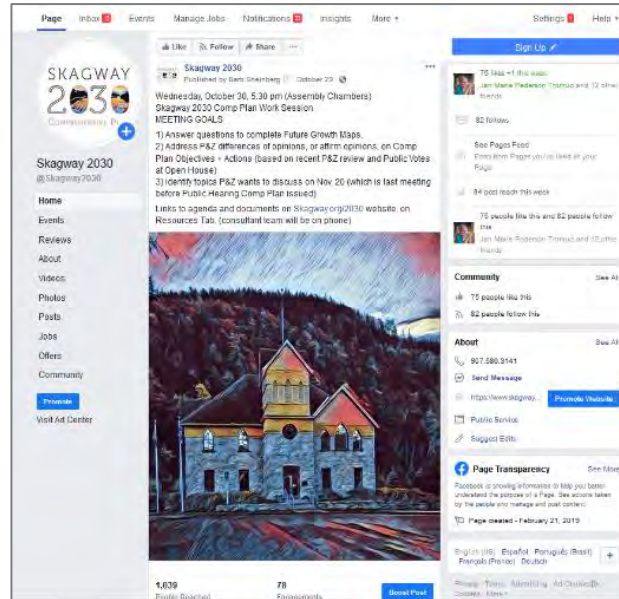
### Project Website

The Skagway 2030 Comprehensive Plan website – [www.skagway.org/2030](http://www.skagway.org/2030) – was established to provide an easy one-stop site to follow the process, download packets and meeting summaries, and join the e-contact list. The Comprehensive Plan also enjoyed a prominent spot on the Municipality of Skagway website home page.

### E-updates, Notices, and Newsletters

Approximately 125 individuals joined the project e-contact list to receive regular project updates.

All those interested in following progress on the Comprehensive Plan, getting brief reports, and hearing about upcoming meetings were encouraged to join an online contact list. Those attending meetings were added to the list as well. Regular notices and reports were sent to all on the contact list via MailChimp.





Meeting notices, reminders, meeting summaries, and e-newsletters, were sent to those on the e-contact list on February 26 (2019); March 8, 22, and 28; April 5, 15, and 26; May 7, 10, and 20; June 20; August 22; September 4 and 23; October 6, 13, 25, and 29; November 18 and 20; December 23, January 13 and 17, 2020.

### ***Social Media (Facebook)***

Comprehensive Plan meeting notices and links to download agendas, packets, and reports were posted on the Skagway 2303 Comp Plan Facebook page and shared on Skagway Swap and Skagway Bulletin Board. Each post got somewhere between 25 and 1,350 “views.”

### ***Planning Commission Meetings/Work Sessions***

There were 12 advertised Planning and Zoning Commission meetings/work sessions as part of plan development. There were 30-35 residents attending and actively participating at most of the meetings. About half the meetings had an exercise during part of the meeting to encourage people to share ideas in small or large groups and report out; the other half of the meetings were more traditional with Planning and Zoning Commission discussion followed by opportunities for public comment.

Planning and Zoning Commission meetings (and topics) were:

1. January 15, 2020 – discuss the draft Skagway 2030 Comprehensive Plan
2. November 20, 2019 – Transportation, Land Use and Future Growth, Air-Land-and Water Quality (part of Land Use)
3. October 30 – Discuss: a) result of Public and Commission prioritization of Objectives and Actions as well as comments on Future Growth Maps, b) Future Growth Map for Klondike Highway area, and c) Zoning Code changed to enable construction of desired types of housing
4. October 16 – Transportation, Land Use and Future Growth
5. September 26 – Public Safety, Public Utilities, Public Services
6. August 28 – Recreation, Land Use and Future Growth
7. June 27 – Quality of Life, Economic Development, Housing
8. May 23 – Economic Development
9. April 25 – Housing, Quality of Life
10. March 28 – Land Use and Future Growth
11. February 28 – Population and Socioeconomic Trends, Opportunities, Challenges

**Residents at the Comp Plan Booth at the April Health Fair**



12. February 14 – Project and team Introductions, Planning and Zoning Commissioner goals for the Comprehensive Plan

### **Surveys**

To help kick-off the Comp Plan project the consulting team sent an online survey to municipal department heads, the Assembly, all appointed municipal committee members, the Skagway Traditional Council and staff, and the Skagway Development Corporation board and staff. We received 48 responses that identified key issues to address during Comprehensive Plan development. All results are in Appendix 1: Community Opinions. In October 2020, a scientific Community Opinion Survey (Appendix 2) was done.

In addition, the Comp Plan team used the results of: 1) the 2019 MOS Recreation Survey (96 respondents), 2) The Skagway Development Corporation survey of options for redevelopment of Garden City RV Park (117 respondents), and 3) 2018 Skagway Traditional Council transportation safety survey (120 respondents).

### **April 2019 Booth at the Health Fair Booth**

A good cross section of several hundred residents attended the Skagway Health Fair on April 27, 2019. The Skagway 2030 Comprehensive Plan had a table with a number of planning-related activities and questions that up to 76 residents completed. Activities included ranking quality of life from 1 to 10, stating three things that are most important for maintaining your quality of life in town, “spending \$10 million of city money” on your priority projects, voting for the three infrastructure projects you favor the most, and weighing in on Skagway’s capacity to handle cruise ship visitors. All results are in Appendix 1: Community Opinions.

### **October 2019 Open House**

A Community Open House occurred during the October 25 Elks Club Burger Feed (open to the public). People dropped by from 5:30 – 8:00 pm. In addition to eating burgers, marking up Future Growth Maps, and writing haikus about Skagway, over 40 residents took the time to vote for their top priority actions on eight Comp Plans topics: Economic Development, Housing, Public Safety, Public Utilities, Public Services, Land Use, Transportation, and Recreation. All results are in Appendix A: Community Opinions.

#### **Voting for Priority Actions at the October Open House**



## Public Hearings

A formal Planning and Zoning Commission Public Hearing, as part of plan adoption, occurred on January 23, 2019. After this approval, the Skagway 2030 Comprehensive Plan was introduced for adoption at a Municipality of Skagway Assembly meeting on February 6, 2020. A Public Hearing, as part of plan adoption by Ordinance 20-03, occurred on February 20, 2020.







## 2 CHANGES SHAPING THE FUTURE

Population growth or decline is driven by births, deaths, and in- and out- migration, the latter of which reflects local economic conditions. These related factors, the strength or weaknesses of the economy, and the impact on population, are primary “change agents” that drive future conditions.

Additionally, the ability to find a place to live is a critical determinant of the future. Other factors have influence—the beauty of place, access to health care, good schools, the cost-of-living, the community’s social fabric, lack of crime, nearby recreation, and many more—but population and jobs are primary drivers.

### 2.1 Population Growth

#### Historic

At the height of the Klondike Gold Rush in 1898, Skagway and Dyea’s combined population is estimated at up to 20,000. By 1900 when the U.S. Census did its first official count in Skagway, the population there had dropped to 3,117. When the Gold Rush era ended at the turn of the 19<sup>th</sup> century, Skagway experienced a steep population decline to about 872 people in 1910. The population continued to decline over the next 30 years, to a low of about 490 in 1930. In the 1940s, population picked up during the World War II years due to the U.S. Army’s presence.

**Figure C-1 Skagway Historic and Current Population**

YEAR	POP	AVERAGE ANNUAL RATE OF CHANGE (FOR PRECEDING DECADE)
1898	est. 10,000-20,000 (Skagway + Dyea)	
1900	3,117	
1910	872	-12.7%
1920	494	-5.7%
1930	492	0.0%
1940	634	2.5%
1950	758	1.8%
1960	659	-1.4%
1970	675	0.2%
1980	760	1.2%
1990	692	-0.9%
2000	862	2.2%
2010	968	1.2%
2019	1,095	1.4%

*Source: 1898 (Skagway+Dyea): NPS; 1900-2010: US Census; 2019: ADOLWD; rate of change calculations - Sheinberg Associates*

In the 1970s, the prosperity of the White Pass and Yukon Route (WPYR) railroad, construction of the Klondike Highway, and restoration work on the Klondike Gold Rush National Historical Park stimulated population growth. From 1970 to 1980, the population grew close to 14%, from 675 to 760, which is an average annual increase each year of 1.2%.

Then, in 1982, the WPYR railroad, the City’s main employer, shut down. In 1985, Alaska went into an economic recession. These events contributed to a population decline that bottomed out at 692 in 1990. This was an average annual population decline of just less than 1% each year during the 1980s.

## Current and Projected Population

- **Skagway’s current population is 1,095 (2019)**
- **Population is projected to reach 1,249 in 2030**

Things turned around in Skagway during the 1990s, with population growth attributed to an increase in the City’s tourism industry, the reopening of the WPYR railroad to cater to visitors, and the on-again off-again shipment of Faro Mine ore through the Port of Skagway. In addition to the year-round population, Skagway began to experience a significant influx of tourism-related summer employees, which today is estimated to double or even triple the community’s year-round population. By 2000, the official population count was 862, yielding a very high average annual growth rate of 2.2% during the 1990s. Population has continued to grow steadily since 2000 as the strong tourism business attracts seasonal workers, some of whom decide to remain in Skagway. In addition, ore transshipment has continued, and the port serves as a steady and reliable transshipment point for Whitehorse, the Yukon, and beyond.

The most recent population estimate for Skagway is from July 2019 at 1,095 (ADOLWD). In the last 20 years, Skagway’s population has grown by 270 residents, or over 30%, from 825 (1999) to 1,095 (2019) people.

Population projections for this comprehensive plan come from two sources: the state ADOLWD population projection based on historical rates of births, deaths, and migrations; and, Sheinberg Associate’s projections based on historic growth rates in Skagway using a low, mid, and high rate of growth. Figure C-2 shows all population projections. The Mid forecast uses Skagway’s average annual rate of growth of 0.9% for the almost 40-year period between 1980 and 2019—the idea is that averaging change over this long period blends out the highs and lows. The ADOLWD mid-range projection yields almost identical results. For Comprehensive Planning purposes, this plan uses the ADOLWD forecast.

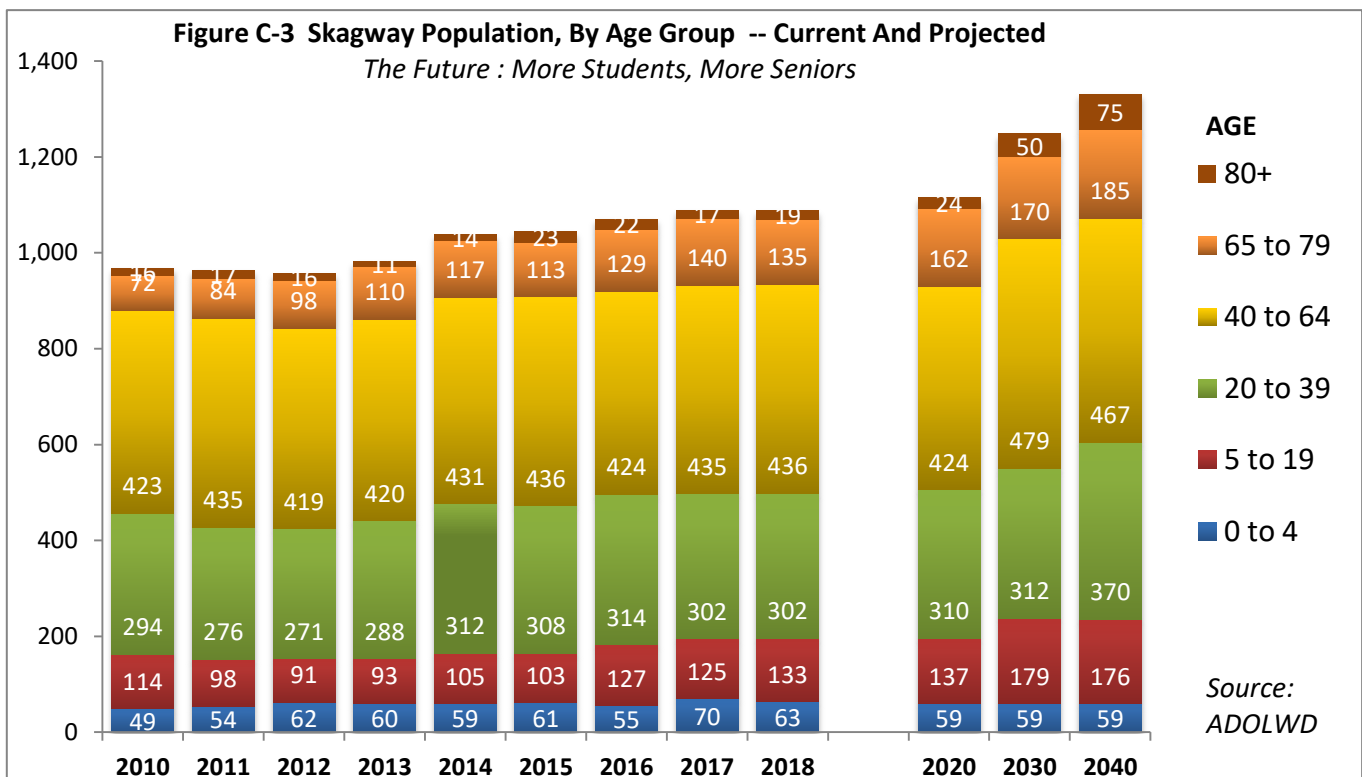
<b>Figure C-2 Skagway Population Projections</b>				
	<b>MID ADOLWD</b>	<b>LOW (0.5% average annual)</b>	<b>MID (0.9% average annual)</b>	<b>HIGH (1.5% average annual)</b>
2019	1,095	1,095	1,095	1,095
2020	1,116	1,099	1,109	1,120
2030	1,249	1,155	1,219	1,296
2035	1,302	1,190	1,290	1,415
2040	1,332	1,215	1,339	1,500
<i>Source</i>	<i>ADOLWD</i>	<i>Sheinberg Associates</i>		

## 2.2 Growing Number of Youth

- **In Skagway, there were an estimated 133 school age youth (age 5 to 19) in 2018.**
- **By 2030, there will likely be 40 more students attending Skagway School.**

In Skagway, there were an estimated 133 school-age youth (age 5 to 19) in 2018 (ADOLWD). That year, school enrollment (preschool to 12<sup>th</sup> grade) was 141 (ADEED). Projections are that by 2030, Skagway will be home to 179 residents between the ages of five to 19 years (Figure C-3), and about the same number in 2040. This suggests that Pre-K to 12<sup>th</sup> grade school enrollment will be approximately 180 students in ten years, or about 40 more than now. That means more space, another classroom or two, and more teachers will be needed. If the state’s recent unwillingness to increase per-pupil school funding to keep pace with inflation continues, this will put a greater strain on the Skagway School system. This underscores the significance of the Municipality of Skagway’s ability to financially support its school. The number of kids between the ages of zero to four years is projected to hold steady between now and 2030, which will maintain but not increase the demand for daycare.

A rising number of school-aged youth in town will increase demand for services such as after-school and recreational activities for youth and families. This signals the continuing importance of the Skagway Recreation Center, and given that it is already at capacity, crowding will become severe and detract from its use if it is not expanded.



## 2.3 Growing Number of Seniors

- In Skagway, there were an estimated 154 residents age 65 or older in 2018.
- Projections are that by 2030 Skagway will be home to 220 residents age 65 or older, or, more than 1 in 5 residents.



The large cohort of ‘baby boomers’ in Alaska is aging. The number and the percent of the total population who are age 65 or older is rising quickly in many communities, especially in Southeast Alaska. In Skagway, there were an estimated 154 residents age 65 or older in 2018 (ADOLWD). This is up from 88 in 2010. Projections are that by 2030 Skagway will be home to 220 residents age 65 or older, or, more than 1 in 5 in town (Figure C-3). By 2045, the state projects there will be 264 residents in this age group. A critical policy and investment question is, “What will encourage Skagway’s longtime residents age 65 and older to maintain Skagway as their year round home?”

If Skagway can support and accommodate its growing senior population, the community stands to gain financially, culturally, and socially. Skagway seniors are fiercely independent; in interviews completed in 2015 for the Skagway Senior Center and Senior Apartments Needs Assessment, local residents and seniors expressed a strong desire to continue to remain in their homes and their community. Many were either born in Skagway or have been in town for many years and do not wish to leave. Almost 80% of those ages 60 or older have a spouse, partner, or other family in town.

The majority of Skagway’s senior population reflects the town’s general wealth. In 2018, almost \$28 million in total personal income to Skagway residents, or 30% of all community income, came from two sources that tend to be associated with seniors—investments and retirement income. However, incomes and savings vary, and there are seniors in Skagway with fewer resources. In 2015, a local estimate based on those qualifying for subsidized meal service suggested that approximately 19 Skagway residents, or 9% of those ages 60 or older at that time, had an annual income below poverty limits.

Important factors in keeping seniors in Skagway are home improvements to allow aging in place or access to age-appropriate housing, access to health care and assisted living homes when needed, a cost of living that is affordable for retirees, ease of mobility, and opportunities for social engagement, community involvement, and support. The 2015 draft report, “Market Analysis, Independent and Assisted Living, Skagway, Alaska” (Sustainable Solutions and Chi Partners LLC) determined that there was demand and need in Skagway for seven to eight units of senior housing (three to four subsidized, four market rate).

## 2.4 Housing Needs

- **In the next decade, the highest need for housing construction will be in the first three to five years.**
- **This is because 80 dwelling units (50 for seasonal residential, 30 for day use visitors) will be lost when Garden City RV Park is redeveloped that need to be replaced within the next three years or so; plus, the forecasted population growth rate is higher during the first part of the decade.**
- **By 2030, 150 to 200 new dwelling units will be needed.**

Using the Skagway average of either 2.13 or 1.3 persons per household, population growth suggests that by 2025, 46 -75 new dwelling units will be needed for new year-round residents, plus, an additional 80 dwelling units will be needed to replace the Garden City seasonally used RVs (of the 80 RVs at Garden City, 30 are spots for day rentals by visitors). Thus, 46 to 75 + 80 = 126 to 155 new dwelling units needed

in Skagway (including about 30 for visitors). Between 2025 and 2030, another 30-49 new dwelling units are likely to be needed.

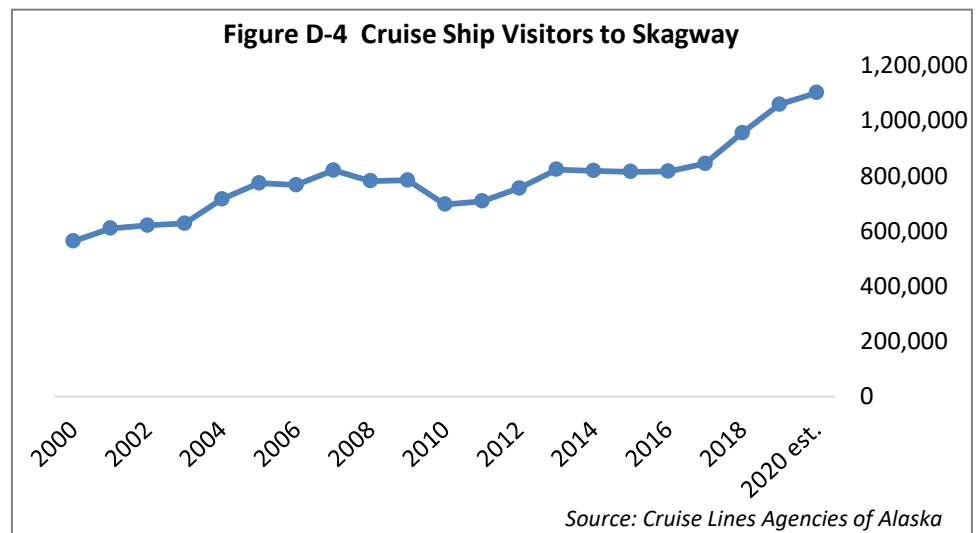
This estimated 150-200 dwelling units of new housing needed by 2030 does not include the current pent-up housing demand for affordable smaller homes, condominiums, and starter homes for young families. It also only includes replacement housing for seasonal occupants of Garden City and does not include new units needed to accommodate the still growing number of summer workers.

Replacing the 50 seasonal-use RVs and 30 visitor used spaces at Garden City is an opportunity. The MOS has earmarked five acres of municipal land at the intersection of the Klondike Highway and Dyea Road for this seasonal housing (Resolution 2017-17). Water and sewer will soon be extended to the area. The new dwelling units could be RVs, or a more sustainable, attractive, and efficient use of land such as two- to three-story buildings with a combination of apartments and single-room occupancy plus shared kitchen arrangements, or a mix of both. A business and management model to accomplish this (though not an economic model) is outlined in the Housing chapter.

## 2.5 A Strong and Positive Economic Outlook, but Some Challenges

- **The economic forecast for Skagway is positive and current municipal revenues are strong.**
- **To maintain this, infrastructure improvements and leadership on port and tourism management are needed.**
- **A challenge is that there will be many competing capital project needs over the next decade.**

Skagway's growth is due primarily to three factors: the strong summer economy (directly linked to tourism) which sustains businesses and residents year-round, the number of families and young adults choosing to make Skagway their year-round home, and the number of seniors choosing to stay in town as they age.



The number of cruise ship visitors, which is on a significant growth trend, drives the summer economy (Figure D-4).

The increasing number of cruise ship passengers provides a strong tax base, which is creating a robust municipal financial picture (see the chapter, "Fiscal Overview-the Municipality of Skagway").

However, it also is straining Skagway's infrastructure to support over a million visitors a year. The Municipality of Skagway needs to invest tens of millions of dollars in infrastructure upgrades in the next decade, including at the wastewater treatment plant, solid waste facilities, roads, and at the Port. Skagway has begun making improvements to its physical facilities to manage and mitigate impacts from the volume of visitors. A floating dock improvement or something similar is anticipated to allow the Port to better accommodate and manage the larger class ships. The importance of dedicated revenues (e/g/ state's shared CPV excise tax and others) to address cruise ship related activity is clear.

The Municipality's strong fiscal position and prudent management has also allowed it to invest in the Skagway School, the Recreation Center and Library, Health Clinic, more trails, and other services and amenities that boost quality of life and encourage visitors and residents of all ages to stay in town and make Skagway home.

- **Economic development must balance business and job opportunities with environmental health and quality of life.**

A theme throughout the Skagway 2030 Comprehensive Plan is the importance of seeking balance. This will be achieved by elected leaders, other decision makers, and businesses continually discussing whether and how proposed actions and investments achieve - or move in the direction of achieving - balance among the physical, social, and economic aspects of life in Skagway. This is often called considering 'The Triple Bottom Line'.

One way recommended to help achieve balance is to initiate a Tourism Best Management Practices (TBMP) committee in Skagway. Hopefully, a business leader will step forward to chair it and a Skagway CVB or other staff person can provide support. A TBMP program addresses resident's concerns with the impacts of cruise ship visitor industry and operations and thereby helps bring residents and industry into alignment. The goal is to minimize the impacts of tourism in a manner that addresses both resident and industry concerns. Operators voluntarily commit to the annual guidelines by signing an annual agreement and holding themselves and their employees accountable for compliance. Complaints to a Hot Line at City Hall are addressed by both the municipality and industry. In fact, complaints often form the basis for new guidelines for the next season.

- **Expiration of the 50-year tidelands lease to Skagway's waterfront and port in 2023 brings opportunities for the Municipality to participate much more actively in port management.**

The Municipality of Skagway has the opportunity now to increase revenue from use of its extremely valuable Port, which will help pay for needed services and infrastructure improvements and maintenance. Consider hiring a municipal Port Director to provide a professional representative to watch out for the Municipality's interests and provide active involvement in port decision making and operations.

- **After summer, restaurants and businesses close and people leave.**

The summer economy is robust. About 90% of all business sales occur in the summer, and the number of jobs and population more than doubles. The summer economy brings seasonal workers to town, some of whom stay and become year-round residents. Revenue and income generated in the summer is high enough to support some people for the rest of the year.

However, after summer, restaurants and businesses close and people leave. While residents do enjoy Skagway's quieter fall and winter filled with community time and an opportunity to catch their breath



after summer, the number of winter residents is perceived to be declining. A longtime year-round restaurant in Skagway closed for the winter in 2019 for the first time. The town grocery store announced that it would not stay open on Sundays during winter 2019-2020. Ferry service is down, and this negatively affects the ease and cost of resident travel, especially in the winter. These are not positive indicators. To counter this and to develop a stronger year-round economy and community, Skagway must maintain the quality experience it offers summer visitors and increase its winter and, thus, year-round population. More winter residents means more people to support local businesses that stay open.

- **Plan for an Economic ‘Rainy Day.’**

An economic or political disruption to Southeast Alaska’s position as a major cruise industry destination could significantly affect Skagway’s growth. Skagway is taking actions to address housing and improve infrastructure, and all signs point to steady and growing visitor numbers; however, it is prudent to use this high revenue period to: a) boost Skagway’s fund balances (savings) to protect it against an economic slowdown; and b) strategically invest in opportunities to diversify the economy.

Businesses that create a job here or ten jobs there do not compare with the economic impact of the cruise industry; however, small businesses create diversification and support families. A strategy is to leverage Skagway’s competitive advantages. For example, Skagway workers have significant expertise in several trades, there are freight ‘back-haul’ opportunities from Anchorage to Skagway, and there is a marine-road connection for shipping fish to the Lower 48. Another way to diversity is to focus on filling business and social service gaps. For example, there are needs for in-home health care, for an assisted living home, perhaps for warehouses to support transshipment operations, possible opportunities for marine vessel and engine repair services, and there is a shortage in town of electrical contractors, plumbers, IT service providers, etcetera. These and other diversification ideas are reviewed in the Economic Development chapter.

- **Don’t lose focus on the importance of maintaining and increasing the number of families with children in town.**

A critical policy and investment question is, “Will this encourage young adults, young couples, and families, to stay and make Skagway their year-round home?”

Families and retirees are the backbone of the wintertime and year-round population. The current population projection expects both groups to grow, but Skagway can take steps that will help ensure, or may inhibit, this from becoming reality.

For example, the investment in the Skagway School and the stellar reputation and parent support it has enjoyed over the last several years is very important to the community’s ability to sustain its winter population and year-round growth (families with school-age children).

The growing year-round and seasonal population, high development costs, and a limited land base have combined to constrain available housing for sale or rent and affordable housing for purchase. Lack of housing is one of the factors that could pinch the Skagway economy and limit economic and population growth. The ability of young adults and families to find a house they can afford to purchase or rent, enables them to stay in town year-round, and is another important factor that will promote community, and wintertime, stability.

View from Trail to Yakutania Point

Whether or not services, a year-round Senior Center, and assisted living homes exist to enable older seniors to stay in town and age in place and in community rather than leave is another example of factors that will influence year-round population stability.

## 3 VISION FOR OUR FUTURE

A vision describes desired future conditions.

It is general and includes attributes Skagway has now and wants to maintain as well as those it wants to achieve over time.

### 3.1 Vision

Skagway is a growing, thriving, safe, small Alaskan town.

### 3.2 Community Values

Community values are the core principles or standards that citizens wish to achieve and maintain.

Skagway acknowledges, honors, and defends its values to ensure that change and development happen in accordance with its core principles and standards.

- **Skagway residents care, support, and respect each other.**
- **Appreciation for the area’s natural beauty, clean environment, and the abundant indoor and outdoor recreation.**
- **Good marine, air, road, and rail access.**
- **Diversity of housing types and price points to enable home ownership or rentals for all.**
- **Economic development balances business and job opportunities with quality of life.**
- **A strong economy and slowly growing population support more year-round businesses, winter events, and vitality.**
- **A thriving economy, growing population, and strong tax base support the services, amenities, and infrastructure residents’ desire. This includes a high-quality education system, well-maintained and adequately sized infrastructure such as the wastewater treatment plant, sidewalks and street benches, utilities to support housing growth, an**



expanded recreation center and pool, the health clinic, a senior center, solid waste management that emphasizes reduce-reuse-recycling, a landscaped waterfront with connected walking paths throughout, and more.

## 4 QUALITY OF LIFE

### GOAL

**Maintain overall quality of life and build a more resilient Skagway by supporting private and public endeavors that balance the “Triple Bottom Line” – the physical, social, and economic aspects of life in Skagway.**

Quality of life is what keeps people in Skagway.

Quality of life is an overarching term for the quality of the various aspects of life. It reflects the expectations of an individual for a good life. These expectations are guided by the values, goals, and socio-cultural context of individuals. It is a subjective, multi-dimensional assessment of one’s sense of well-being.

Resident’s assessment of their Quality of Life is an important measure. In a sense, it is a community and government Report Card. In 2019, on a scale of 1 to 10, where 1 is very poor, and 10 is very good, 106 residents surveyed rated their overall Quality of Life in Skagway as a 7.9.

### 4.1 Quality of Life Goal, Objectives, and Action

#### GOAL

**Maintain overall quality of life and build a more resilient Skagway by supporting private and public endeavors that balance the “Triple Bottom Line” – the physical, social, and economic aspects of life in Skagway.**

#### Objectives and Actions

*Table Key*

**Time Frame:** *S* Short-term (0-2 years), *M* Mid-term (3-5 years), *L* Long-term (5-10 years), *O* Ongoing

**Funds Needed:** *L* Low (\$0-99,999), *M* Mid (\$100,000-\$999,999), *H* High (\$1,000,000+), *U* Unknown

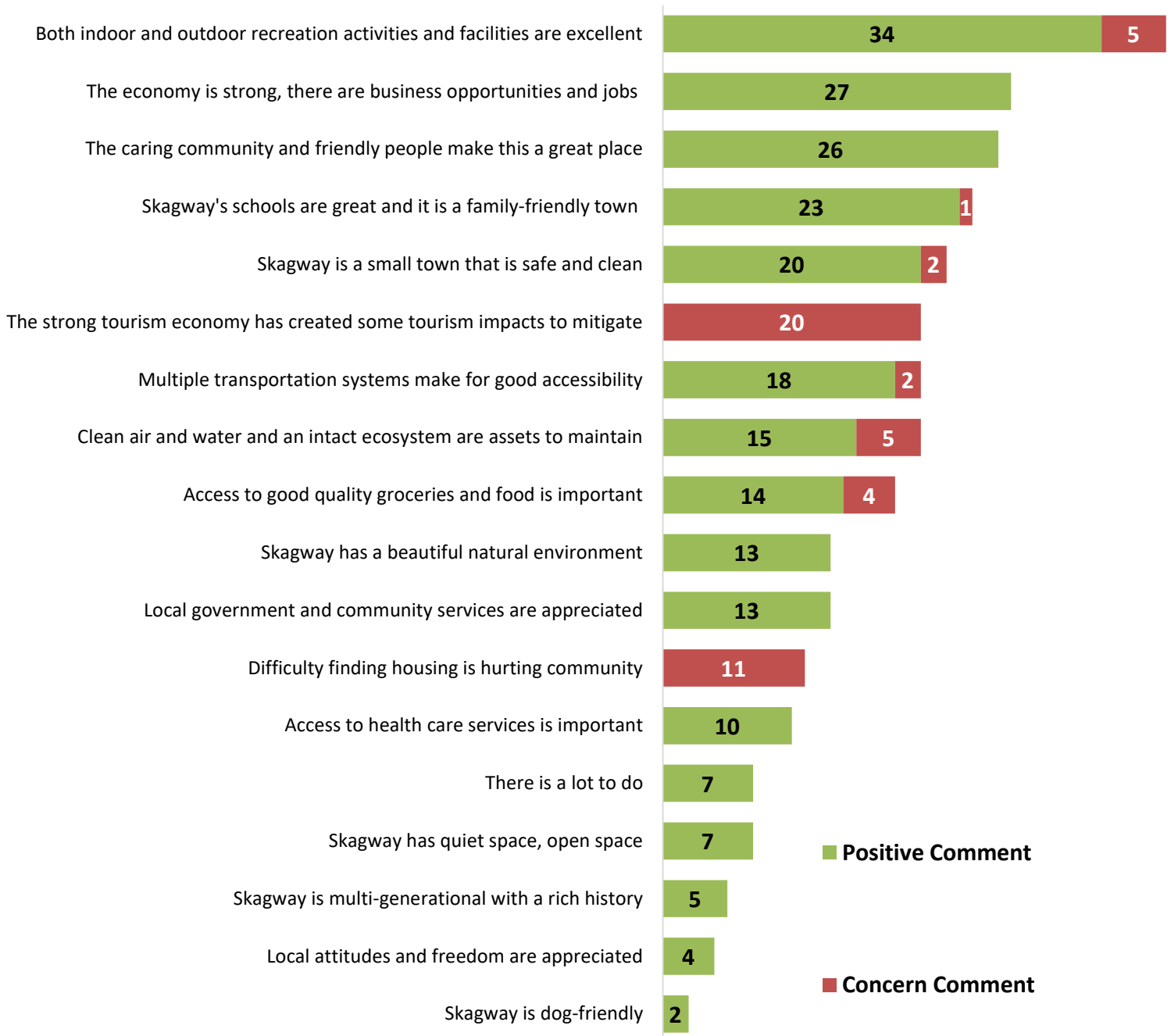
Objectives and Actions		Time	Resp.	Funds
<b>QOL 1 Maintain or improve Skagwegians’ high quality of life rating</b>				
QOL 1A	Discuss whether and how proposed actions and investments consider and balance the physical, social, and economic aspects of life in Skagway. <i>Cross reference with ED 5A</i>	O	all MOS decision-makers, Businesses	L



**Figure Q-1 Residents say that the following is important to their Quality of Life in Skagway**

**Categories of Responses**

*288 total responses*





# 5 FISCAL OVERVIEW - MUNICIPALITY OF SKAGWAY

Available revenue is the backdrop against which the Municipality of Skagway (MOS) and its citizens make decisions about the community services, facilities, and public improvements to provide, bonds to sell, or loans to take out to pay for capital projects. Many of the desired improvements and objectives and actions in this plan have a cost. In order to make responsible decisions and weigh what to do in an informed manner, it is important to have a general understanding of the Borough's fiscal picture; this chapter reviews Municipality of Skagway budget trends in order to provide that context.

## 5.1 Municipal Budget

### Annual Revenue

#### *Tax Revenue to Alaskan Boroughs*

When looking at total tax revenue to all 19 boroughs in Alaska, Skagway is right in the middle – ranked 10<sup>th</sup> – it raised \$10.2 million in Fiscal Year (FY) 2018 (Figure M-1). That same year, Skagway also ranked 2<sup>nd</sup> highest for tax revenue per person or per capita, with \$9,368 in revenue collected per person (total revenue divided by population). This is an indicator of the fiscal strength, relative wealth, and bonding capacity of the Municipality of Skagway. Of note, most of this revenue comes from visitors, not residents. Skagway is more dependent on sales tax revenue than any other place in Alaska.

#### *Rising Tax Revenue to Skagway*

In Skagway, sales tax revenues accounted for 81% of all tax collected in FY 2019, with property tax representing 18%, and short-term rental (bed) tax 2% (Figure M-2). This split between sales, property, and short-term rental tax revenue is typical for Skagway. In Skagway during the decade from FY 2010 to 2019:

- Total tax revenue increased 24%
- Sales tax revenue increased 30%
- Property tax revenue increased 5%
- Short-term rental tax revenue increased 20%
- Inflation\* increased 19%

*\*Anchorage Consumer Price Index – 2010 to 1<sup>st</sup> half of 2019*

**Figure M-1 Revenue Sources and Amounts to Alaska Boroughs, as of Jan 1 2018**

BOROUGH NAME	TOTAL TAX REVENUE	PER-CAPITA TAX REVENUE	PROPERTY TAX REVENUE (INCLD OIL & GAS)	SALES TAX REVENUE	BED TAX REVENUE	PERCENT OF TOTAL FROM...			
						Sales Tax	Prop Tax	Oil & Gas Prop Tax	Bed Tax & Other
Anchorage	\$624,490,779	\$2,099	\$559,708,860	\$0	\$25,597,788	0%	89%	0%	10%
North Slope	\$395,905,811	\$37,605	\$395,905,811	\$0	\$0	0%	5%	95%	0%
Mat-Su	\$141,148,973	\$1,355	\$132,132,169	\$0	\$1,250,650	0%	94%	0%	6%
Fairbanks North Star	\$120,102,822	\$1,229	\$115,328,595	\$0	\$2,088,980	0%	87%	9%	4%
Juneau	\$104,401,787	\$3,235	\$50,551,911	\$48,145,921	\$1,497,015	46%	48%	0%	5%
Kenai Peninsula	\$100,982,653	\$1,740	\$69,473,739	\$31,508,914	\$0	31%	55%	14%	0%
Sitka	\$19,538,347	\$2,233	\$6,499,704	\$11,592,306	\$536,139	59%	33%	0%	7%
Ketchikan Gateway	\$18,870,827	\$1,372	\$8,857,260	\$8,665,718	\$81,013	46%	47%	0%	7%
Kodiak Is.	\$18,481,936	\$1,391	\$16,008,024	\$0	\$109,613	0%	87%	0%	13%
Skagway	\$10,183,159	\$9,368	\$1,894,669	\$8,109,415	\$179,075	80%	19%	0%	2%
Petersburg	\$6,625,593	\$2,105	\$3,356,815	\$2,958,686	\$51,414	45%	51%	0%	5%
Bristol Bay	\$6,610,784	\$7,453	\$4,740,772	\$0	\$111,871	0%	72%	0%	28%
Haines	\$6,229,703	\$2,533	\$2,971,412	\$3,134,948	\$123,343	50%	48%	0%	2%
Aleutians East	\$4,951,066	\$1,646	\$0	\$0	\$0	0%	0%	0%	100%
Wrangell	\$4,921,778	\$2,062	\$1,761,736	\$3,111,485	\$48,557	63%	36%	0%	1%
Denali	\$4,104,872	\$2,220	\$0	\$0	\$4,058,918	0%	0%	0%	100%
Lake and Peninsula	\$3,011,240	\$1,750	\$0	\$0	\$146,140	0%	0%	0%	100%
Yakutat	\$1,593,138	\$2,886	\$377,863	\$1,029,421	\$160,708	65%	24%	0%	12%
Northwest Arctic	\$601,821	\$77	\$0	\$0	\$0	0%	0%	0%	100%

Source: Alaska Taxable 2018. Data presented in the report reflect the assessed values as of January 1 of 2018 and do not reflect any new tax authorizations resulting from local elections occurring after January 1 2018

**Figure M-2 Skagway Tax Revenue, 10-year Trends**

FISCAL YEAR	TOTAL TAX REVENUE	PER-CAPITA TAX REVENUE	PROPERTY TAX		SALES TAX		BED TAX	
			Total	% of All Tax Revenue	Total	% of All Tax Revenue	Total	% of All Tax Revenue
2019	\$11,023,024	\$10,131	\$1,951,208	18%	\$8,882,220	81%	\$189,806	2%
2018	\$10,183,159	\$9,368	\$1,894,669	19%	\$8,109,415	80%	\$179,075	2%
2017	\$9,478,985	\$8,900	\$1,845,732	19%	\$7,462,383	79%	\$170,870	2%
2016	\$9,009,720	\$8,663	\$1,821,411	20%	\$7,068,042	78%	\$120,267	1%
2015	\$9,035,379	\$8,764	\$1,812,889	20%	\$7,067,794	78%	\$154,696	2%
2014	\$8,760,169	\$8,920	\$1,730,854	20%	\$6,874,994	78%	\$154,321	2%
2013	\$8,225,504	\$8,560	\$1,718,051	21%	\$6,383,312	78%	\$124,141	2%
2012	\$10,374,645	\$10,751	\$3,927,470	38%	\$6,287,236	61%	\$159,939	2%
2011	\$6,217,556	\$6,423	\$2,031,458	33%	\$4,088,803	66%	\$97,295	2%
2010	\$8,868,340	\$10,252	\$1,862,990	21%	\$6,847,513	77%	\$157,837	2%

Source: Alaska Taxables (2010-2019), DCCED; MOS Finance Director (FY 19)



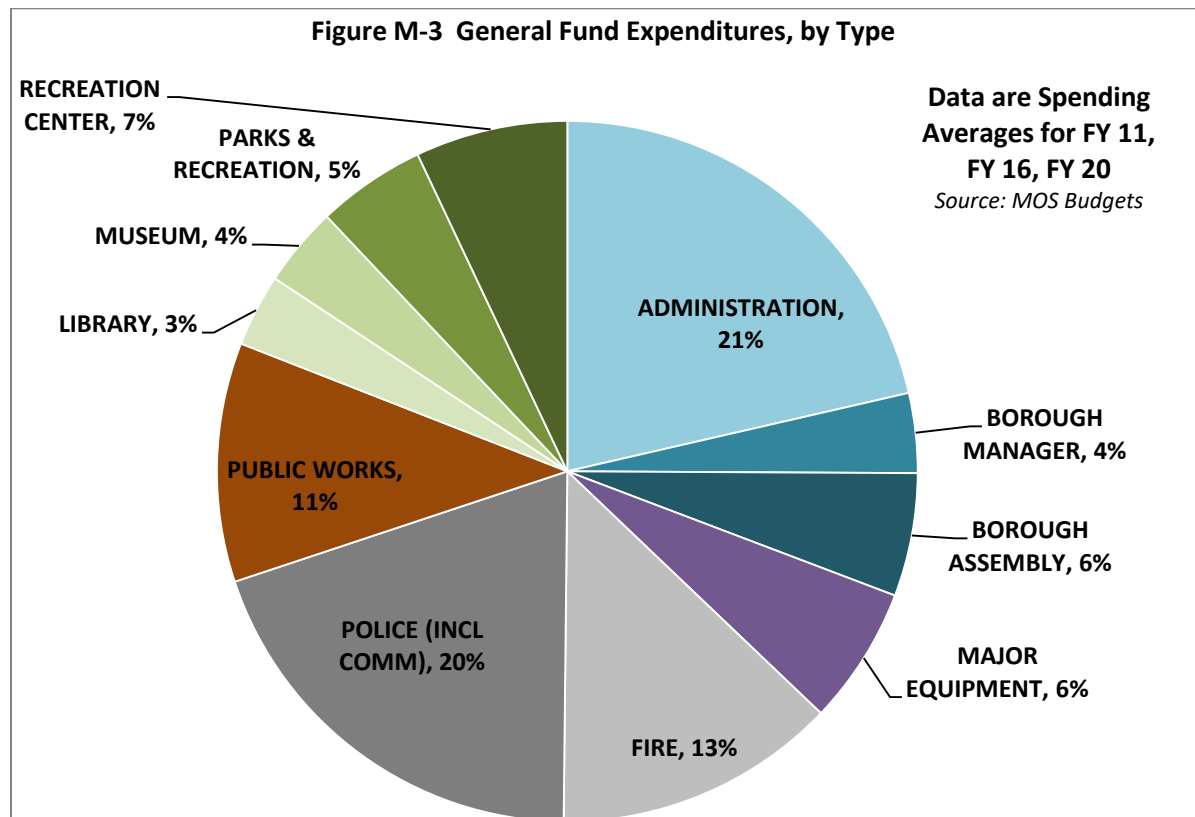
### Other Regular Annual Revenue to Skagway

In addition to locally generated tax revenue, there are two other regular annual revenues to Skagway. First are locally generated fines, fees, rents, and sales. This was budgeted at \$761,000 in FY 19 and estimated at \$578,000 for FY 20. Second, are formula-driven state and federal revenues including federal PILT (payment in lieu of taxes), federal National Forest Receipts, and state Community Assistance Program (formerly called state revenue sharing). This revenue source was estimated at \$480,000 in FY 19 and \$790,000 in FY 20. Skagway generally includes a few other miscellaneous state grants in this category but does not include state Commercial Passenger Vessel Excise tax. Skagway puts this share of cruise ship “head tax” collected by the state into a separate Excise Tax Fund.

### Annual Expenditures

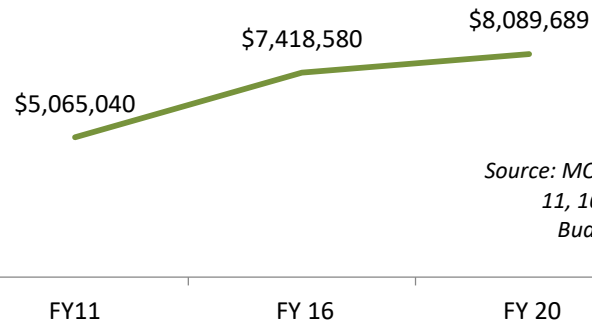
Averaging spending by category from the Skagway General Fund for FY 20, FY 16, and FY 11, (ten-year period) shows the big picture of Skagway municipal spending and priorities. The result (Figure M-3) shows annual operating spending (salaries/benefits, utilities, building upkeep, etc.) of:

- 33% - Public Safety (police, fire, communications)
- 31% - Government Operations/Administration
- 19% - Quality of Life (recreation center, parks and rec, library, museum)
- 11% - Public Works
- 6% - Major Equipment



**Figure M - 4 Total, General Fund Expenses**

Over the 10 years since 2011, General Fund spending in Skagway has increased by almost 60% from \$5 million in FY 11 to \$8 million in FY 20 (Figure M-4).



Source: MOS FY 11, 16, 20 Budgets

The broad categories of annual General Fund spending in FY 20 are in Figure M-5.

### Annual Revenue + Expenses Combined

Looking only at governmental activities (thus excluding Skagway enterprise or business funds: health clinic, solid waste, water and sewer, port commission, and small boat harbor), Figure M-6 shows that Skagway has generally been raising \$2-4 million more annually than it spends. These surpluses allow Skagway to build its fund balances (savings), make regular debt payments on outstanding bonds for capital projects, make Skagway's local contribution to support Skagway Schools, pay for Convention & Visitors Bureau activities, regularly transfer funds to help subsidize its enterprise funds, and more.

Figure M-5 Skagway FY 20 (amended) Budget's General Fund Expenditures		
DEPARTMENT OR TYPE	BUDGET	PERCENT OF TOTAL
Administration	\$1,752,704	22%
Borough Manager	\$251,314	3%
Assembly	\$396,004	5%
Recreation Center	\$578,794	7%
Library	\$270,536	3%
Museum	\$313,449	4%
Parks & Recreation	\$410,705	5%
Public Works	\$763,115	9%
Major Equipment	\$272,145	3%
Fire	\$1,353,828	17%
Police	\$1,256,599	16%
Communications	\$470,496	6%
<b>Total General Fund Expenditures</b>	<b>\$8,089,689</b>	<b>100%</b>

Source: MOS FY 20 amended budget

Note that while the results are the same, Figure M-6 is **not the way** Skagway constructs its annual budget, as explained in the next section.

Figure M-6 Summary: Skagway Annual Revenues and Expenses				
	FY 11	FY 16	FY 19	FY 20
<b>REVENUES</b>				
Property taxes	\$2,385,878	\$1,894,669	\$1,951,208	\$2,044,660
Sales taxes	\$4,088,803	\$7,068,042	\$8,882,220	\$8,362,380
Hotel taxes	\$97,295	\$120,267	\$189,806	\$407,368
Local Fines, Fees, Permits, Rents, Sales	\$827,260	\$551,006	\$760,830	\$577,830
Formula-based State & Federal Grants	\$521,300	\$759,433	\$479,896	\$790,373
<b>Total</b>	<b>\$7,920,536</b>	<b>\$10,393,417</b>	<b>\$12,263,960</b>	<b>\$12,182,611</b>
<b>EXPENSES</b>	<b>\$5,065,040</b>	<b>\$7,418,580</b>	<b>\$7,438,276</b>	<b>\$8,089,689</b>
<b>SURPLUS</b> (to transfer to Sales Tax Fund, Tourism Fund, General Fund, etcetera)	<b>\$2,855,496</b>	<b>\$2,974,837</b>	<b>\$4,825,684</b>	<b>\$4,092,923</b>

Sources: FY11 adopted MOS Budget, FY 16, 19, and FY 20 MOS amended budgets

## Some Budget ‘Misconceptions’

Most municipalities routinely put all locally generated tax revenue into their General Fund (sales, property, and hotel). Not so in Skagway—harkening back to the days when the local economy was based on the railroad and ore transshipment and tourism was viewed with skepticism—Skagway excluded sales tax revenue (which for years has been primarily linked to visitor spending) from its General Fund and established a separate Sales Tax Fund. The same is true for Short-Term Rental Tax and tourism (Skagway Convention and Visitors Bureau) spending.

The original intent was to base its annual operating budget—paid for by the General Fund—on revenue that could be “counted on,” primarily property tax and state and federal revenue. This is still how Skagway does its budgeting and finances today, even though state and federal revenue are not certain anymore, property tax growth is relatively flat and less than inflation, and sales tax revenue is steady. As a result, the General Fund typically does not have enough revenue in it to fund the annual operating budget and the Sales Tax Fund has a large surplus. Therefore, revenue from the Sales Tax Fund is routinely transferred into the General Fund to cover a short fall in the annual operating budget that ‘regular’ revenue (property and bed tax plus state and federal formula-based revenue) doesn’t cover.

The way of doing business described above isn’t a problem per se, as there are plenty of savings and annual revenue going into the Sales Tax Fund. However, to the less informed it makes it seem that Skagway has an unsustainable annual shortfall of \$3-4 million in its General Fund each year that requires transfer from the Sales Tax Fund and other savings. It’s this perception that is of concern because in reality Skagway has healthy fund balances, healthy savings accounts, prudent investments, and reliable annual revenue. In general, Skagway brings in more than it spends each year and is able to grow its savings (fund balances).

While being fiscally conservative is a local Skagway value and an excellent budgeting practice given the many uncertainties that exist, the way budgeting is done leads some people to wonder: “why is the city running a deficit” or “why can’t the city live within its means” or “we can’t afford any more capital projects or debt.” This kind of thinking is really an artifact of how Skagway historically has prepared its annual operating budget, rather than based on Skagway’s actual fiscal circumstances, which are healthy.

To remedy this false perception that some have that Skagway runs an annual deficit, Skagway could put all local tax revenue into its General Fund, then after the annual budget is prepared, transfer the surplus to its Sales Tax (and other) Funds. The result would financially be the same and a healthy Sales Tax Fund balance would still exist, but with a difference in the perception of Skagway’s financial picture.

## Fund Balances (Savings) in Skagway

Revenue that comes to the Municipality each year (tax and other) is assigned to a fund. Spending, whether for general government services or capital projects, is deducted from one of these funds.

Skagway’s six major, regular, funds are its General Fund, Sales Tax Fund, Excise Tax Fund, Debt Service Fund, Permanent Trust Fund (Land Fund), and Other Governmental Fund. Skagway also has major funds of limited duration that are set up for large capital projects, such as port development fund, public safety building fund, wastewater treatment plant upgrade fund, etcetera. Figure M-7 shows Skagway’s Fund balances from FY 2009 to 2018.



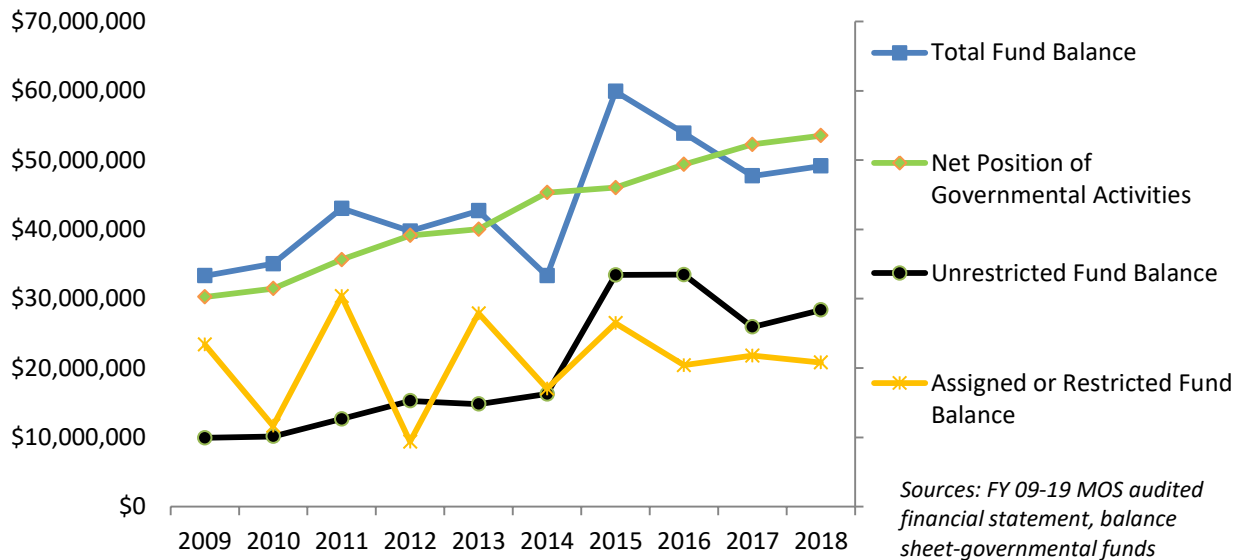
A portion of each fund’s balance is assigned/restricted - because either it has been assigned to pay for a capital project or a debt - or it is unrestricted and thus available either to spend on a new project or to accrue savings.

On Figure M-7:

- the restricted/assigned balances are an orange line
- the unrestricted fund balances are a black line
- In any given year, the sum of the restricted/assigned funds and unrestricted funds is the Total Fund Balance, the blue line on Figure M-3

Figure M-7 shows that over the last decade, the restricted/assigned line, which is used here as a proxy for spending, shows that the MOS has typically spent \$10-\$30 Million annually on a combination of regular government operations, Capital Projects, Schools, and debt service with an average of \$21 million. Figure M-7 also shows that the Unrestricted Fund Balance has grown steadily, from \$10 million in 2009 to \$26 million in 2018. This shows that increasing revenue has led to increased savings for the MOS over the last decade. The increased revenues have primarily come from two sources both related to tourism: sales taxes and excise taxes (cruise ship passengers).

**Figure M-7 Skagway Fund Balance Totals, 2009-2018**



## Debt<sup>2</sup>

Skagway had a total of \$21.4 million in bonds and loans payable at the end of FY 18, which consisted of five general obligation bond issues, five loans payable to the State of Alaska, and one loan payable to the Corporation of the Catholic Bishop of Juneau. The general obligation bonds accounted for \$19.1 million, and the loans accounted for \$2.3 million (Figure M-8). As of June 30, 2018, the Borough also had \$0.8 million of unamortized bond premiums. The total debt remained unchanged from the previous year

<sup>2</sup> This section is excerpted from the Skagway FY 18 Audited Financial Statement, by Peterson Sullivan LLP

(\$22.2 million). This included issuances of \$1.1 million, offset by repayments of principal and amortization of premiums in the current year.

The Borough's borrowing limit for long-term debt is 25.0% of the assessed value of the taxable real property in the Borough. The noncurrent portion of long-term debt is approximately 6% of the current assessed value of the taxable real property.

The debt service annual requirements to amortize bonds and notes payable outstanding as of June 30, 2018, are as follows:

<b>YEAR ENDING JUNE 30</b>	<b>PRINCIPAL</b>	<b>INTEREST</b>	<b>TOTAL</b>
2019	\$903,577	\$882,233	\$1,785,810
2020	821,866	847,937	1,669,803
2021	854,385	812,375	1,666,760
2022	886,987	775,281	1,662,268
2023	929,677	735,224	1,664,901
2024 - 2028	5,281,960	3,022,637	8,304,597
2029 - 2033	4,051,368	1,948,863	6,000,231
2034 - 2038	3,590,071	1,155,781	4,745,852
2039 - 2043	2,844,606	602,800	3,447,406
2044 - 2045	1,285,000	77,600	1,362,600
	<b>\$21,449,497</b>	<b>\$10,860,731</b>	<b>\$32,310,228</b>

Source: FY 18 Skagway Audited Financial Statement, Peterson Sullivan Peterson, LLP

The amount of long-term debt the Municipality of Skagway can incur is limited to 25% of the assessed value of the taxable real property in the Borough. The amount of outstanding long-term debt was approximately 6% of the assessed value of Skagway property as of January 1, 2018.

## 5.2 Capital Project Spending

Capital Projects in Skagway, similar to most municipalities, are funded by a combination of allocations from tax revenue in excess of spending that goes into savings (fund balances), low or regular interest loans, general obligation or revenue bonds, user fees, and state, federal, and foundation (nonprofit) grants. All FY 20 Skagway Capital Projects and spending are listed on Figure M-9. Because this chapter only addresses governmental activities, enterprise funds are excluded for this analysis. Looking at General Fund Capital Projects (CPs) and spending, the total is \$4.3 million for 29 projects (Figure M-9). Of that \$4.3 million, just under \$1 million was funded by federal grants. MOS spending for General Fund CPs, excluding grants, in FY 20 was \$3.4 million.

Total FY 20 Municipal spending therefore (excluding enterprise fund expenses and projects) is:

- \$3,352,000 (capital projects, excluding grant funded CPs, Figure M-9)
  - \$8,089,689 (annual expenditures, Figure M-5)
  - \$1,669,803 (debt service, Figure M-8)
  - \$782,546 (tourism expenses)
  - \$95,174 (land fund expenses)
  - \$2,307,428 million (school contribution + activities)
- \$16.3 million TOTAL

From the section in this chapter that reviewed fund balances, it is clear that for the last decade Skagway has generally spent some \$10-\$30 million annually on a combination of regular government operations, Capital Projects, school support, and debt service with an average of \$21 million/year.

This provides context for Capital Project (and other) spending Skagway can sustain on an annual basis, if economic conditions stay about steady or improve.

<b>Figure M-9 Capital Improvement Projects, FY 20</b>	
<b>CAPITAL PROJECT</b>	<b>AMOUNT</b>
1. 11th Ave Remediation- Old Clinic Property	\$20,000
2. 2030 Comprehensive Plan	\$60,000
3. 7th Pasture Dike	\$30,000
4. Playground Resurfacing- Mollie Walsh	\$131,600
5. Playground Resurfacing- School	\$72,400
6. School Maintenance- Range Hood	-
7. School Classroom Remodel- old kitchen	\$250,000
8. School Maintenance- Bathroom Remodel	\$107,000
9. School Maintenance- Science Room Remodel	-
10. Vocational Education Building	-
11. School Kitchen Addition	\$286,000
12. State Street LED Lighting Upgrades	\$15,000
13. Historic Building Restoration	\$105,000
14. Pullen Creek Stream Walk	\$800,000**
15. Hazard Mitigation Plan Update	\$15,000**
16. Emergency Equipment - 20SHSP-GY18	\$154,000**
17. DOT Ferry Float Replacement- Municipal Match	-
18. Gold Rush Parcel Development Feasibility Study	\$10,000
19. Emergency Generator- Secondary Shelter	-
20. Rec Center Interior Painting	\$20,000
21. Building Upgrades- Roof Replacement	\$670,000
22. Public Safety Facility parking lot paving	\$420,000
23. 11th & 12th Ave Paving	\$630,000
24. Main Street Repaving	\$100,000
25. Broadway Sidewalk Repairs (N. 8th Ave)	\$350,000
26. Dyea Flats Campground Road Repair	\$25,000
27. Lost Lake Trail Development	\$10,000
28. Lost Lake Trail Development	\$20,000**
29. Parks & Rec vehicle	\$40,000
<b>General Fund Total</b>	<b>\$4,341,000</b>
<b>** = federal grant funded</b>	<b>**\$989,000</b>
<b>General Fund Total (excluding grant funded)</b>	<b>\$3,352,000</b>
1. AB Hall Bathroom Remodel (Tourism Fund)	\$18,000
2. Harbor Marina Software (Small Boat Harbor)	\$20,000
3. Long Term Waterfront Plan (Port Commission)	\$192,140
4. Composter/Recycling Facility (Solid Waste)	\$675,000
5. Bobcat( Solid Waste)	\$45,000
6. Incinerator Upgrades- Design (Solid Waste)	\$200,000
7. Composter (Solid Waste)	\$180,000



8. Klondike Highway Utility Expansion Engineering (Solid Waste)	\$300,000
9. New Generator (Solid Waste)	\$260,000
10. Odor Control (Solid Waste)	\$2,200,000
11. State Street Utility Upgrades (Water/Sewer)	\$900,000
12. Harbor Lift Station (Water/Sewer)	\$40,000
13. WWTP Upgrades- Design (Water/Sewer)	\$150,000
<b>Enterprise Fund Total</b>	<b>\$5,180,140</b>
<b>TOTAL CAPITAL EXPENSE</b>	<b>\$9,521,140</b>
<b>TOTAL CAPITAL EXPENSE (excluding grant funded)</b>	<b>\$8,532,140</b>

## 5.3 Outlook for Municipal Revenue

The economic forecast for Skagway is positive, current municipal revenues are strong.

Volatile crude oil prices cause uncertainty for the State of Alaska oil-dependent economy and, therefore, local revenue sharing in the form of grants is expected to decline or end. The U.S. financial markets were down for 2018 and are up in 2019, but US GDP is expected to end 2019 at about 2% annual growth compared to 3% growth in 2018, and the current forecast for 2021 is at 1.8% growth. The stock market was up in 2019. Overall, Skagway's investments are expected to hold steady or grow slightly. Skagway's FY 18 Financial Audit (Peterson Sullivan LLP) noted that the Borough investment returns met budgeted levels and Skagway's large investment portfolio is relatively conservative and well diversified, which would cushion any sharp swings in the market.

The number of cruise ship visitors is on a growth trend in Skagway. While the increased passengers provide higher revenues in the form of sales and excise tax, it also is straining Skagway's infrastructure to support over a million visitors a year. The Municipality of Skagway will need to invest tens of millions of dollars in infrastructure upgrades, including at the wastewater treatment plant, solid waste facilities, roads, and at the Port. Skagway has begun making improvements to its physical facilities to manage and mitigate impacts from this volume. A floating dock port improvement or something similar is anticipated to allow the port to better accommodate larger class ships. The importance of dedicated revenues (i.e. state shared excise tax) to address cruise ship related activity is clear.

The FY 19 Financial Audit (Peterson Sullivan LLP) notes that in an effort to maintain the quality of life for Skagway residents and the tourist experience in town, the MOS intends to develop a six-year capital improvement plan (CIP) to address the Municipality's infrastructure needs. With the growth in revenue from the tourism industry and careful planning, Skagway will not only remain a tourism highlight but a high-quality Southeast Alaska community.

A few years ago, fixed budgeted expenditures were beginning to reach a level equal to annual revenue. However, the FY 19 and FY 20 jump in sales tax receipts remedied this. Nonetheless, the Assembly is focused on necessary infrastructure improvements and programs and continuing its rational approach to capital expenditures, proceeding only when the revenues for the project are first identified. The FY 18 audit notes that, "Overall the economy and budget are in good shape and will remain so if prudent decisions are made."



## 6 ECONOMIC DEVELOPMENT

### GOAL

Skagway's economy is strong, year-round, and balances economic growth and required infrastructure with residents' quality of life, and a healthy environment.

### 6.1 What is Economic Success in Skagway?

The way a community defines economic success or economic health sets the stage for what it is trying to achieve through economic development.

When offering comments during Comp Plan work sessions, responding to surveys (Appendix A), or during project interviews, residents, business owners, and government officials frequently mentioned livability and quality of life as intrinsically linked with economic development. In Skagway, economic success is about jobs and income; about increasing wintertime population and business activity; and about seeking balancing between economic growth, quality of life, and environmental health.

A look at available socioeconomic data shows that Skagway is fortunate to have a thriving economy and growing population, which many communities in Southeast Alaska do not. This is primarily due to its robust summer tourism activity, linked to increasing cruise-ship calls and visitors. The strong summer economy has resulted in a growing year-round population. It means that some residents make enough money in the summer to support their families year-round. However, once summer is over most restaurants and many businesses close, many jobs end, and people leave. While residents do enjoy Skagway's quieter fall and winter filled with 'community time' and an opportunity to 'catch their breath' after summer, the winter of 2019-2020 saw the town's main grocery store closed on Sundays for the first time and one of town's mainstay year-round restaurants closed for the winter. This is not a positive trend. To counter this trend and have a stronger year-round economy and community, Skagway must

maintain the quality experience it offers summer visitors and increase its winter and, thus, year-round population.

Primary ways for the Municipality to do this are to:

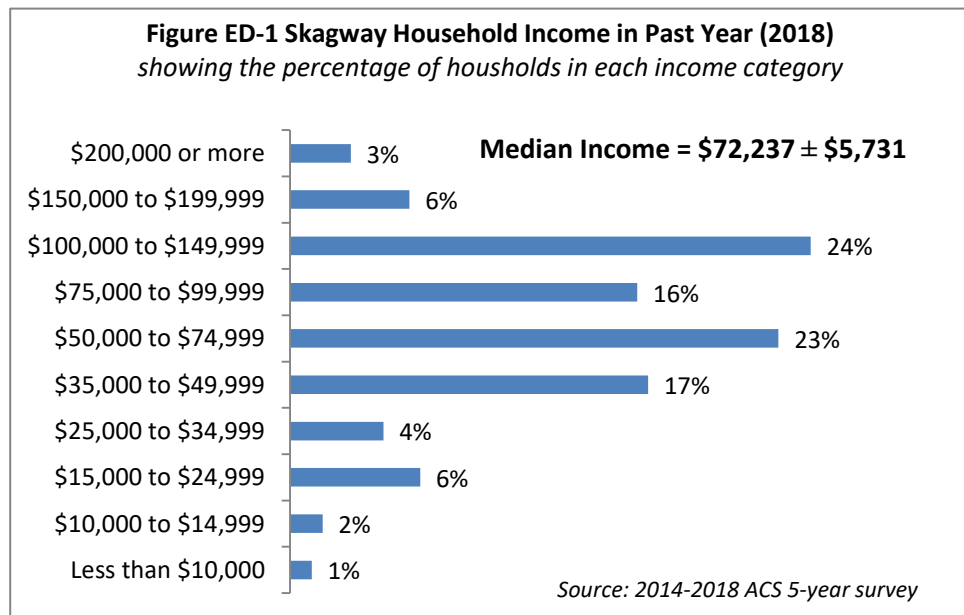
1. **Invest in infrastructure improvements that ensure Skagway’s water, wastewater, solid waste, and pedestrian and street systems can handle the demands placed upon them.** Use or leverage tourism-based revenue (e.g. Cruise Passenger Vessel excise tax) to the maximum extent to fund these improvements.
2. **Actively participate in, or, if needed, lead, port management and tourism management efforts.** The goal is to ensure the port and businesses are operating in a manner that minimizes conflicts, maximizes safety, and that is acceptable to the community.
3. **Maintain and increase the number of families with children in town.** A critical policy and investment question is, “What will encourage young adults, young couples, and families, to stay and make Skagway their year-round home?”
4. **Avoid forcing, through inaction, Skagway’s growing number of year-round senior residents to leave.** A critical policy and investment question is, “What will encourage Skagway’s longtime residents age 65 and older to maintain Skagway as their year round home?”
5. **Take a lead role in ensuring balance between economic growth, environmental health, and quality of life.** If only there was a singular way to achieve this! It requires constant discussion among decision-makers and leaders about how proposed actions, policies, and investments either individually, or, as a sum, move in the direction of achieving balance.

## 6.2 Skagway’s Economy

### Personal Income

Skagway had the 4<sup>th</sup> highest per capita personal income in Alaska at approximately \$81,471 (2018, BEA), when all sources of income are tallied and divided by the total population.

Skagway continues to be among Alaska’s wealthiest places, yet about 13% of households were living in poverty and earning less than



\$35,000 in 2018. (A family of four in Alaska with a household income less than \$31,380 was living in poverty in 2018 per HUD guidelines).

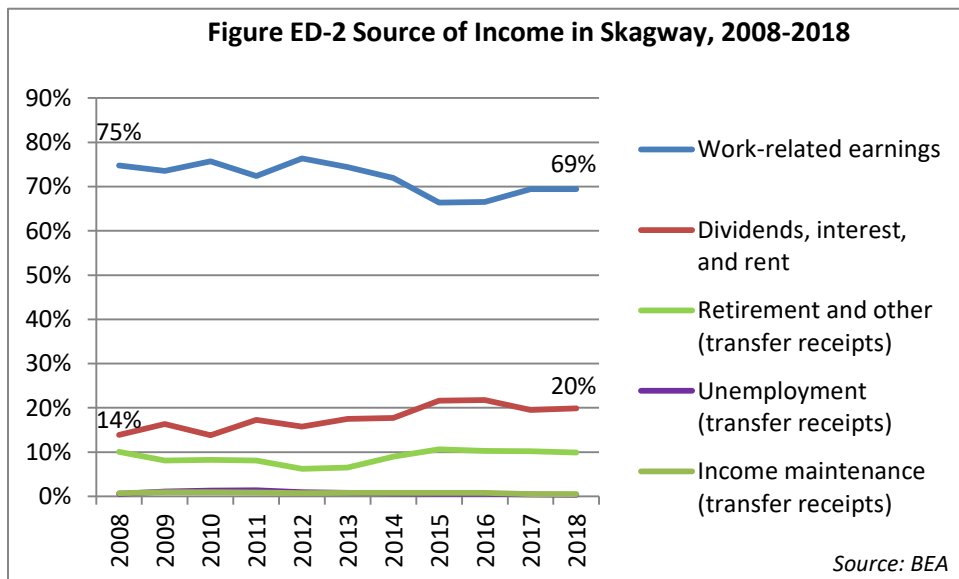
While no level of poverty is acceptable, due to its strong economy, Skagway had a higher level of income equality than either Alaska or the United States as a whole in 2017 (ACS). In 2017, Skagway’s Gini coefficient, which is a measure of income equality, was 0.33 (+/- 0.02) in 2017, while Alaska’s was 0.42 (+/- 0.05) and the United State was 0.48 (+/- 0.0).

### **Income Impact on Housing Affordability**

The median-priced home in Skagway is estimated at \$250,000-\$336,000 (see Housing chapter). Without becoming cost-burdened (paying more than 30% of your income), the buyer must earn approximately \$54,000-\$75,000 annually to afford mortgage payments on a house in this price range. Looking at household incomes (Figure ED-1) shows that between 30-50 percent of Skagway households cannot afford to buy the median-priced home without becoming cost-burdened. Most households will need two wage earners in order to afford to buy a home. Thus, there is a need for childcare in order to be able to afford to own a home.

### **Source of Income**

Over the last decade, the percent of total community income coming from work has decreased while the percent coming from investments – dividends, interest, and rent – has increased. This is another indicator of the relative wealth of many Skagwegians. The percent coming from retirement payments has held steady.



### **Employment and Wages**

Average monthly employment in Skagway in 2018 was 1,080 employees, which has gradually increased over the last decade, up approximately 37% from a recent low in 2011 of 790 employees averaged over 12 months (Figure ED-3). Unless noted otherwise, employment and wage data in this section is from

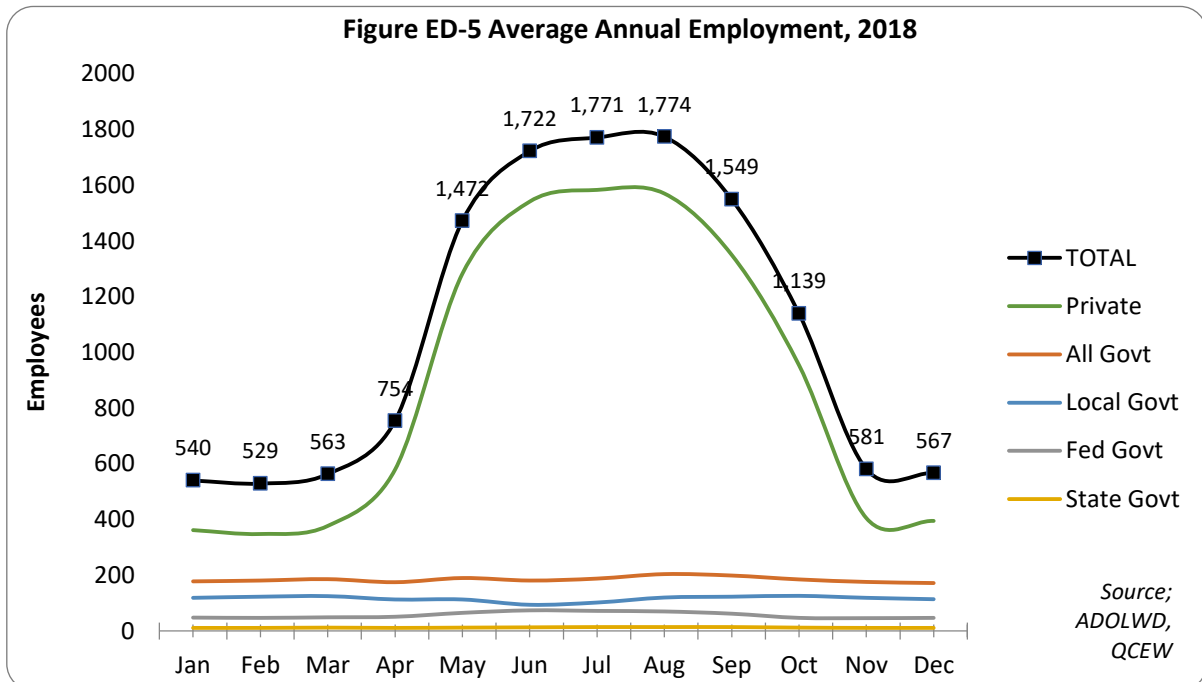
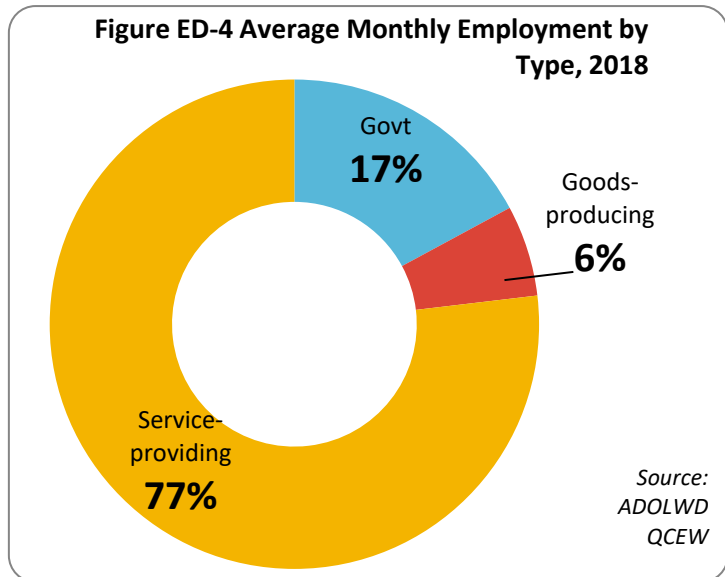
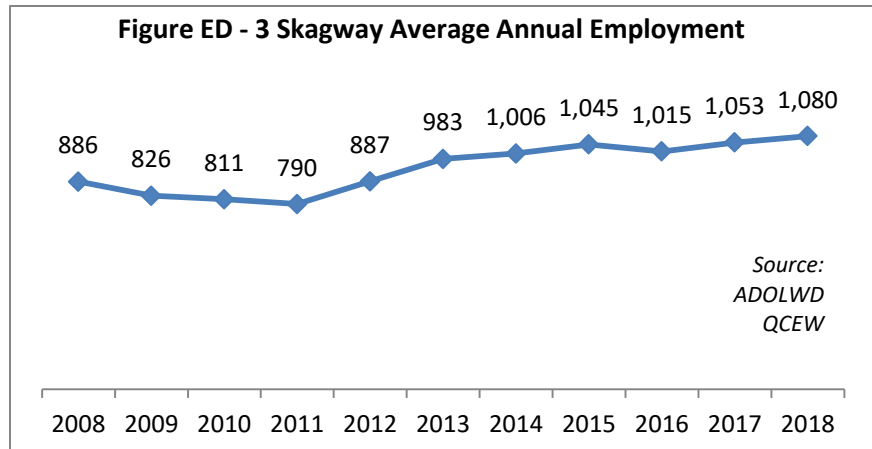


ADOLWD's Quarterly Census of Employment and Wages (QCEW), which counts filled jobs, whether full-time or part-time, temporary or permanent, by place of work. It does not include workers or wages from self-employed workers or corporate owners.

Average monthly employment for 2018

affirms Skagway's reliance on private industry, which accounted for 83% of all average annual employment (Figure ED-4).

Three-quarters of all jobs in town are in service sector work, which includes retail trade, transportation, utilities, food and drink establishments, lodging, and those working in private health care, real estate, and professional and business services. Only 6% (65 employees on average) are jobs that produce goods, which in Skagway is mostly construction work. Government work accounts for 17% of all employment on an average annual basis

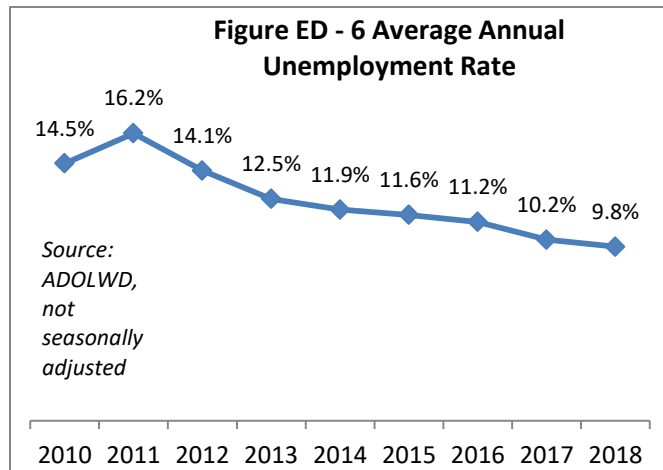


and is primarily local government (116 out of 185 jobs), which includes all borough employees, the school, health clinic, and the tribal government.

Looking closer at average monthly employment and total wages for service-providing businesses in 2018 reveals strong links to the visitor industry. Just over half (52%, 431 employees) the average monthly employment in service-providing businesses and 60% of service providing wages (\$19.0 million) is from “Trade, Transportation, and Utilities” work, which includes retail trade, and most types of transportation work (railroad, airplane). The other significant category in service-providing industries is, “Leisure and Hospitality,” representing about 40% of average monthly employment (327 employees) and 32% of total service job wages (\$10.2 million). This is strongly tourism linked, and includes amusements and recreation, accommodations, and food services and drinking places.

Employment information shows that in the winter, from November-March, there were an average of 556 jobs per month in Skagway in 2018. This is Skagway’s year-round working economy. This is what needs to grow so that there are more places to eat and shop open in the winter. Of those winter jobs, one-third were government jobs and two-thirds were private sector jobs.

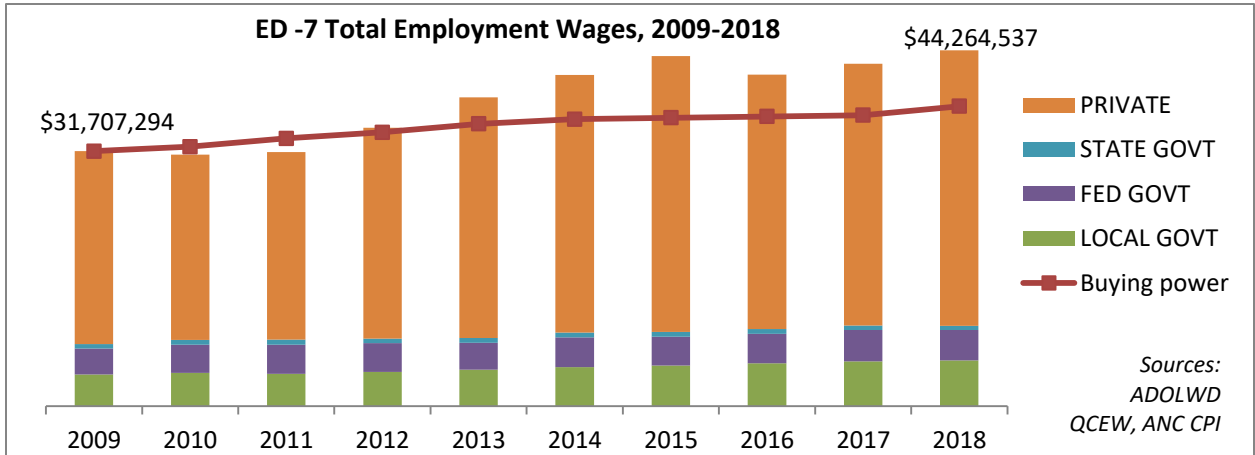
In concert with rising employment in Skagway over the past decade, the average annual rate of unemployment has decreased over the same period. In 2018, the rate of average annual unemployment was 9.8%, down from a recent high in 2011. As with employment, unemployment in Skagway is highly seasonal, peaking in the winter and dropping to its lowest point in the summer months.



Overall, employment in Skagway is quite seasonal, with private sector seasonal hires driving this trend. For example, employment peaked in 2018 in August at 1,772 total employees. The lowest number of employees in a month was 529 in February. In other words, there were almost 1,250 more employees in the summer in town than the winter. Note that these numbers do not include those who are self-employed.

### **Employment Wages**

In the 10 years from 2009 to 2018, total employment wages in Skagway rose 40%, from \$31.7 million to \$44.3 million (Figure ED-7). This does not include wages of self-employed workers or corporate owners. However, while average annual wages to workers grew between 2009 and 2018 (Figure ED-8, columns B and D), wages generally did not keep pace with inflation (column C). This means that in general Skagway workers had more buying power in 2009 for their money than they did in 2018. This was true for all categories of employment except local government. Local government wages did keep pace and exceeded inflation. These are the only workers in Skagway whose buying power is more in 2018 than it was in 2009. [When considering this information, remember that within each industry type (e.g. private), there is a wide range of wages, and this data is the average wage only].



COLUMN	A	B	C	D
			(taking inflation into account)	
			<b>2009 AVERAGE ANNUAL WAGE IN 2018 DOLLARS</b>	
<b>AVERAGE ANNUAL WAGES IN SKAGWAY</b>		<b>2009 AVERAGE ANNUAL WAGE</b>		<b>2018 AVERAGE ANNUAL WAGE</b>
All		\$38,302	\$45,054	\$41,028
Fed Govt		\$61,188	\$71,974	\$66,336
State Govt		\$42,583	\$50,090	\$44,472
Local Govt		\$37,554	\$44,174	\$48,876
Private		\$36,489	\$42,921	\$38,304

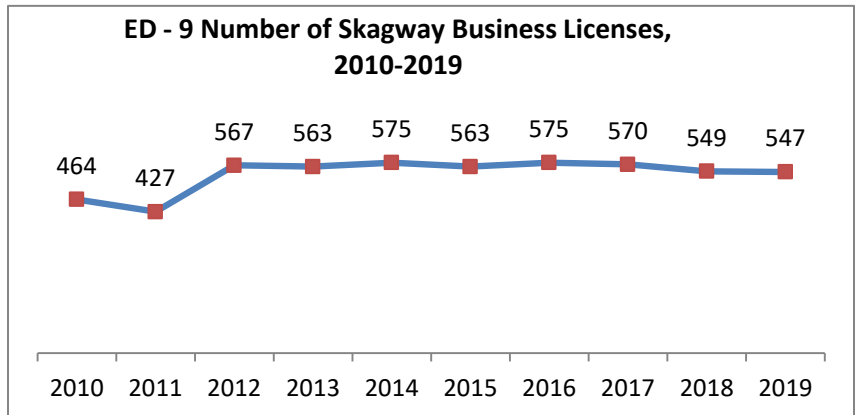
Sources: Wages data -ADOLWD QCEW; Anchorage Consumer Price Index, ADOLWD; inflation calculations- Sheinberg Associates

**Workforce and Income for Self Employed Businesses**

There are also local self-employed business owners in Skagway whose employees and net receipts aren't included in employment and wage data. For the last five years, Skagway has had an average of 250 of these small businesses owners who employed an average of 350 full- or part-time workers. These small businesses net an average of \$7.4 million annually. As noted, this income and these workers are not included in wage and employment data above, but are part of the tally of total community income on Figure ED-2.

**Skagway Businesses**

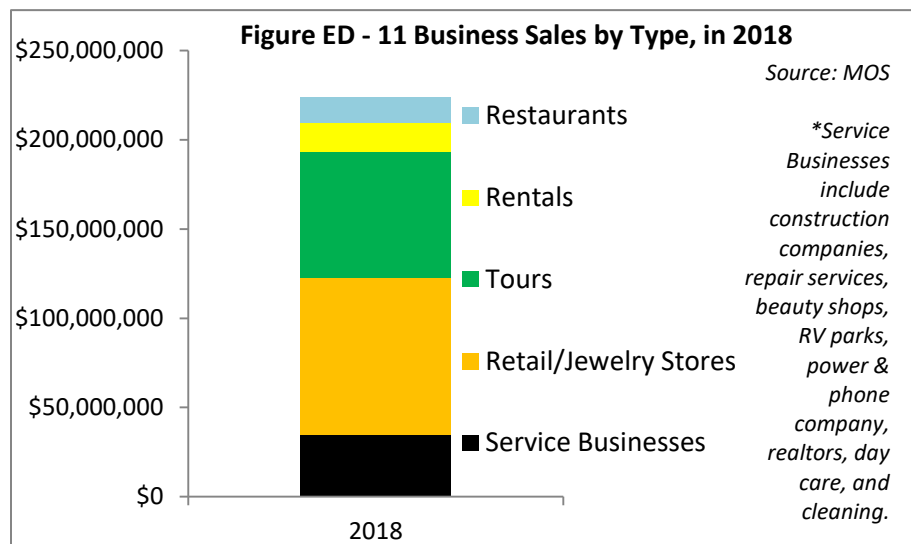
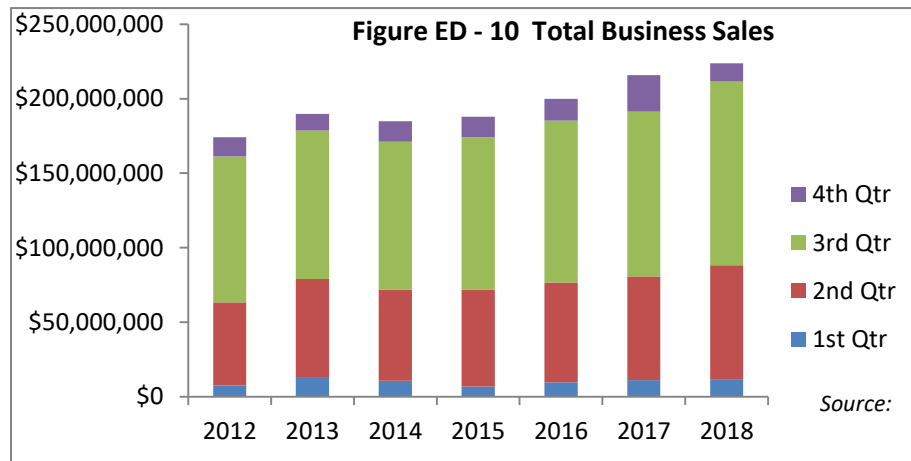
The number of locally issued business licenses has remained



steady since 2012 at an average of 564 since that time (Figure ED – 9).

A look at business sales, as reported to the Municipality of Skagway, shows how money is spent in town and the financial contribution of industries to the tax base and economy.

- In 2018, there were \$224 million in business sales in Skagway (Figure ED-10). Of that total, three-quarters (77%) are subject to sales tax while the other 23% are exempt.
- Only 10% of all sales occurred in October-March (the 1<sup>st</sup> and 4<sup>th</sup> quarters), while 90% of sales occur in April-September. This shows both the challenge for businesses to stay open year-round and also the commitment to Skagway of those businesses that do.
- Total business sales in Skagway have increased steadily and given rising tourism projections are likely to continue to do so. Sales taxes are the largest revenue source to the Municipality. The vast majority of business sales in Skagway come from retail stores, including jewelry and tours (Figure ED-11).



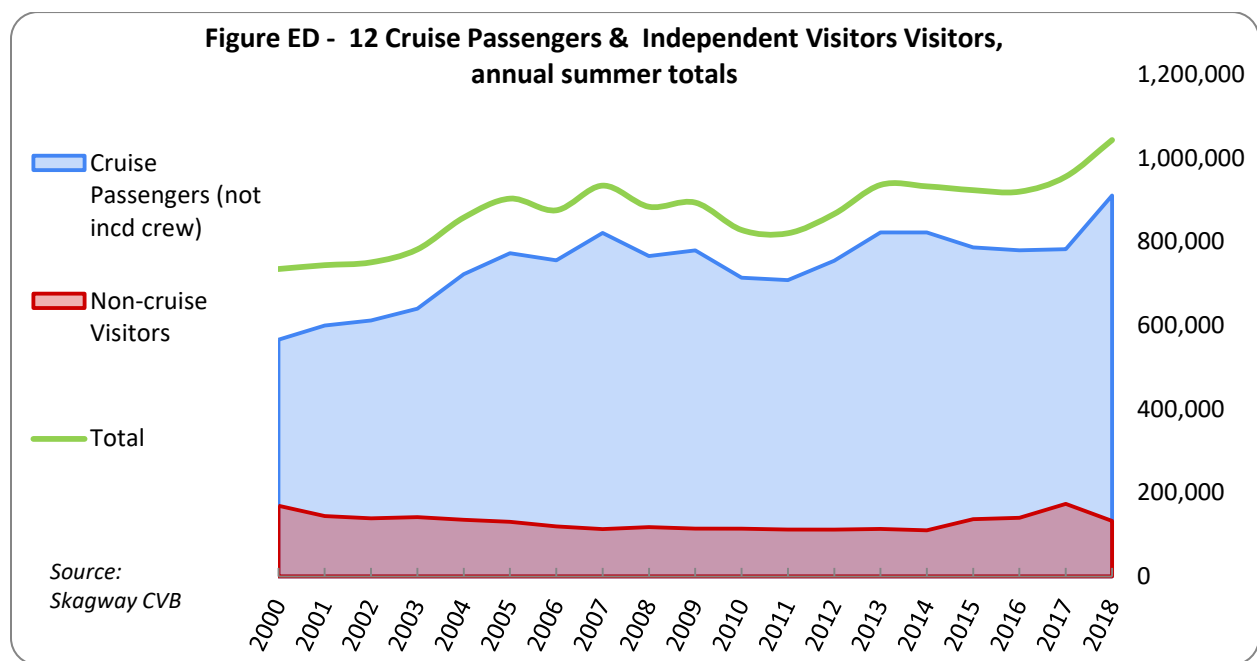


## Visitor Numbers

Skagway welcomes a significant number of cruise and non-cruise visitors each year (Figure ED-12). Many, but not all, arrive via the Port of Skagway. In 2018, the total number of visitors via all modes (excluding cruise crew) from May–September was about 1,043,000, which is 223,000 more visitors compared to the recent low in 2011 and an approximately 9% increase over 2017.

### Cruise Visitors

In 2018 and 2019 cruise visitors accounted for 87% and 85% respectively of all seasonal visitors to Skagway. Cruise passengers are responsible for most of the recent increase in visitor numbers. As of early December 2019, the Skagway Convention & Visitors Bureau (CVB) reports that about 1,153,000 tourists (not including cruise ship crew) visited Skagway in 2019 via all modes.



### Independent Visitors

Independent visitors are those not on a commercial tour. These visitors arrive to Skagway by vehicles including RVs and motorcycles, by bicycle, via AMHS ferries, on private boats, by airplane, and on the Juneau-Haines-Skogway fast ferry in the summer. Independent visitors are highly desired because State DCCED research shows that they stay in town longer and spend more per person and per day than cruise visitors spend.

Skagway has long recognized the importance of independent visitors, who are for example the primary visitors at the Skagway Museum. The Skagway CVB has worked hard to develop a regular suite of athletic, musical, and educational races and festivals during the spring-winter-fall that residents love and that draw participants from all over Southeast Alaska, Whitehorse and the Yukon, and beyond. These include the Buckwheat International Ski Classic, Klondike Road Race, the Fall and Spring Festivals, Skagway Arts Council International Folk Festival, North Woods Writers Symposium, and more. The

Skagway Arts Council helps to organize many events and cultural performances in town. These well-attended recreational and arts events not only add to local quality of life but also attract friends, family, and independent visitors to town that boosts spending, sales tax revenue, and the economy. For example, estimated attendees at these events are: Klondike Road Relay (2,000, 2019); Buckwheat Classic (275-425, 344 in 2018); Skagway Arts Council Events (usually 2,000 - almost all locals, 1,600 in 2018); North Words Writers Symposium (30-40); and Duff's Skagway Marathon (100ish).

## 6.3 Economic Outlook

The economic outlook for Skagway is positive.

The number of cruise ship visitors is growing in Skagway mostly due to an increase in the size of cruise ships rather than an increase in ship visits overall. Cruise ship passengers in 2020 are expected to increase approximately 4 to 5% over 2019. Skagway is currently making improvements to the physical facilities and management of the Port of Skagway to manage this volume. A floating dock improvement at the port or something similar is anticipated to allow the port to better accommodate the larger class ships.

Skagway's FY 18 Financial Audit (Peterson Sullivan LLP) noted that both the state and the Yukon Territorial government are showing interest in Skagway's port with both entities completing transportation improvements to and from Skagway. This includes the replacement of the Nares River Bridge, Moore Bridge, and the rehabilitation of State Street, all of which facilitate the transportation of commodities and passengers between the Port of Skagway and Canada. Ore transshipment through Skagway did not occur in 2019 but will resume in early 2020. The State is expected to replace the ferry dock in Skagway and establish a wastewater connection to the municipal system, which will improve the transportation needs of both Skagway residents and visitors.

The state of Alaska is projecting population growth in Skagway over the next 20 years. In fact, Skagway and Juneau are the only two boroughs or census areas in Southeast Alaska projected for population growth during this period. By 2035, only Skagway enjoys an expectation for positive population growth.

Skagway's growth is due primarily to three factors: the strong summer economy that sustains businesses and residents year-round; the number of families and young adults choosing to make Skagway their year-round home; and the number of seniors choosing to stay in town as they age.

Despite these positive trends, the number of winter residents is perceived to be declining. One of the longtime year-round restaurants in Skagway closed for the winter in 2019 for the first time. The town grocery store announced that it would not stay open on Sundays during winter 2019-2020. Ferry service is down, and this negatively affects the ease and cost of resident travel, especially in the winter.

The investment in the Skagway School and the stellar reputation and parent support it has enjoyed over the last several years is very important for the community's ability to sustain its winter population and year-round growth (families with school age children). Another important factor in year-round population stability is making improvements needed to enable seniors to stay in town and age in place and in community rather than leave. Finally, the ability of young adults and families to find houses they can afford to purchase or rent, to enable them to stay in town year-round, is another important factor that will promote community, and wintertime, stability.

## 6.4 Strategies to Achieve Economic Success

### Build upon Competitive Advantages and Reduce Disadvantages

In 2018, the Skagway Development Corporation (SDC) completed a survey of business owners in Skagway about the business climate in Southeast Alaska and in Skagway. Forty business owners responded. Together, respondents owned 53 businesses, of which 28 are owned by Skagway residents and 30 of which are open year-round. The survey asked businesses to rate Skagway as a place to do business, and about their views on strengths-weakness-opportunities and threats (SWOT) to the local economy.

The results of the SDC survey are combined with Skagway 2030 Comprehensive Plan survey results, community meeting comments, and Planning and Zoning Commissioner ideas to present this qualitative summary of Skagway's unique assets and competitive advantages and disadvantages. Some items are both advantages and disadvantages.

#### Facilities & Infrastructure

- + Year-round, deep-water port
- + White Pass & Yukon Route Railroad
- + Highway access to continental road system
- + Small boat harbor
- + Airport
- + Amenities, facilities, and services that enhance quality of life such as the recreation center, excellent school, public safety services, health services
- + Port of Skagway tidelands lease expiration
- + Ore transfer infrastructure at port and ore terminal
- Limited space for development of Port and waterfront infrastructure
- Summer congestion
- Ability of current infrastructure to handle more visitors is challenged
- Lack of affordable housing for starter families, seasonal workers, and seniors

#### Environment

- + World-class natural setting and scenic beauty
- + Drier climate than majority of Southeast
- + Summer and winter outdoor recreation opportunities with well-developed trail system, X-country ski areas, heliskiing
- Limited developable land due to topography
- Geohazards (e.g. landslides)
- Nine contaminated sites including ore terminal
- Pullen Creek is impaired waterbody

#### History

- + Multi-generational families
- + Unique, authentic history
- + National Park Service curation, restoration, and interpretation of historic buildings, artifacts, and trails

#### Workforce, Work, Economy

- + Excellent or very good place to do business\*

- + Popular cruise destination, with forecasted growth
- + Several popular festivals and events that draw from outside the region
- + Sub-regional economy between Haines, Whitehorse, and Skagway
- + Machine, carpentry, and diesel expertise and facilities
- + High per capita income
- + Experienced workforce and facilities for carpentry, diesel mechanics, welding, and similar trades
- + Growing population
- Heavy dependence on one industry, lack of economic diversity

#### Cost of Living and Working

- High cost of living and doing business
- High cost of freight
- Lack of options for groceries and fresh food

\* Over three-quarters of business respondents to the SDC Survey said overall Skagway is an excellent (38%) or very good (40%) place to do business. Some 20% were neutral, only 2% said Skagway was a fair place to do business, and no respondents said Skagway was a poor place to do business.

While not exhaustive, recognizing competitive advantages and disadvantages is an essential first step in economic development planning, in general, and in identifying specific strategies to build a stronger economy.

Local governments are commonly involved in economic development efforts. This is not surprising given that they depend upon a strong and sustainable economy and tax base to provide revenue to plow streets and sidewalks, pick up trash, provide clean, drinkable water supply, parks for children to play and the like. A 2014 National Association of Counties (NACO) review showed that more than 90% of county governments engage in economic development initiatives. Local government economic development initiatives depend on networks of public, nonprofit, and private partners that are necessary for successful local economic development.

There are eight types of strategies that local governments commonly use to bolster economic resilience in their communities. Some do none or one, others do all<sup>3</sup>

1. Coordinate and support economic development programs
2. Development reviews and regulations
3. Business and entrepreneurship support
4. Development incentives (including tax policy, financing, underwriting, risk)
5. Workforce training
6. Provide adequate land supply
7. Provide adequate infrastructure
8. Enhance community quality of life and livability, which fosters worker retention and is conducive to business innovation

<sup>3</sup> This summary is a review of reports, research, and surveys done by the National Association of Counties, the Oklahoma State Chamber of Commerce, the National League of Cities/Center for Research & Innovation, a state Cooperative Extension Service, the American Planning Association, the Lincoln Land Institute, the American Association of Retired People (AARP), and reports by individual counties or cities. Even with this diverse set of sources, the eight themes and techniques are similar.



In addition to Assembly and Administration business and action, the Municipality of Skagway's economic development efforts may include coordination with the staff and volunteer board of the Skagway Development Corporation (SDC). The SDC was formed in 2001 at municipal request and is a 501(c)3 and (c)6 corporation. SDC's funding is entirely dependent on annual grants from the Municipality of Skagway. SDC's mission is, "To serve the community of Skagway as an advisory, administrative, and technical source, by supporting business enterprise and community well-being through connecting people, ideas and resources." SDC's projected budget in fiscal year 2018 was about \$92,000. In an effort to reduce the financial dependency on the Municipality, SDC is exploring a variety of different revenue streams. SDC duties include: marketing the community, its facilities, and assets; providing the business community with resources to locate funding; encouraging the development of local entrepreneurial capital; actively recruiting firms interested in relocation; advocating on behalf of the business community and its individual members; creating an environment which cultivates and nurtures the entrepreneurial spirit; and providing technical assistance that the business community requires to enhance and expand the existing business base.

## **Fill Business Gaps, Leverage Strengths**

Capitalizing on new ideas and taking advantage of trending business opportunities to diversify can assist Skagway in creating business growth and in riding out a downturn in one sector without significant impact; in other words, creating a more resilient community. The Municipality can play a role by maintaining an excellent business climate, making investments, or taking actions that encourage entrepreneurs and economic diversification, and through employment training programs that support local employers and assist with talent retention. Strategies to build on Skagway's economic assets and competitive advantages, diversify the economy, and strengthen resident-owned local businesses include:

- Investing in spaces for local business owners to test concepts such as: (a) a Creator Space for individuals with expertise or interest in new and traditional tools to gather together to work on projects, share knowledge, and collaborate on ideas; and (b) a seasonal or year-round Marketplace that allows temporary structures and caters to new and pop-up businesses, food carts, and similar ventures to support entrepreneurship and allow local residents a low-cost way to enter the market and test business ideas.
- Continuing to encourage and promote shoulder-season and winter festivals and events.
- Work with SDC, the Chamber of Commerce, Dahl Memorial Health Clinic, and others to encourage development of one or more assisted living homes and local training for home health care attendants.
- Capturing local spending "leaking" from the economy and develop the local (and regional) workforce by expanding and supporting the existing carpentry, diesel, machine, welding, mechanics, and related industry cluster through a vocational training program. This could include formal apprenticeships with employers such as the National Park Service and White Pass & Yukon Route Railroad.
- Encouraging greater food security and small business opportunities for grown and harvested products.
- Supporting efforts to renew the local fish hatchery.

- Finding ways to expand the road-marine transshipment network. There are currently empty containers coming to Skagway from Anchorage and Fairbanks that could bring in supplies for a variety of business at lower cost than shipping from Seattle. In the other direction, there are containers with fresh fish caught in Northern Southeast Alaska bound for the road system and the Lower 48. There are opportunities to expand cargo in both directions. What is needed to open up these transshipment opportunities?
- Most of the boat repair and maintenance occurring in the small boat harbor yard are people working on their own vessels. However, what if a Yukoner wants to hire someone to re-zinc his boat? Are there opportunities to expand marine services and repair jobs in Skagway given the steady use of its well-managed boat yard and harbor?

## Finding Balance between Visitors and the Community

With the forecast of additional visitors to Skagway, it is important that the Municipality strive to enhance the experience of Skagway for visitors while maximizing the benefits of the visitor industry for those who live the community. One way to do this is to invest in infrastructure and services that enhance the ability to manage and ensure visitor enjoyment, safety, and comfort such as additional restrooms, reduction of garbage through active reduce-reuse-recycle-compost programs, and development of more greenspace and walking paths with better wayfinding. Additional needed infrastructure includes containment barriers to mitigate landslide hazards. With the industry trend to larger ships, the Municipality will need to ensure it can concurrently berth up to two of the largest cruise ships to retain its market share.

Practices can also assist with finding balance between the visitor industry and the community, such as the highly successful Tourism Best Management Practice (TBMP) program initiated in Juneau in 1997. The TBMP program addresses resident's concerns with the impacts of cruise ship visitor industry and operations and thereby helps bring residents and industry into alignment. The goal is to minimize the impacts of tourism in a manner that addresses both resident and industry concerns. Operators voluntarily commit to the annual guidelines by signing an annual agreement and holding themselves and their employees accountable for compliance. Complaints to a Hot Line at City Hall are addressed by both the city and industry. In fact, complaints often form the basis for new guidelines for the next season. In 1997, operators and businesses agreed to 30 items; for 2019, there are 90 agreement items. The 2019 TBMP Guidelines can be viewed at: <http://www.tbmp.info/index.html>. Another idea is to identify metrics for specific sites and areas that suggest it is over-capacity—including sentiment of residents—and the measures that could be implemented as a result.



## **Manage the Waterfront for Effective and Efficient Mixed Economic Activity**

The Port of Skagway is a vital transportation gateway and large economic driver for the community, and, with the expiration of the Tidelands Lease in 2023, the Municipality has the opportunity to play a more active role in the management of the Port.

Discussed in more detail in the Transportation chapter, the Port of Skagway serves as a transit point for industrial uses including fuel shipment, freight shipment, and ore transshipment, in addition to serving the cruise industry and providing the community's small boat harbor and private and public ferry port. The influx of more and more visitors to town means that multiple parties need to collaborate to improve the ability of the Port of Skagway to serve its many users effectively. Options for doing so involve:

- Consolidating industrial and freight use of Port of Skagway to the western docks and uplands possibly with a new fill area or floating dock or pier
- Creating greater separation and clearer pathways between tourism and industrial waterfront areas
- Developing policies and infrastructure that encourage the containerization of ore and a moving ore transfer arm, and improved ability to accommodate additional freight providers (assumes market and competing port analysis supports this direction)

The municipal small boat harbor is also located in the Port of Skagway and brings revenue to Skagway via user fees, boat storage fees, and local spending by out-of-town customers (e.g. Yukoners) in addition to its use by residents. Assessing the economic impact of expanding the small boat harbor, including the boat repair sector, could clarify the small boat harbor's role in the Municipality's long-term plans for the waterfront.

## **Maintain and Improve Amenities, Facilities, and Services that Enhance Quality of Life**

Community livability and economic vitality are closely connected. Investment in amenities, facilities, and services that enhance quality of life can assist with overall economic development by attracting and retaining employers and a talented, educated workforce. In addition to a strong economy and jobs, things that contribute to livability and are highly valued in Skagway include the recreation center, parks, trails, open spaces, excellent schools, library, ball fields, local history and historic buildings, public safety services, health services, and a healthy natural environment.

## **An Adequate Supply of Land for Commercial and Industrial Purposes**

Ensuring that an adequate supply of appropriately zoned land is available allows for commercial and industrial growth as well as residential development. Balancing community priorities and environmental constraints is frequently considered when allocating land for specific uses. The Land Use and Future Growth chapter reviews these matters.

## 6.5 Challenges & Opportunities for the Future

- Ensure balance among economic growth, environmental health, and quality of life.
- Find a balance for cruise visitors and freight, small boat harbor, and rail priorities at the Port of Skagway.
- Maximize the benefit of the visitor industry for the community while enhancing visitors' experience.
- The unaffordability of housing and lack of housing may dampen economic growth.
- Diversify the economy based on Skagway's competitive advantages and assets.
- Build on Skagway's outdoor and indoor recreational opportunities to improve quality of life and to attract and retain families, employers, and workers.
- Improve Municipal facilities and services to enhance quality of life and to attract and retain talent, families, employers, and workers.
- Use existing expertise in vocational trades to develop Skagway's resident workforce, bringing others to Skagway for training, and bringing work 'home' that is currently not done in town.
- Grow wintertime work and population.

*Ribbon-Cutting, Skagway Brewing Company, 2019*





## 6.6 Economic Development Goals, Objectives, and Actions

### GOAL

Skagway’s economy is strong, year-round, and balances economic growth and required infrastructure with residents’ quality of life, and a healthy environment.

### 5 Objectives

1. Enhance the experience of Skagway for visitors while maximizing the benefits of the visitor industry for the community.
2. Increase municipal engagement in port management with a focus on community wealth generation.
3. Build on Skagway’s economic assets and competitive advantages to diversify the economy and strengthen local businesses.
4. Continue to enhance and promote community amenities to attract and retain talent and business.
5. Take a lead role in ensuring balance among economic growth, environmental health, and quality of life by considering this “triple bottom line” when making decisions, taking actions, or making investments.

### Objectives and Actions

#### Table Key

**Time Frame:** S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing

**Funds Needed:** L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objectives and Actions		Time	Resp	Funds
<b>ED 1 Enhance the experience of Skagway for visitors while maximizing the benefits of the visitor industry for the community</b>				
ED 1A	Initiate a Tourism Best Management Practices (TBMP) program and annual agreement <i>cross reference with T 1A</i> : <ul style="list-style-type: none"> <li>• Support development of an industry-led TBMP committee to prepare an annual agreement on tourism industry operations and practices. (provide CVB staff support, seek business leader to chairman).</li> <li>• Identify metrics for specific sites and areas of Skagway that could indicate over-capacity—including sentiment of residents—and measures that could be implemented as a result.</li> </ul>	S	MOS, WPYR, CVB, SDC, Chamber, Biz	L
ED 1B	Invest in infrastructure and services that enhance the ability to manage and ensure visitor enjoyment, safety, and comfort: <ul style="list-style-type: none"> <li>• Construct more restrooms throughout town.</li> <li>• Reduce volume of garbage that visitors produce through active reduce-reuse-recycle-compost program and education with businesses, operators,</li> </ul>	O	MOS, WPYR, NPS, OASIS, SGY organic gardening society, STC, waterfront businesses, others	M-H

Objectives and Actions		Time	Resp	Funds
	<p>and tourists; link compliance to Tourism Best Management Practices agreement.</p> <ul style="list-style-type: none"> <li>Prevent development in areas at high risk for rockslides and flooding unless risks can be mitigated, including on municipal land, and work with landowners to identify responsibilities and action plans for mitigating risk. <i>Cross reference with L 2 D</i></li> <li>Create a system of linked green walking paths and spaces along the waterfront from Pullen Creek to Yakutania Bridge, accessible to all users, with wayfinding signage for tourists to/from docks and town. <i>Cross reference with L 3E and R 2A</i></li> </ul>			
ED 1C	Build or redesign docks to berth up to two of the largest cruise ships to retain market share. <i>Cross reference with L 3F</i>	S	MOS	M-H
<b>ED 2 Increase municipal engagement in port management with a focus on community wealth generation</b>				
ED 2A	By no later than 2021, have publicly affirmed decision on port management structure that results in complete or shared municipal management of the Port of Skagway (Tidelands Lease expires in 2023).	S	MOS, port users	L-M
ED 2B	Increase municipal revenue from the use of Port to help fund service and infrastructure improvements and maintenance: <ul style="list-style-type: none"> <li>Develop options—including higher lease payments, higher user fees, a municipal head tax—assess pros and cons, choose preferred direction, and implement.</li> </ul>	S	MOS	M
ED 2C	Hire a municipal Port director to guide municipal engagement in decisions about the goals and operation of the Port.	S	MOS	M
<b>ED 3 Build on Skagway's economic assets and competitive advantages to diversify the economy and strengthen local businesses</b>				
ED 3A	Invest in space for local business owners to test concepts: <ul style="list-style-type: none"> <li>Create an occasional, seasonal, or year-round Marketplace that allows temporary structures and caters to new and pop-up businesses, food carts, and similar ventures to support entrepreneurship and allow local residents a low-cost way to enter the market and test business ideas.</li> </ul>	M	MOS, SDC, Biz	L-M
ED 3B	Continue to encourage and promote shoulder-season and winter festivals and events.	O	MOS, CVB, SDC, Chamber	L
ED 3C	Determine if recent reduction in rooms for rent has harmed businesses and economic opportunity. <ul style="list-style-type: none"> <li>Monitor hotel-motel-lodging occupancy rates in summer, fall, and winter 2020.</li> </ul>	S	MOS, SDC	L
ED 3D	Continue to engage in efforts to attract more independent travelers.	O	MOS, CVB, SDC, Chamber	L-M

Objectives and Actions		Time	Resp	Funds
	<ul style="list-style-type: none"> <li>Develop campground in or close to town; take action to replace 30+ RVs used for short-term rentals at Garden City. <i>Cross reference with L 3M and H 6B</i></li> </ul>			
ED 3E	Use former Fire Hall for a combined Creator Space, with rental offices and apartments. Creator Space would be for individuals with expertise or interest in new and traditional tools to gather together to work on projects, share knowledge, and collaborate on ideas.	S-M	SDC, MOS, Chamber	M
ED 3F	Build on local assets, develop local workforce and jobs, and capture local spending “leaking” from economy by expanding and supporting the existing carpentry, diesel, machine, welding, and mechanics and related industry cluster: <ul style="list-style-type: none"> <li>Add a vocational training program market locally and statewide, partnering with Skagway Schools, SDC, and local businesses to create a career learning program. Identify student housing as part of work.</li> <li>Create formal apprenticeship/learning opportunities with WPYR, NPS, other.</li> </ul>	O	SDC (lead), School, NPS, WPYR, Chamber, Businesses	M
ED 3G	Achieve greater food security and small business opportunities by supporting locally grown food enterprises. <ul style="list-style-type: none"> <li>Create local online food marketplace or integrate with regional online Salt &amp; Soil marketplace.</li> </ul>	O	MOS, SDC, Businesses	L
ED 3H	Build commercial kitchen for public use at the Recreation Center, Creator Space, or Senior Center to support cottage food enterprises.			
ED 3I	Support efforts to renew the local hatchery. <ul style="list-style-type: none"> <li>Establish partnerships to achieve this, including researching grant opportunities and options for charter and sport fishing businesses to support operations.</li> </ul>	S-M	MOS, SDC, School, STC, TIWC, charters	M
ED 3J	Plan for and take advantage of business and social service opportunities and needs that the continuing significant increase in senior population is creating.	S, O	DMHC, businesses, churches	L-M
ED 3K	Ensure an adequate supply of appropriately zoned land is available for commerce and industry.	O	MOS	M
ED 3L	Improve the ability of the Port of Skagway to effectively serve freight and passenger transportation industries: <ul style="list-style-type: none"> <li>Consolidate industrial and freight use of Port of Skagway to the western docks and uplands, creating greater separation between tourism and industrial uses;</li> <li>Ensure plans, facilities, infrastructure, and land use can accommodate growth in transshipment related development (ore, fuel, cargo, seafood); <i>Cross reference with L 3G</i></li> <li>Continue to fund local efforts to market and</li> </ul>	O, S-L	MOS, businesses, AIDEA	M to H

Objectives and Actions		Time	Resp	Funds
	demonstrate the economic advantages and feasibility of the port for regional transshipment.			
ED 3M	Assess opportunities to expand the road-marine transshipment network to reduce the cost of supplies, increase exports, and diversity local economy.	O	MOS, SDC, businesses	L
ED 3N	Support efforts to expand marine services in the small boat yard and harbor.	S, O	MOS, Small boat harbor, SDC, businesses	
<b>ED 4 Continue to enhance and promote community amenities to attract and retain talent and business (For additional details and actions, see “Recreation” chapter)</b>				
ED 4A	Expand the Recreation Center, including daycare and summer children’s programs, and pool if possible.	S-M	MOS	H
ED 4B	Support Skagway Schools, continue investing in quality primary and secondary education.	O	School, MOS	H
ED 4C	Develop additional parks and open space through systematic implementation of Recreation objectives and actions.	S, M, L	MOS	M
<b>ED 5 Take a lead role in ensuring balance among economic growth, environmental health, and quality of life by considering this “triple bottom line” when making decisions, taking actions, or making investments</b>				
ED 5A	Discuss whether and how proposed actions and investments consider and balance the physical, social, and economic aspects of life in Skagway. <i>Cross reference with QOL 1A</i>	O	Assembly, P&Z, Manager, all MOS decision-makers	L







## 7 TRANSPORTATION

### GOAL

**Provide an integrated, efficient, safe, and reliable transportation network that facilitates the movement of goods and people in and through Skagway.**

Skagway is an important transportation center in northern Southeast Alaska with more modes of access than anywhere else in the region.

There is well-developed road, marine, and air infrastructure providing access to and from Skagway with direct connections to Juneau, Alaska; Whitehorse, Yukon; and beyond. In addition, there is passenger rail service between Skagway; Fraser and Bennett, British Columbia; and Carcross, Yukon Territory.

### 7.1 Current Status, Concerns to Address

#### The Busy Port of Skagway

The Port of Skagway is a major economic driver in town. It is strategically located 90 miles northwest of Juneau (Alaska's capital city) at the northern terminus of the Lynn Canal and at the start of the Klondike Highway. This inter-modal transshipment port offers year-round ice-free moorage and connections between Alaska, the Yukon Territory, Northwest Territories, Asia, and Europe. Lying 110 road miles south of Whitehorse, and 14 miles south of the Canadian border, the Port of Skagway provides a two-day shipping advantage between the Yukon's mineral reserves and mines and Pacific Rim and south Asian markets. The Port also sees transshipment of northbound chilled fish, seafood, and other value-added products to Europe via Whitehorse International Airport, and via the Klondike Highway and highways with which it connects to US and Canadian population centers.

The port is the most highly used area of town in the summer. Both the transportation and tourism industries use the docking, staging, and storage facilities. Hundreds of cruise ships use the docks each summer, with two to five ships commonly in port at one time. State of Alaska ferries bring independent visitors from neighboring towns and faraway places, residents traveling home, and vehicles headed north up the Klondike Highway to interior Alaska and northwest Canada. Both cargo and fuel for Skagway and headed to and from the Yukon is on and offloaded through Alaska Marine Lines, municipal, and Petro Marine facilities. And, when mining is active, ore is transferred through the ore terminal to large ships headed across the Pacific Ocean.

To satisfy these multiple needs with limited waterfront land, the western half of the Port is generally oriented to ore and fuel transshipment and air access; the central part of the port is oriented to general cargo and ferry movement; and the eastern half toward visitors, cruise ships, and small boat harbor-related uses. However, it's not quite that straightforward—cruise ships dock at each part of the port so passengers are walking across every part of the waterfront and from there to and from town. The many waterfront workers and tour vans and buses are also regularly trying to cross all parts of the port. To help all these uses co-exist and users navigate correctly, clearly marked, attractive pedestrian paths that are well separated from roads are needed across the waterfront and to and from town.

During the comprehensive planning process, 76 residents ranked possible Capital Improvement Projects at a booth during the Health Fair. Residents ranked two top priorities, one of which was “Port Improvements” that included “more seawalk restrooms, complete remediation of Ore Basin/Terminal area, partner with other entities for a 5<sup>th</sup> berth and other port development, and better separation & buffering of industrial and tourism uses of port.”

Currently, the MOS is working on the following in the Port:

- Pushing action on ore terminal remediation.
- Determining a more active and monetarily equitable role for the MOS in port management and operation.
- Constructively participate in waterfront planning and development prior to the expiration of the tidelands lease in 2023;
- Planning for infrastructure improvements to accommodate reasonable cruise ship industry growth, including:
  - making the ore dock more multi-use by having a swinging rather than fixed ore loading arm;
  - small boat harbor expansion; and
  - possible relocation of some facilities to consolidate like uses and better segregate industrial/commercial port uses from visitor-oriented uses.
- Providing for clear and safe pedestrian and vehicle movement along the waterfront, between these uses, and between the port and town, including:
  - installation of a system of connected, landscaped walking paths and parks/green space between waterfront destinations and from the waterfront to the Skagway Museum, Gold-Rush-era historic structures, and the Broadway historic shopping district.

## Marine Access and Infrastructure



### *Three Major Docks*

#### Railroad Dock

The Railroad Dock is owned and operated by WPYR. The Railroad dock is 1,825 ft. long with two additional breasting dolphins and is up to 100 feet wide with a total berthing length of 2,000 ft. Its primary use is to moor cruise ships in the summer, and it can tie up two large cruise ships at one time. In the past, the dock was used for containerized and general bulk freight. There is an 800-foot railroad spur onto the dock as well as 80,000 sq. ft. of uncovered storage space.

#### Broadway Dock

The Broadway Dock is owned by WPYR and is on land owned by the MOS and leased to WPYR. The Broadway Dock is primarily used for cruise vessels. It is comprised of a single berth with a dock length of 650 ft. and is capable of accommodating vessels up to 970 ft. This dock has been used in the past to transship timber.

#### Ore Dock

Similar to the Broadway Dock, the Ore Dock is owned by WPYR and is on land owned by the MOS and leased to WPYR. This is a multi-purpose, multi-user dock that is 1,600 ft. long or 1,800 feet including dolphins. In the summer, the Ore Dock's primary users are larger cruise ships. However, both in the summer and year-round, the two other users are mining concentrate loading and transshipment and fuel transfer (see below).

### *Ore Transshipment and Handling*

The Ore Dock not only hosts cruise ships, but ore ships also tie up there to load and transport mining concentrate. The Ore Dock has a 64,000-pound gross weight vehicle ramp and an ore transfer arm that can load 1,000 tons of mining concentrate per hour. The ore transfer arm is in a fixed position jutting out from shore creating a tight fit for cruise ship moorage. If a swinging ore transfer arm was installed

instead, it could reduce space constraints and facilitate multi-use of this dock. There is also contamination from past lead ore transfer and dust in this area and surrounding marine sediments that must be remediated. See the Air, Land, and Water Quality section in the Land Use/Future Growth chapter of this Plan.

Uplands adjacent to the Ore Dock host the Skagway Ore Terminal facility, which is on MOS land subleased through WPYR to the Alaska Industrial Development and Export Authority (AIDEA) and operated by Mineral Services Inc. The terminal was rebuilt and refurbished to accommodate copper concentrate, which has been shipped through Skagway since 2007. Shipments stopped in early 2019 and are scheduled to resume in early 2020, with five 50-ton trucks on most days and the first ore barge expected in the spring. There is also 120,000 sq. ft. of open storage adjacent to the Ore Dock that is well suited for large bulk cargos such as bulk dry goods, pipeline stock, heavy equipment, and timber.

When both an ore ship and a cruise ship need the Ore Dock, there are scheduling and capacity conflicts. With mines closed down summer of 2019, this was not an issue, but the primary mine that has shipped ore through Skagway for several years reopened in late 2019, and these conflicts will likely return in summer of 2020. When a shipment of ore is ready to load, it typically takes 24 hours to transfer roughly 10,000 tons of ore to a waiting barge. Because the ore transfer arm is fixed, tugs must move the ore barge forward and backwards to distribute the load evenly and maintain correct ballast.

### ***Fuel Transfer***

The community's fuel transfer is through dockside fuel headers on the Ore Dock to Petro Marine Services' bulk aboveground storage tanks. Fuel barges are about 458 feet long (with tug) and 78 feet wide. They use this facility every 20 days year-round and require 12-18 hours at the dock to offload product. When both the fuel barge and a cruise ship are in town, there can be scheduling and capacity conflicts. Because cruise ships have priority, if a cruise ship is scheduled in at the Ore Dock, the fuel barge must wait. If a cruise ship comes in to moor at the adjacent Broadway Dock, the fuel barge generally moves off and out of the way and then comes back in to finish product transfer once the cruise ship is moored. Trucks take fuel up from the port to Whitehorse everyday year-round, with up to 14 trucks per day.

### ***General Cargo***

#### Alaska Marine Lines (AML)

AML delivers cargo via barge to Skagway on a weekly basis year-round, landing at a short dock located between the Ore and Broadway Docks. It takes an average of three to four hours to turn a barge around. AML subleases the ramp and uplands from WPYR on land owned by the MOS. The dock has 100-ton gross vehicle weight pass-pass capabilities with 30-ton and 45-ton lifting capacity forklifts. Storage is available at the dock on an uncovered 100,000 sq. ft. pad and a small 2,000-sq. ft. covered storage building.

#### Skagway Municipal Dock & Ferry Terminal

The Municipality of Skagway and State of Alaska each own a portion of this dock that accommodates ferries, small cruise ships, and other commercial vessels. The dock and transfer bridge have 80-ton gross deck load capacity with a limited roll-on/roll-off barge capability. Typical users of this facility are the



Alaska Marine Highway System (AMHS), Hamilton Construction, Amak Towing, Haines-Skagway Fast Ferry, Cruise Line Agencies, American Cruise Lines, private yachts, and some fishing vessels for working on nets. The staging area is adjacent to the dock and has 120,000 sq. ft. of fenced uncovered storage. This area is suitable for containers, lumber, scrap metal, general cargo, pipeline stock, and winter boat and vehicle storage. As of October 2019, the State of Alaska has budgeted Statewide Transportation Improvement Program (STIP) funds to replace the ferry float.

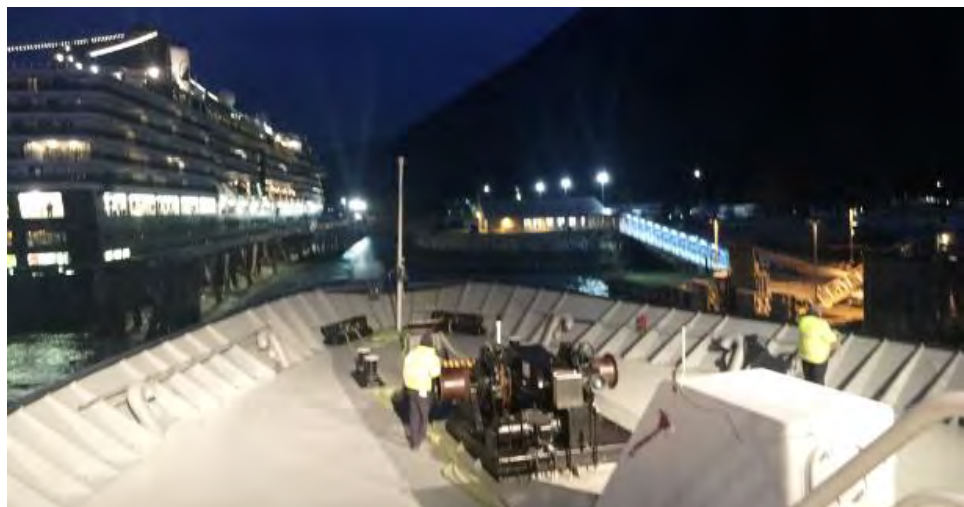
### ***Alaska Marine Highway System (AMHS) Facilities and Service***

As noted above, the AMHS ferry lands on a state/municipal shared dock and staging area adjacent and just east of the Broadway Dock. This dock accommodates ferries, small cruise ships, and other commercial vessels. The AMHS also has a ferry terminal, which is on state land that will revert to MOS land if not used by AMHS (see Land Ownership map at Figure L-15 in the Land Use chapter).

Skagway is the northern terminus of Southeast Alaska’s part of the AMHS, the State of Alaska-owned ferry service. Skagway has a long tradition of advocating for consistent ferry service. This fleet of car-carrying vessels serves all of Southeast Alaska and also extends across 3,500 miles of the Pacific coastline, providing service to over 30 communities when at full service, from Bellingham, Washington, to Unalaska/Dutch Harbor, Alaska. The system is the only marine route recognized as a National Scenic Byway and All-American Road. Northbound travelers can access the system at Bellingham, Washington, and Prince Rupert, British Columbia; southbound travelers usually embark in Skagway or Haines. Each vessel in the system has an observation lounge, food service, and a solarium. Mainline vessels also feature stateroom accommodations.

Skagway was part of the original Chilkoot Motorship Lines that also served Tee Harbor and Haines in the late 1940s and was purchased by the territorial government in 1951. The AMHS has long been an important economic driver in the northern Lynn Canal, bringing independent visitors to and from Skagway, including many tour vans and buses, RVs and campers, and cyclists, as well as containers of fresh fish from Juneau processors connecting onto the US-Canada Road system. In 2018, about 19,600 passengers and 5,700 vehicles departed Skagway and about 22,000 passengers and 6,700 vehicles arrived in Skagway via the AMHS. In addition to bringing visitors to Skagway, the AMHS also: (a) provides affordable transport of various goods, lowering the cost of living in Skagway; (b) connects residents with jet service; (c) provides access to health care services not available in Skagway; and (d) provides affordable school-related travel. A ferry service is vital for meeting the school, sports, social, and health care transportation needs of Skagway residents.

In the last decade, there has been a steady decline in financial support from the State of Alaska for the ferry system. Aging ferries and underfunded maintenance and operations culminated in fall



2019 with ferries laid up either to save money or for repairs and, as a result, drastically reduced ferry service to and from Skagway with no ferry service at all to or from many neighboring communities. Hundreds of residents, visitors, and vehicles were unexpectedly stranded in fall 2019 in a surprising system break down. As of November 2019, Skagway will only receive ferry service once a week for the winter.

It is difficult to obtain data on revenue generated by Lynn Canal traffic, so it is hard to conduct economic analysis of system alternatives. While supporting the AMHS, Skagway has also conducted a sequence of independent studies<sup>4</sup> to prepare itself to make decisions as needed on an independent or private-public alternative to the AMHS, including an investigation into what governance structure it would need to enable a ferry authority. Skagway will continue to document the economic importance of the AMHS for Skagway and advocate for funding for the AMHS directly to the state, via Southeast Conference, and other groups.

### **Small Boat Harbor, Transient Vessel Moorage, Boat Yard**

The Skagway Small Boat Harbor is a full-service marina with 104 slips for pleasure and commercial vessels up to 42 feet, and transient moorage to tie up vessels up to 150 feet. Transient moorage is on a space available, first come, first served basis. In 2018, there were 16 vessels on the waiting list for slip rentals (Figure T-1); though the waitlist is constantly changing, there has been one for several years. And, it only partly reflects the true demand; for example, there can be a five-year wait for a 30 ft. slip, so some people don't bother to sign up. Also, because of the lack of fish recently, the harbormaster has observed a decline in the use of the harbor by vessels in the 24 ft. to 30 ft. range.

Almost 90% of Skagway's small boat harbor slips are occupied by either residents from Skagway (44) or Whitehorse (47). Those renting from out-of-town represent "outside" money drawn to Skagway due to its infrastructure investments and able management of the harbor.

Harbor amenities include seasonal potable water on all docks and seasonal restrooms and showers. There is a pump-out facility for holding tanks, and garbage receptacles at

each ramp. Twenty-amp power is available at all docks. A harbor crane with a two-ton capacity is available on the ferry float. Haul-outs for shallow draft vessels up to 20 tons and 40 ft. are possible with a hydraulic trailer, and there is a tidal grid for larger vessels. A pressure washer is available to rent.

<b>Figure T-1 Skagway Small Boat Harbor Capacity, 2019 and after Expansion, and Wait List</b>				
<b>NUMBER OF SLIPS NOW, AND AFTER PHASE II EXPANSION</b>			<b>NUMBER ON WAIT LIST</b>	
<b>Slip Length</b>	<b>No. Slips 2019</b>	<b>No. Slips After Harbor Expansion</b>	<b>2014</b>	<b>2018</b>
24'	21	32	4	2
30'	28	47	18	7
36'	29 (incl 14 charter)	31	8	5
40'	17	17	2	1
42'	9	9	1	1
<b>Total</b>	<b>104</b>	<b>136</b>	<b>33</b>	<b>16</b>
Transient/Parallel Moorage (lineal feet)	2,012 ft.	2,254 ft.		

*Source: MOS Harbor Master*

<sup>4</sup> Lynn Canal Ferry Service Revenue Analysis, McDowell Group, 2016; North Lynn Canal Ferry Service Analysis, McDowell Group, 2014; Lynn Canal Ferry Service: Exploring a Locally Controlled System, McDowell Group, 2019

There is a large upland storage/boat yard adjacent to the harbor, with a new boat maintenance building available for the public to rent bays to conduct boat repair work out of the weather, with power and water available in some areas. Many boat owners from around the region haul out their vessels and work on them in town due to the excellent workspace, and many elect to store their vessels for the winter in Skagway because the winter here is drier.

The Harbor Master’s Office and public restrooms are also at the small boat harbor; both facilities are undersized—the former for the work and personnel that is ongoing and the latter for the number of cruise ship patrons that wish to use the facilities. Both an updated, larger Harbor Masters Office and expanded restrooms are needed.

In 2011, a small boat harbor expansion (Phase 1) was completed that included:

1. demolition of existing moorage facility and seaplane float
2. partial dredging of the harbor basin
3. replacement of moorage floats a, b, c, d, and e
4. new gangways
5. utilized existing electrical components, new all-season water risers, new lighting
6. single lane boat launch ramp with timber boarding float

**Figure T-2 Phase II Small Boat Harbor Expansion Plans**



Design is complete for a Phase II small boat harbor expansion (Figure T-2) that would satisfy the current waiting list and make room for more vessels to rent and larger or more vessels to tie up. The sense is that the demand has not peaked. Each vessel brings in annual rent or transient fees as well as related sales and activity in town when the boats are maintained, serviced, and used. The Phase II project goals include:

1. complete dredging for additional moorage floats
2. construct sheet pile wall on the west side of harbor to increase the size of moorage basin

3. integration of a sea walk leading to the wave barrier
4. consider north wall or armored slope
5. install float extensions and a new float with 24' and 30' fingers, increasing number of slips to 136 (21% increase) and adding lineal footage for transient vessels from 2,012 ft. to 2,254 ft.
6. construct fuel & work float on west side of harbor
7. provide a drive down facility with turnaround float & loading crane
8. construct second boat launch lane

The current estimate for this work is \$18.21 million (PND Engineers).

## Other Uses of Port

Non-water dependent, but (for some) water-related or oriented use of the Port of Skagway and adjacent uplands include the Pullen Creek and Pond, the Pullen Creek RV Park, parking areas for waterfront users, seasonal restaurants on leased municipal land, municipal restrooms, a pedestrian path/seawalk from the Railroad Dock to the small boat harbor and Congress Way, and landscaped parks and walking paths.

## Tidelands Lease Expires in 2023

Much of the Skagway waterfront is owned by the Municipality of Skagway and leased to the Pacific and Arctic Railway and Navigation Company (PARN), specifically 66.5 acres including a portion of ATS 4, and Block 44, Lots 11, 7, 12; and Block 45, a portion of Lot 7. The Land Ownership map at Figure L-15 shows the area owned by the MOS. The PARN (White Pass and Yukon Route (WPYR) Railroad) lease was signed in 1968 for 55 years. It expires in 2023. The land that the Ore Dock and Broadway Dock are built upon is included in this lease.

Since 2018, the WPYR Railroad—and thus the waterfront lease—has been owned by a holding company that includes Ketchikan-based Survey Point and outside investors including Carnival Corporation. Under the lease, WPYR pays the Municipality an annual fee of \$127,000, with rental adjustments allowed every five years based on the property's fair market value. However, the appraisal of the property at \$2.2 million has not changed in a decade. In 2018, the Skagway Assembly asked its appraiser, Horan & Co., to update the appraisal based on current use of the land. Its appraised value was \$2.44 million. The Assembly also asked the nationwide firm Integra to conduct an appraisal, which set the value of the leased tidelands at \$14.7 million. At that appraised value, the annual lease fee would be \$882,000. Objections and questions around both appraisals ensued. At this time, the MOS is seeking expert and legal advice about the conflicting appraisals.

In 2015, Skagway residents rejected a lease extension with WPYR, and the Municipality has been exploring options to move forward since that time. In October 2019, the Skagway Assembly stated the intent of the MOS to control and manage the Port of Skagway post-2023 (Resolution 2019-31R), through a mechanism to be determined by response to a Request for Proposals (RFP) to be issued in early 2020 for the development, use, and preservation of the Port of Skagway. There are a variety of mechanisms that could allow for direct management.

## Air Access and Infrastructure

The Skagway Airport is a public-use airport owned by the State of Alaska and managed by the Department of Transportation Southcoast Region. The airport has one runway directionally designated



2/20 for the base and reciprocal ends respectively. The runway has an asphalt surface that measures 3,550 by 75 feet. As of October 2019, according to the Federal Aviation Administration, the surface of the runway was in good condition and the markings on the runway were in fair condition. The airport does not have a tower, but there is a small passenger building at the southern end.

Consolidation of small air carriers resulted in late 2017 in a single carrier, Alaska Seaplanes, providing the only scheduled air service to town. Alaska Seaplanes flies up to seven times daily in summer and three times daily in winter to and from Skagway. Juneau is the top destination for departures from Skagway, followed by Haines. Charter service, weather permitting, is also available.

According to the US Department of Transportation Bureau of Transportation Statistics (BTS), the number of airline passengers to and from Skagway has been declining for a few years (Figure T-3), but preliminary and partial 2019 data shows a significant increase (2019 data will be refined constantly during 2020). Over 1 million pounds of combined freight and mail were shipped via the Skagway Airport in 2018. Note that freight volume typically varies widely depending on the number of construction and other local projects. Mail volume was decreasing for a while in the US, but the increasing amount of online shopping is changing those trends.

Air access is also provided via a TEMSCO Heliport, located on the western edge of the Skagway waterfront. TEMSCO offers many flightseeing tours in the summer, primarily for cruise ship visitors, but also offers year-round flights for a variety of public, commercial, and industrial operations.

### White Pass Yukon Route Railroad Service

The White Pass & Yukon Route (WPYR) is a narrow-gauge railway offering passenger rail service between Skagway; Fraser and Bennett, British Columbia; and Carcross, Yukon Territory. The WPYR climbs from sea level in Skagway to almost 3,000 feet at the summit of White Pass in just 20 miles and features steep grades of almost 4%. The tight curves of the pass called for a narrow-gauge railroad; rails are three feet apart on a 10-foot-wide roadbed.

Originally conceived of as an alternative to the Chilkoot and White Pass Trails for stampeders accessing the Klondike gold fields, WPYR was completed in 1900. After the Gold Rush, the WPYR carried significant amounts of ore and concentrates to Skagway to be loaded onto ore ships. When world metal prices plummeted in the early 1980s, many mines closed, and the WPYR suspended operations.

<b>Figure T-3 Skagway Airport, Scheduled and Charter Flight Data</b>					
	<b>2010</b>	<b>2015</b>	<b>2018</b>	<b>% CHANGE '10-'18</b>	<b>preliminary &amp; partial 2019 (Jan-Sept)</b>
<b>Number of Passengers</b>					
Arriving	8,195	8,444	7,003	-15%	7,057
Departing	8,081	8,236	6,524	-19%	6,996
Total	16,276	16,680	13,527	-17%	14,053
<b>Freight (pounds)</b>					
Arriving	295,797	148,583	482,960	63%	390,860
Departing	68,523	17,459	84,558	23%	29,167
Total	364,320	166,042	567,518	56%	420,027
<b>Mail (pounds)</b>					
Arriving	319,479	242,512	367,844	15%	299,237
Departing	145,741	80,753	91,716	-37%	72,777
Total	465,220	323,265	459,560	-1%	372,014
<i>Source: US BTS T-100 Domestic Market Data</i>					<i>As of 1/16/2020</i>

Then, in 1988, the WPYR reinvented itself as a tourist attraction. The line reopened in 1988 as an excursion railroad between Skagway and White Pass Summit. The active line was later extended to Bennett in the 1990s and to Carcross in 2007. This is a highly popular and profitable day tour for cruise ship visitors that independent travelers also enjoy.

## **Motorized and Non-Motorized Transportation (Roads-Road Crossings-Sidewalks-Bike Lanes)**

### ***Road and Bridge Owners, Recent and Planned Improvements***

#### *State Roads and Bridges*

State owned and managed roads in Skagway are the Klondike Highway, State Street in the townsite, the Dyea Road, and the Liarsville (Sanitarium) Road.

The Klondike Highway is one of three road access points in Southeast Alaska and runs 98 miles north towards Whitehorse, Yukon Territories, until connecting with the Alaska Highway at mile 874.4. It's been open since the late 1970s. Alaska's Department of Transportation and Public Facilities as well as the Yukon government's Department of Highways and Public Works maintain this highway year-round, allowing trucks, private cars, and other commercial vehicles to reach the Port of Skagway. This highway and its bridges are regulated and managed for industrial transportation to allow overweight vehicles with a maximum gross vehicle weight of 170,000 lbs.

State Street will be repaved in two phases, with utilities upgraded as needed, beginning in 2021.

State bridges in Skagway include the Taiya River Bridge (#0309), the Skagway River Bridge at 23<sup>rd</sup> Avenue (#0308), and the cantilevered Captain William Moore Bridge (#1304), at 14-mile Klondike Highway.

The Skagway River Bridge inventory load rating is HS-18.0 and the bridge is posted with a speed restriction of 5 MPH for vehicles over 100,000 lbs., but no-load posting is required. Overall the bridge is in satisfactory condition. No projects are scheduled at this time for the Skagway River Bridge per Alaska DOTPF's statewide Design & Engineering Services.

Replacement of the Captain William Moore Bridge occurred in 2018–2019. The original 110-foot-long suspension bridge was built in 1976 at Milepost 9.5 of the Klondike Highway. It was too narrow to meet current highway standards, and the larger trucks coming in and out of Skagway necessitated its replacement. Rather than use the same suspension style, the new bridge is a roller-compacted concrete, which will handle the seismic activity of the gorge better. The new bridge is 150 feet west of the old Moore Bridge, and slightly changes the path on the Klondike Highway. Additionally, the lifespan of the new concrete bridge is longer than that of the original. The roller-compacted concrete embankment style does not lend itself to traditional load rating methods, but the design did incorporate the current American Association of State Highway and Transportation Officials (AASHTO) design vehicle in its analysis. As a result, the new structure is unlikely to be live load controlled and, as such, posting will not be required. Trucks will no longer be limited to crossing one at a time as they were on the old bridge. Though the old bridge will no longer be open to vehicles, it will still be open for pedestrians and used as a viewpoint for visitors.

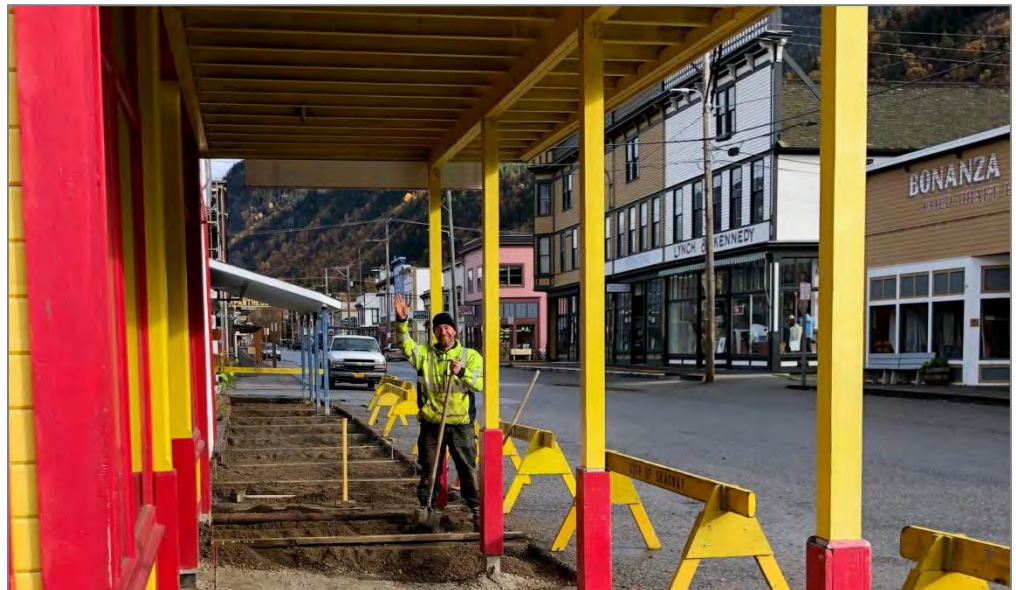
The Taiya River Bridge on Dyea Road was originally rated to carry 10 tons/axel but was reduced to five tons over 10 years ago. This bridge provides access to the Dyea Flats, the Chilkoot Trail trailhead, several commercial businesses, and at least 16 residences. Bridge rehabilitation performed in 2011-2012 replaced the timber deck, steel floor beams, steel stringers, and other items. As a result, the inventory load rating increased to HS-19.3 and load posting was no longer required. Overall, the bridge is in fair condition, as the rehabilitation project did not address the truss, abutments, or paint.

The previous derating of the Taiya River Bridge highlights the need to assess the condition of area bridges regularly so that emergencies can be prevented, and funding programmed in a systematic way to ensure repairs and maintenance are accomplished.

### Municipality of Skagway Roads and Bridges

Municipality of Skagway owned and managed roads are all roads and sidewalks in the townsite except State Street. Municipal bridges include the North Nelson Slough Bridge and West Creek Bridge, both in the Dyea area, and two footbridges across the Skagway River: one south of the airport that leads to Yakutania Point and the Pat Moore Memorial Footbridge adjacent to the Skagway River Bridge at 23<sup>rd</sup> Avenue that enables pedestrian access from the townsite to Seven Pastures Park.

Skagway voters approved a bond to improve Main Street, including adding or repairing sidewalks, adding a bike lane, and upgrading utilities. However, to avoid having State and Main Streets torn up at the same time, the Municipality has delayed this project until State Street is complete. Given the delay, voter approval



of the bond may be needed again.

*Summer is over so Skagway employee Eric Moseley jumps on Boardwalk maintenance!*

### Sidewalk, Bike, and Walking Paths

Skagway's non-motorized transportation system includes:

A. Sidewalks and pedestrian paths:

- along both sides of Broadway and State Street
- along one side of Main Street (1<sup>st</sup> to 22<sup>nd</sup> Avenue)
- along one side of Alaska Street, from 15<sup>th</sup> Avenue south
- Spring Street lacks sidewalks for much of its length
- along at least one side of most Avenues

- Pat Moore Memorial Footbridge to access Seven Pastures Park, and an access road through the park along the river

B. Crosswalks:

- see yellow-colored crosswalks on Skagway School First Lego League Robotics Team map (Figure T-5).

C. Bike Lanes:

- There are no marked bicycle lanes in Skagway. Bicyclists ride in the road throughout Skagway, on Dyea Road, and use the Klondike Highway or a very narrow striped shoulder along the Klondike Highway.

D. Multi-use paths at:

- a footbridge for pedestrians and cyclists across Skagway River, leading to hiking trails to Yakutania Pt.-Smuggler's Cove
- an ADA-accessible interpretative Stream Walk that follows the Pullen Creek from Pullen Pond to Congress Way and Dewey Lake hiking trailhead
- to and through Pullen Creek Pond Shoreline Park from the Railroad and Ore docks
- an unofficial path along the dike and airport boundary from the Pat Moore Memorial Footbridge to 12<sup>th</sup> Avenue

This plan's Recreation chapter discusses hiking and mountain biking trails.

### ***Ten Transportation Improvements Recommendations***

Specific recommendations for transportation improvements to roads, sidewalks, and bike lanes were developed using the following information sources:

- planning and zoning commissioner ideas and discussion
- the planning consultant team's observations and analysis
- ranking of capital improvement priorities by 76 residents in April 2019 at a Comp Plan booth at the Health Fair
- recommendations of municipal staff
- a transportation improvement mapping activity
- a 2018 Skagway Traditional Council (STC) transportation safety survey with 120 residents responding (shared with their permission)
- a 2018 Municipality of Skagway and National Park Service (NPS) Klondike Gold Rush (KLGO) Transportation Advisory Group study
- a 2019 NPS KLGO Dyea Area Transportation Feasibility Study
- a crosswalk analysis by the Skagway School First Lego League Robotics team

Some findings from the STC Transportation Safety Survey:

- The STC 2018 survey found that a high level of concern about the safety of bicyclists. Seventy-two percent of respondents either strongly agreed (24%) or agreed (48%) this was a concern. State Street, Klondike Highway, Main Street, Alaska Street, and Dyea Road were identified as streets of particular concern for bike lanes or paths to improve bicyclists' safety.



- Sixty-four percent of respondents in STC’s 2018 transportation safety survey either strongly agreed (22%) or agreed (42%) that they were concerned about pedestrian safety.



- Sixty-three percent of respondents either strongly agreed (32%) or agreed (31%) that sidewalks need to be improved in Skagway, with Main Street, Broadway, Alaska Street, and Spring Street identified as particular streets of concern.
- Sixty-two percent of respondents either strongly agreed (23%) or agreed (39%) that crosswalks need to be improved, with State Street, Broadway, 4<sup>th</sup> Avenue, 2<sup>nd</sup> Avenue, and 5<sup>th</sup> Avenue identified as particular streets of concern.
- To enhance pedestrian safety, the STC Survey respondents specifically suggested the Municipality:
  - Restrict tour traffic in residential areas and improve flow of tour traffic in other areas
  - Improve pedestrian movement, crossings, and safety around the School
  - Improve pedestrian movement, crossings, and safety around Little/Big Dippers
  - Improve pedestrian movement, crossings, and safety on State Street

The Skagway 2030 Comprehensive Plan recommends 10 priority improvements to the motorized and non-motorized transportation system (order does not reflect importance). More details, information, and analysis for each recommended improvement, as well as specific objections and actions to accomplish, are in the remaining part of this chapter.

1. Broadway—Reduce congestion and improve pedestrian access and safety along Broadway.
2. Waterfront—Provide for well-marked and safe pedestrian and vehicle travel along the waterfront. Significant wayfinding improvements are needed between docks and to and from the docks and town. Complete a system of connected, landscaped pedestrian paths and parks between waterfront destinations. Complete Phase II Pullen Creek Stream Walk/Municipal Loop from Congress Way to Gold-Rush-era historic properties and Skagway Museum (then connect to Broadway Historic Business District).
3. Spring Street/Streamwalk—Reduce congestion and improve pedestrian access and safety along Spring Street.
4. Tour Traffic—Eliminate from some residential neighborhoods.

5. State Street—Eliminate blind corner turns onto State Street, add crosswalks at intersection with 8<sup>th</sup> Avenue.
6. Main Street—Install bike lanes and wider sidewalks, narrow driving lanes.
7. Skagway School—Improve pedestrian movement, crossings, and safety around School. Enforce speed limits.
8. Parking—Education about new municipal parking lots, incentives to use them, and enforcement of 2-hour parking limits.
9. Enforcement—Enforce speed limits around school. Consider movable speed bumps. In May especially, enforce and ticket for speed and traffic violations around Broadway to get rules established at start of tour season.
10. Public Transportation—Change morning hours to facilitate worker use and eliminate some parking demand, incentivize seasonal employee use.

The Municipality should also submit transportation improvement projects—especially those on state roads—for inclusion in the Alaska DOTPF Transportation Improvement Program (STIP). Skagway submitted no applications for state STIP funding for 2020-2023 under the Community Transportation Program. In addition, collaboration is recommended among the MOS, STC, NPS, and others on funding for mutually beneficial projects.

### **1 Broadway**

As visitation to Skagway increases, efforts to improve pedestrian safety and reduce congestion are a key part of managing impacts and striking a balance between economic activity and quality of life.

On Broadway, congestion and pedestrian safety is of concern with many visitors (and some residents) wandering into streets due to overcrowding, narrow sidewalks, and the lack of defined crossings.

Over 40 residents ranked actions to get done over the next 10 years at an October 2019 Comp Plan Open House. The action with the most votes was, “Improve pedestrian access and safety on Broadway Street.” Over half of respondents to STC’s transportation safety survey either strongly agreed or agreed that pedestrian jaywalking is a problem in Skagway, with Broadway identified as the street of highest concern. Further, the 2018 Skagway-NPS KLGO Transportation Advisory Group Study documented that:

*Pedestrian congestion on Broadway:* On a busy cruise ship day, Skagway can have over 10,000 cruise ship visitors in town, many of whom walk through downtown Skagway—particularly on Broadway. On “four-ship” days, pedestrian volume often exceeds the capacity of Broadway’s raised boardwalks, and pedestrians spill over and begin to walk in the street. Another issue is that pedestrians often walk backwards to take pictures and often do not look behind them for cars, buses or other vehicles. Essentially, this means that on busy days pedestrians have established themselves as the primary mode of transportation, and cars, buses and bicycles typically yield to pedestrians rather than the reverse.

*Pedestrian crossing safety concerns:* Much of Broadway is within a historic district so there are no painted crosswalks at intersections. Pedestrians often cross mid-block (rather than at an intersection) and a common sight is a car blocked by a pedestrian taking pictures in the middle of this street.

*Other pedestrian safety issues:* Skagway residents and tour buses and vans drive slowly on Broadway during days of heavy pedestrian traffic, decreasing speeds and lowering the potential for accidents and personal injury. However, traffic is so slow at times that some drivers get irritated and pass and pedestrians - seeing the slow traffic- simply jump out and jaywalk to cross streets anywhere. All in all, the varying medium to very slow speeds of vehicles can cause confusion and congestion.

Options to improve pedestrian safety and reduce congestion on Broadway are:

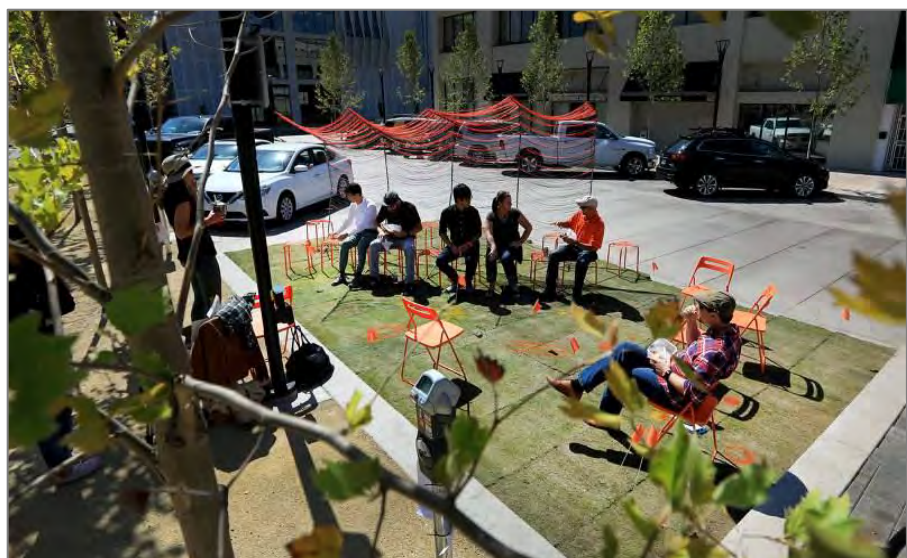
**A. Tourism Best Management Practices Committee hosts a meeting in April or early May with owners of tour businesses with buses and vans, SMART bus, and MOS manager and police chief to establish a plan for upcoming season on where tour buses and vans will, and will not, travel. Create map and agreement to sign.**

**B. Prohibit (with exception as needed) empty tour vehicles (buses, vans) from travelling north to south on Broadway.**

**C. Make Broadway a one-way street (from south to north) in 2020 for a trial month or season (May 1-Oct 1). Options for lanes are:**

- a) Make one lane of traffic for “through traffic” and the other lane for vehicles that want to pull over, stop to talk about the sights, then pull back into the driving lane (parking and bus stops remain as is); or
- b) Have only one lane of vehicle traffic in the middle with one side of the street for parking and bus stops, and the other side of street becomes an expanded walking, biking area, place for

*Top: Park Avenue Pop-Up Parklet attracts a crowd in Anaconda, Montana. Source: AARP Livable Communities. Bottom: Two parking spots were used to set up a Pop-Up Parklet along the west side of Old Courthouse Square in Santa Rosa (source: Kent Porter / The Press Democrat) 2017.*





benches, “pop-up parklets,” etc.; or

- c) Maintain two lanes of traffic but have parking and bus stops on one side only with an expanded walking, biking area, place for benches, parklets, etc.

Note that all of these options would increase vehicle traffic on State Street, as it would end up hosting the north to south traffic in a loop with Broadway.

Making Broadway one-way would:

- reduce vehicle congestion
- provide several options for spreading out pedestrians and cyclists
- better organize walking-driving-biking movement
- eliminate empty tour buses on Broadway
- allow room for some combination of designated ‘Photo Stops,’ moveable ‘Pop-Up Parklets’ like those the OASIS committee is discussing, to add needed spots for pedestrians to sit as well as generate some fun and buzz (see photos to right)

Note: Tour vehicles frequently travel very slowly to allow their riders to view the surroundings, and this behavior cause slowdowns for following vehicles. If Option C (a) above is not implemented, tour vehicles wishing to travel slower than 10 mph should be required to pull over and stop.

**D. Install crosswalks:** 1) at intersection of Broadway and 2<sup>nd</sup> Avenue (all ways) and possibly add a crossing guard; and 2) at some (5<sup>th</sup> Avenue) or all the other intersections through 6<sup>th</sup> Avenue.

Paint is the simplest technique but requires update at least every spring. If desired, paint can also be used for interesting designs (such as to look like a wooden boardwalk). An alternative in Skagway (given lack of asphalt) is a colored concrete crosswalk, possible with historic-themed stamps.

**E. Widen the sidewalk from the Broadway Dock to 1<sup>st</sup> Avenue,** to accommodate visitor foot traffic. Also, widen the boardwalks in the historic district along Broadway to accommodate visitor foot traffic and to keep visitors from walking in the street.

**F. Maintain ongoing and sufficient funding to continue aggressively repairing, cleaning, and maintaining the wooden boardwalks.**

**G. Determine rules and infrastructure needed for e-scooters and e-bikes** (coming trends) to mitigate conflicts with the historic district along Broadway, pedestrian access (blocking of sidewalks), and other vehicles.

## ***2 Along the Waterfront, and from Waterfront to/from Town***

The clarity, ease, and safety of visitors’ experiences walking to and from their cruise dock to the historic district is vital to creating a welcoming environment and for the success of businesses.

Observations from some members of the public and planning and zoning commissioners are that many visitors are confused about how to get back to their cruise ship dock, and that many tourists walk to the ferry dock rather than their cruise dock by mistake. The 2018 Skagway-KLGO Transportation Advisory Group Study found that, “[Informal public] Input was gathered [on Sept 18] at the public library, the docks and at 5th/Broadway. Overall, the participants who answered questions at the public library



(morning) and at 5th/Broadway (afternoon) had overwhelmingly positive things to say about wayfinding, the ease of moving through Skagway, and safety. This was also true at the docks in the morning. However, the input from visitors during the afternoon at the docks varied dramatically. Many people voiced confusion and uncertainty about how to find their cruise ship and how to get to the docks.”

Options to improve clarity, ease, and safety of walking along the waterfront and to and from downtown are:

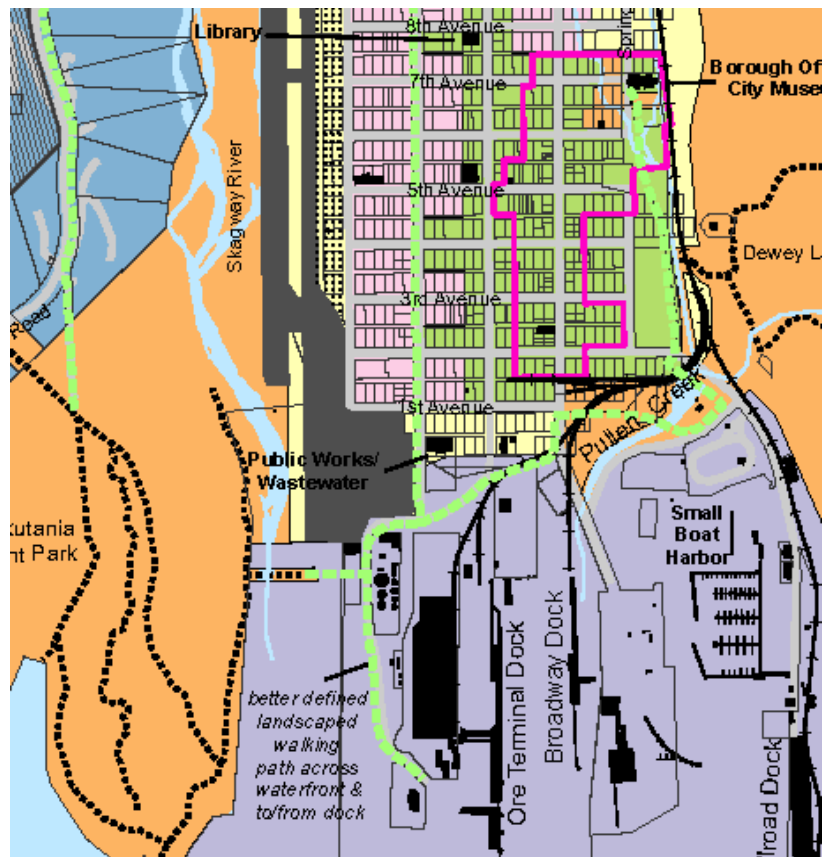
**A. More and improved wayfinding signage, including:**

- a) Integrate color-coordinated wayfinding marks into sidewalks, coordinating with the “Welcome to Skagway” wayfinding maps (e.g. I’m at the orange dock—look for signs and sidewalk paint marks that are orange).
- b) Develop better wayfinding signage and guideposts (including maps) around/to/at docks and through town that also communicate Skagway’s history.
- c) Consider adding sign for what ship is docked at each dock (which would require changing each morning or historically appropriate electronic displays, e.g. split-flap display/Solari boards).
- d) Add sign at end of Ore Dock (heading into town) to direct pedestrians to walkway.
- e) Create Ferry Terminal signage: “Welcome to Skagway,” and for departing the historic district “Ferry Terminal Ahead” or “Dead End” or “Cruise ships not accessible.”
- f) Use universally understood symbols, such as WC for restroom, and ⓘ for information.

**B. Install a system of connected, landscaped walking paths and parks/green space, between waterfront destinations, and from the waterfront to the Skagway Museum, Gold-Rush-era historic structures, and the Broadway historic shopping district (Figure T-4).**

Connected pedestrian paths and more green space help direct the movement of people, better separate people and vehicles, make the movement of people more pleasant, provide buffers between differing

**Figure T- 4 Excerpt from Future Growth Map L-16 that illustrates desired connected landscaped walking path from TEMSCO and airport, across waterfront, through Pullen Creek Pond & Shoreline Park, to Pullen Creek Stream Walk**



uses, offer some protection from the wind (and dust), and provide an amenity that will be enjoyed by residents and visitors alike. Connect to airport and TEMSCO Helicopters as well (add Artic Tern warning signs).

### C. Complete the Pullen Creek Stream Walk / Municipal Loop

Completing the Pullen Creek Stream Walk and Municipal Loop, and marketing this as a Walking Loop that is part nature, part historic/shopping district, will help relieve congestion and disperse visitors, but will still get visitors get to the shopping district on Broadway.

The Taiya Inlet Watershed Council/Southeast Alaska Watershed Coalition, Skagway Traditional Council, Municipality of Skagway, the National Park Service, and many others worked to develop a project that would both improve and protect Pullen Creek habitat and add an interpretative walking trail along it that ties together points of interest. In September 2013, the Municipality received a \$1.7 million grant from the Federal Highway Administration (matched by \$171,000 from the National Park Service) for the Pullen Creek Stream Walk project. Phase I was completed in 2016, which stretches from the Broadway Dock to Congress Way and includes a gravel trail, attractive fencing to protect and reestablish vegetation, stream overlooks, replacement of a footbridge, a series of interpretive signs, and a dock on

**Figure T-5 Conceptual Map Pullen Creek Stream Walk, Source: Southeast Alaska Watershed Coalition Pullen Pond.**



In late 2019, the MOS is completing work with private landowners that Pullen Creek runs through to enable work on the Stream Walk Phase II and obligate the remaining grant funds (a bit less than \$889,000) for design and construction. While the final route is not identified, the Phase II intent is to extend the Stream Walk from the Lower Dewey Lake Trail bridge, to the Pullen House property, and on to the Skagway Museum. The Municipality is proceeding with design and construction via a contractor; available monies must be spent by the grant deadline of December 31, 2020.

**D. Install a crosswalk at 2nd Avenue, just after the railroad tracks, to connect the trail along Pullen Pond with the Stream Walk.** The Skagway School “Krosswalk Kangaroos” robotics team suggests, “We would love to see salmon painted between the two white lines, honoring Pullen Creek as a vibrant salmon spawning river.”

### 3 Spring Street Area

Spring Street is a well-used pedestrian and vehicle thoroughfare that lacks sidewalks and is narrower in sections than most streets. Bus and van traffic frequently use the road as part of their regular summer pick-ups/drop-offs at the Westmark Hotel. For much of its length visitors frequently walk in the street.

Options to reduce congestion and improve pedestrian safety along Spring Street and in the immediate area are:

**A. Sidewalk Improvements:** 1) Add a sidewalk along the east side of Spring Street, from 2<sup>nd</sup> to 5<sup>th</sup> Avenue. 2) Complete the sidewalk along the north side of 2<sup>nd</sup> Avenue, from Spring Street to the railroad tracks. 3) As warranted, complete the sidewalk along Spring Street, from 7<sup>th</sup> Avenue to 10<sup>th</sup> Avenue.



**Uncontrolled crossing at intersection of Spring Street and 2nd Avenue, looking east toward Railroad Tracks. Sidewalk on north (left) side is needed, crosswalk is needed. Photo: Google Earth Street view**

**B. Install crosswalks at key locations.** Many visitors cross 2<sup>nd</sup> Avenue where the sidewalk terminates at Spring Street; add two crosswalks at this intersection, across 2<sup>nd</sup> Avenue and across Spring Street. As the Skagway School Lego League “Krosswalk Kangaroos” note (*with minor edits*), “people parking in the large, new parking lot would use the crosswalk to cross over to the train depot. Another use is for the trainloads of people who get off the train at the depot and want to cross to board the SMART Bus at the bus stop. It would also provide a gateway to the shopping district for people coming or leaving downtown by way of the Railroad Dock.” Also, add a crosswalk across Spring Street to direct those exiting the Pullen Creek Stream Walk to cross over and enter the downtown shopping district.

**Figure T-6 Needed Crosswalks (red) and Sidewalks (white dashed line), Spring Street Area**

**C. MOS-NPS reach ROW agreement.** The roadway at the corner of Spring Street and 5<sup>th</sup> Avenue in front of the Historic Moore Homestead is too narrow, which increases congestion; this is due to the small right-of-way. The Municipality and National Park Service must work together to find an acceptable solution—which could include restricting tour vehicle use, widening the road, or other options.



### 4 Restricting Tour Traffic in Residential Areas

There are no residential areas in town where tour traffic is restricted, and residents are concerned with the amount and frequency of commercial van, bus, walking, and biking tours through their neighborhoods. More tours are traveling through the side streets to show people what life in Skagway and the neighborhoods look like, which some feel negatively impacts their quality of life and increases



safety hazards for pedestrians. On the other hand, showing special gardens (with owner’s permission) or a home with a “hidden history” is the competitive edge that can make or break a small (local) company’s tour.

Several options were discussed, such as prohibiting tour vehicles (buses, vans) on Alaska Street, Main Street, and Broadway north of 8<sup>th</sup> Avenue, or prohibiting tour traffic on 3<sup>rd</sup> Avenue, 6<sup>th</sup> -11<sup>th</sup> Avenues, and 13<sup>th</sup> -23<sup>rd</sup> Avenues—except of course for those companies whose business is located on one of these streets or avenues, or prohibiting tour vehicles on avenues in between State Street and Alaska Street. In the end, rather than a prohibition, Planning and Zoning Commissioners opted at this time to recommend a continuation of a program Mayor Carlson started during her tenure, which is for people to sit down, talk, and make agreements at the start of the season. This is something that a Skagway Tourism Best Management Practices committee could initiate. If this voluntary program does not work, or traffic and conflicts become more pronounced, a prohibition could be enacted in the future.

**A. Tourism Best Management Practices Committee hosts a meeting In April or early May with owners of tour businesses with buses and vans, group bicycling, and group walking tours, and MOS manager and police chief to establish a plan for upcoming season on where tour buses, vans, and walking and biking groups will, and will not, travel. Create agreement to sign with operations practices.**



**B. As part of Seven Pastures Master Planning (see Recreation chapter), determine if tour vehicles should be allowed or prohibited in Seven Pastures recreation area.**



### **5 State Street**

State Street is the major state-owned thoroughfare through town and is the corridor for fuel truck traffic to and from Whitehorse and industrial truck traffic to the Ore Terminal. Alaska DOTPF classifies it as a principal arterial, which is a road to provide mobility so traffic can move from one place to another quickly and safely. It is the only arterial in Skagway. There are crosswalks parallel State Street (not crossing it) on both sides of the street at 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Avenues, and a crosswalk across State Street on the south side of 15<sup>th</sup> Avenue to assist with walking to School.

*Two examples of corner ‘bulb outs’ and integrated crosswalks, which extend the sidewalk into the street, shortening the distance a pedestrian has to walk, improving line of sight for both drivers and pedestrians, and slowing auto traffic.*

When stopped at stop signs to turn onto State Street or cross it (particularly from 7<sup>th</sup> Avenue south), it is often a ‘blind corner’ with limited line of sight due to parked cars—especially RVs—on State Street. This



poses a challenge for both drivers and walkers. Respondents to STC's transportation safety survey overwhelmingly identified State Street as being the most difficult street on which to see traffic when pulling out from cross streets. To remedy this line of sight problem:

**A. Expand line of sight for turning onto State Street by either:**

- a) Enlarging the no-parking zone (20 feet now) by an additional 20 feet on both sides of State Street at intersections;
- b) Adding 'bulb-out' curbs at corners, into State Street, that are the width of a car so pedestrians can stand out farther and see cars (and vice versa); or
- c) Eliminating parking on State Street (south of 8<sup>th</sup>).

We recommend option b because it does not require a loss of any parking and will provide more room for pedestrians, which will also benefit walking tours.

**B. Add crosswalks at State Street and 8<sup>th</sup> Avenue (on 3 sides).** This will help direct pedestrian and cyclist crossing to and from the Library, a very popular destination for tourists and cruise ship crew, the seasonal workforce, two nearby daycare businesses, and residents.

**C. Coordinate with DOTPF immediately.** The State plans to perform pavement, sidewalk, and curb rehabilitation on State Street between 1<sup>st</sup> Avenue and Skagway River Bridge, approximately 1.3 miles. This initially was scheduled for 2016 but is now delayed until 2020. Two phases are planned, from 1<sup>st</sup> to 12<sup>th</sup>, then 12<sup>th</sup> to 23<sup>rd</sup> Avenue. Sidewalk bulb-outs into State Street at intersections of State and 2<sup>nd</sup> - 5<sup>th</sup> Avenues should be included in this project design as should crosswalks at 8<sup>th</sup> Avenue.

## **6 Main Street**

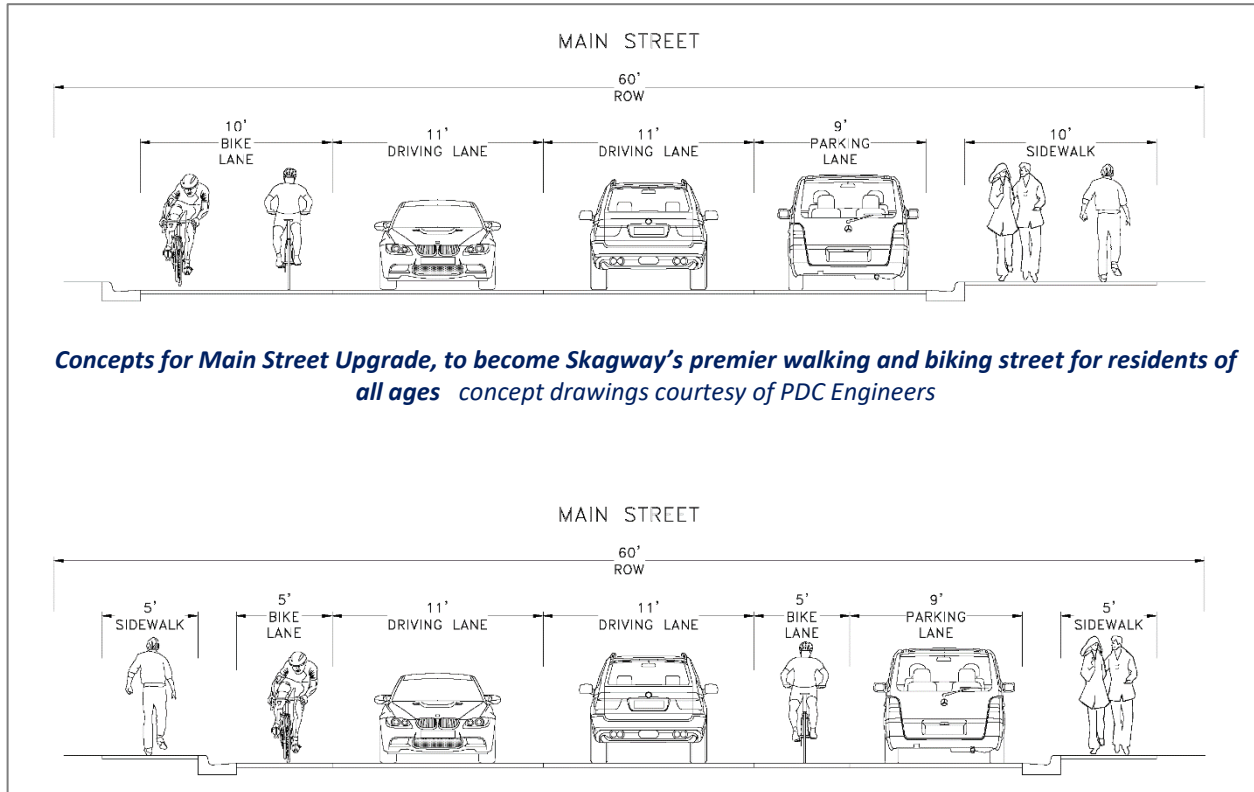
Main Street is the major residential street in town. Important community destinations are along Main Street. The Skagway School entrance is at 15<sup>th</sup> Avenue and Main Street. The entrance to the Recreation Center is on Main Street just south of 13<sup>th</sup> Avenue. Mighty Munchkins childcare is located at 8<sup>th</sup> Avenue and Main Street. Little Dippers Daycare/Skagway Senior Center is located at 22<sup>nd</sup> Avenue and Main Street.

After State Street rehabilitation is completed, the MOS plans to repave, inspect and upgrade utilities, and conduct sidewalk and curb rehabilitation. This is an opportunity that occurs only once every 30 years or so, and is the time to make residential Main Street **the** walking and biking friendly street in town. Because it will have the improvements to support safe walking and biking as well slower automobile traffic, this residential neighborhood street will be the one that families tell their children and grandchildren to use when they walk or bike to or from town, school, or the recreation center. For those wishing a longer walk, Main Street, due to its improved walking and biking infrastructure, will also be part of the Skagway Loop Trail. Enhance and improve safety of walking and biking along Main Street, by:

**A. Main Street Walking and Biking Enhancements.**

- a) Narrow drive lanes to 11-foot striped lanes (common lane width in residential areas);
- b) Add a 5- to 10-foot wide sidewalk on one or both sides of the street, from intersection with State Street (at south end by the Port of Skagway) to 23<sup>rd</sup> Avenue;
- c) Add a 5- to 10-foot wide bike lane on one or both sides of the street, from intersection with State Street (at south end by the Port of Skagway) to 23<sup>rd</sup> Avenue.

There is ample room to accomplish this; today Main Street is (curb-to-curb) 40 feet wide up to 8<sup>th</sup> Street, and 36 feet wide north of 8<sup>th</sup> Street. The MOS owns a 60-foot right-of-way along the entire street length. Doing “the math” for example, would allow an 8-foot sidewalk + 8-foot bike lane + two 11-foot drive lanes, plus two 9-foot-wide parking lanes, plus 4 feet for curb and gutter and striping = 60 feet. If the MOS wanted to forego parking on one side of the street, this would provide an extra 9 feet enabling many homeowners to retain part of their front yards. Similar concepts are depicted below. Even though people are out of the habit of using their own alley ways, garages and yards for parking, they could—and we recommend eliminating parking on one side of the street—at least south of 12 the Avenue, to allow retention of more front yards (that are actually on (MOS ROW)).



**B. Add missing sidewalk segment and enforce speed limits by Little Dippers/Senior Center.**

Add the missing sidewalk on the west side of Main from 22<sup>nd</sup> to 23<sup>rd</sup> Avenue by Little Dippers/Skagway Senior Center; currently families and seniors must walk in the road. Realistically the MOS won't be improving this road for 3-5 years, so add this missing sidewalk segment now. Vehicles also speed here when turning onto Main Street from Klondike Highway/23<sup>rd</sup> Avenue, which is viewed as an alternative to avoid traffic on State or Broadway. Prioritize enforcement of speeding laws in this area.

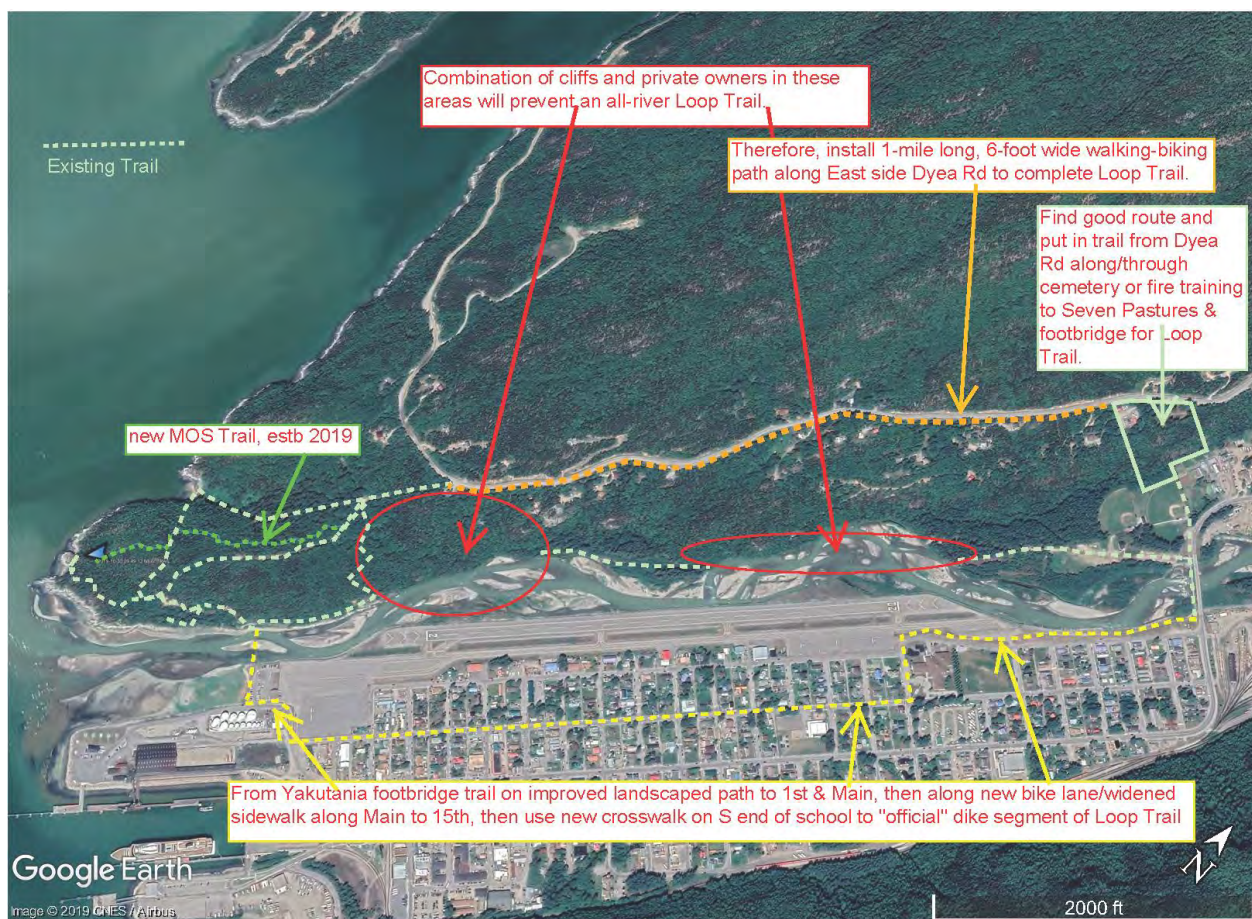
**C. Add crosswalks** on three sides at Main Street and 8<sup>th</sup> Avenue. Crosswalk Kangaroos report that Mighty Munchkins escorts large groups of children across the Main and 8<sup>th</sup> Avenue intersection multiple times daily, year-round, as they head north and east to the school, library, Mollie Walsh Park, and Pullen Pond. The daycare owner felt crosswalks would be a significant aid in safe crossing; she reports often standing in the center of Main Street like a crossing guard (on State Street too) and sometimes traffic does not stop in both directions so she gets halfway across, then they must return to the side they started on and try again.

**D. Complete Skagway Loop Trail, which includes a bike-walk portion along Main Street and the airport dike, and bike-walk portion on east side of Dyea Road.**

There is an unofficial multi-use gravel trail on the dike next to Alaska Street (across from the school) to the Pat Moore pedestrian bridge on 23<sup>rd</sup> Avenue. Designate this as a multi-use trail (consult with users and landowners on design and regulations).

Work to connect it and complete a Skagway Loop Trail (Figure T-7). A Skagway Loop Trail was the 3<sup>rd</sup> highest ranked trail improvement desired in the open-ended comments on the MOS Parks and Recreation Survey in late 2019. This would require a 4- to 6-foot wide paved multi-modal path on east side of Dyea Road, from the Service Road to the (proposed) trailhead at cemetery/fire training area connecting to ball fields. See Recreation Chapter for more information.

**Figure T-7 Illustration of Loop Trail Concept**



**7 Around Skagway School and north Alaska Street**

The corner of Main Street and 15<sup>th</sup> Avenue has a crosswalk in both directions leading to the school entrance (crossing Main and crossing 15<sup>th</sup> Avenue). However, safety for pedestrians and cyclists could be enhanced. Many residents have commented that vehicles speed in the school zone and do not respect stop signs. In addition, there are no stop signs for those coming up or down Alaska Street and turning onto 15<sup>th</sup> Avenue into school congestion.

Improve the safety of students and all pedestrians by:

**A. At intersection of 15<sup>th</sup> Avenue and Alaska Street:**

- a) Install stop signs in both ways on Alaska Street where it intersects 15<sup>th</sup> Avenue.
- b) Add a crosswalk on Alaska Street where it crosses 15<sup>th</sup> Avenue.
- c) Consider finishing the 15<sup>th</sup> Avenue sidewalk all the way to the intersection with Alaska Street, although the grassy area there now is good for walking too.

B. Install a crosswalk on Alaska Street where it meets 23<sup>rd</sup> Avenue/Klondike Highway at the north end of town. This crosswalk would connect the sidewalk with the pedestrian bridge to Seven Pastures. Tourists, crewmembers, locals, and kids from all three childcares use this crossing to access the recreation area across the Pat Moore Bridge.

**C. Prioritize speeding and traffic law enforcement around the school.** This area is a priority for Police Department enforcement of speeding and traffic laws. Ticketing, a strategically placed moveable sign in the fall when school starts that flashes vehicle speed, and movable or permanent speed bumps are options to consider.

**D. When redeveloping Garden City, consider not installing a through street at 16<sup>th</sup> Avenue for the safety of students.**

## **8 Parking**

A majority of respondents to STC's 2018 transportation safety survey strongly agreed (36%) or agreed (30%) that there is not enough parking available during the summer months and identified Broadway, State Street, and 2<sup>nd</sup>-7<sup>th</sup> Avenues as of particular concern.

The Municipality leases the land for two, daytime-only, surface parking lots during the summer. One is located at Spring Street and 2<sup>nd</sup> Avenue, and the other is located at State Street and 1<sup>st</sup> Avenue, adjacent to the Public Utilities Building (Old Police Station).

Parking on Broadway in the historic district is restricted to twenty minutes. In 2019, the Municipality worked with the State of Alaska to implement two-hour parking on State Street and two-hour parking on the east-west avenues between State Street and Broadway in the historic district. There is some concern that these rules will push drivers and visitors wishing to park all day to park in nearby residential areas.

Reduce all-day on street parking by:

**A. Educating** about new municipal parking lots, incentives to use them, and enforcement of 2-hour parking limit may help solve concerns about parking all day in residential areas as well as lead to better use of municipal parking lots.

**B. Reducing parking need by encouraging use of SMART bus by summer** workforce and encouraging SMART bus to institute earlier pick-up hours by bus (see public transportation section below). Businesses could provide incentives for SMART bus use.



**C. Prohibiting summertime parking north of the alley on the Spring Street curve, between 4<sup>th</sup> and 5<sup>th</sup> Avenues**, since the narrow road width makes it difficult to see parked cars when heading south. There is a nearby municipal lot for parking.

**D. Reduce required size of parking stalls.** While not about reducing parking demand, another important parking matter is that Skagway’s zoning code requires parking stall dimensions that don’t reflect modern standards. This ties up more developable land than is needed in providing required parking. In Skagway, parking spaces are required to be 10 x 20 feet. Modern standards are 9 x 18 feet. Many places, recognizing the increase in smaller vehicles these days, require even smaller sizes. In Juneau for example, required parking space dimensions are 8.5 x 17 feet. This is also discussed in the [Housing chapter section on, “Other matters to consider as zoning code is updated”](#) that is part of the section on [“Skagway Understands that Zoning can Stimulate or Stop Housing Development”](#)

## **9 Enforcement**

During 2030 Comprehensive Plan development, Skagwegians expressed frustration with the lack of traffic enforcement. Residents want to see tickets and fines issued for those running stops signs, speeding, and not following parking rules.

**A. Identify clear list of enforcement priorities and work with police to increase warnings and citations.** Acquire boots or tow truck as needed.

## **10 Public Transportation**

Public transit is a basic service offered by municipalities to serve residents and visitors. In the early 2000s, the Municipality of Skagway initiated a public transit service by putting out a request for proposals to provide publicly funded transit service. This was in response to demands by visitors for transportation not linked to more expensive tours, by visitors when tours are not available, and from residents who don’t have cars or want to reduce their emissions. The Skagway Municipal and Regional Transit (SMART) bus currently runs from the docks to town and to some commercial destinations across the Skagway River Bridge at 23<sup>rd</sup> Avenue. Fees are \$2 per person each way or \$5 for an all-day pass. The buses are equipped with wheelchair lifts. The SMART bus operates from May 1 to October 1 with daily service 7 a.m. to 9 p.m. There are two routes:

- 7 a.m. to 9 p.m.—Buses run in a loop every 20 minutes between all cruise ship docks and town, with stops at 3<sup>rd</sup>, 5<sup>th</sup> & 7<sup>th</sup> Avenues.
- 10 a.m. to 5 p.m.—Buses run in a loop every 30 minutes between 3<sup>rd</sup> Avenue and the north end of town, with stops at 3<sup>rd</sup>, 5<sup>th</sup>, & 7<sup>th</sup> Avenues, the Gold Rush Cemetery road, Alaska 360, Jewell Gardens, and 21<sup>st</sup> Avenue.

With timing that doesn’t include regular morning commuting times and with stops limited in the townsite in the early morning, the through-town route does not serve residents wishing to use public transportation to get to work. If SMART buses provided this service, it could reduce vehicle congestion and the need for parking in downtown.

Reduce all-day on street parking by:

**A. Add morning SMART bus service around to include north end of town with 6:15 and 6:30 AM pick-ups for workers.** Let seasonal businesses know about this, have flyers around town and incentivize morning bus commuting rather than driving.

### ***Other Transportation Improvements***

#### *Electrification of Transportation*

Hydropower is the primary source of electricity in Skagway (and Haines), and does not burn fossil fuel or contribute to greenhouse gas and particulate emissions. After electricity production, heating of buildings and transportation are the two largest sectors that typically consume fossil fuels and contribute to greenhouse gas emissions. One way to reduce Skagway’s greenhouse gas emissions is to replace gas- and diesel-burning personal and commercial vehicles – and cruise ships if feasible – with electric powered equivalents. Alaska Power and Telephone (AP&T) jumped onboard in 2019 offering a \$1,000 break in electric bills to those buying an electric car. Neighbor Juneau is slowly replacing its municipal buses with electric buses and has one cruise dock where ships plug into shore power rather than use their diesel engines while in port. This is an example where the MOS could lead the way by replacing some of its municipal fleet with electric vehicles.

Working with the cruise lines, the Municipality and AP&T could determine: (a) if electric capacity from renewable sources exists to the degree required; and (b) the costs to bring shoreside power to cruise docks. If implemented, the Municipality could require use while in port to offset costs of service and infrastructure.

To incentivize greater use of electric personal and commercial vehicles, the Municipality could on its own or in partnership with businesses, install electric vehicle charging stations, ramping up “charging for a charge” fees over time to cover infrastructure costs. City Hall, the 1<sup>st</sup> Avenue parking lot, Library, and the grocery store would be good locations. Another incentive could be a partial sales tax rebate for a period to tour/sightseeing/guiding businesses that utilize electric vehicles.



## Summary of Infrastructure Improvements

Figure T-8 summarizes ideas for improving non-motorized transportation infrastructure from the northern part of townsite south, per category of improvement and, the map on Figure T-9 illustrates these recommended transportation improvements to improve both pedestrian and vehicular access and safety.

Figure T-8 Non-motorized Transportation Infrastructure Improvements, North-to-South per category
<b>ADD SIDEWALKS:</b>
<ul style="list-style-type: none"> <li>● Main Street from 22<sup>nd</sup> Avenue to 23<sup>rd</sup> Avenue</li> <li>● 15<sup>th</sup> Avenue and Alaska Street (access to school)</li> <li>● East side of Spring Street from 3<sup>rd</sup> Avenue to 5<sup>th</sup> Avenue</li> </ul>
<b>WIDEN SIDEWALKS:</b>
<ul style="list-style-type: none"> <li>● Along Main Street</li> <li>● In historic district along Broadway (to accommodate visitor traffic and to keep more visitors from walking in the street)</li> <li>● From Broadway Dock to 1<sup>st</sup> Avenue and Broadway (to accommodate visitor traffic)</li> </ul>
<b>ADD CROSSWALKS, PAINTED OR RAISED:</b>
<ul style="list-style-type: none"> <li>● Across Alaska Street where it meets 23rd Avenue/Klondike Highway to connect the sidewalk with the pedestrian bridge to Seven Pastures.</li> <li>● 15<sup>th</sup> Avenue and Alaska Street (access to school)</li> <li>● On three sides at 8<sup>th</sup> Avenue and State Street</li> <li>● On three sides at Main Street and 8<sup>th</sup> Avenue</li> <li>● Broadway at some (e.g. 5th Avenue) or all intersections through 6th Avenue</li> <li>● 2<sup>nd</sup> Avenue and Broadway (all ways)</li> <li>● 2<sup>nd</sup> Avenue and Spring Street (add two crosswalks at this intersection, across 2nd Avenue and across Spring Street)</li> <li>● 2<sup>nd</sup> Avenue, just after the railroad tracks, to connect the trail along Pullen Pond with the Stream Walk</li> </ul>
<b>ADD MULTI-USE LANES AND TRAILS:</b>
<ul style="list-style-type: none"> <li>● 1-mile multi-use path on east side of Dyea Road as part of Skagway Loop Trail</li> <li>● Multi-use trail on airport dike, along Alaska Street from 15<sup>th</sup> to 23<sup>rd</sup> Avenue Bridge, as part of Skagway Loop Trail</li> <li>● Bike lane on Main Street</li> <li>● Install a system of connected, landscaped walking paths and parks/green space, between waterfront destinations, and from the waterfront to the Skagway Museum, gold rush era historic structures, and the Broadway historic shopping district</li> <li>● Complete Pullen Creek 'Municipal Loop' walking path from Congress Way to City Hall</li> </ul>



Figure T-9 Map Illustrating Recommended Transportation Improvements





## 7.2 Challenges & Opportunities for the Future

- The safety of visitors continues to be of concern given overcrowding of sidewalks and lack of defined crossings on Broadway
- Wayfinding signs for visitors and improved landscaping between the docks and the historic district is needed
- There are specific locations in residential areas where marked crosswalks, improved or added sidewalks, and bike lanes would help increase safety for pedestrians, including students: all of Main Street, across Alaska Street at intersection with 23<sup>rd</sup> Avenue, around Skagway School, and State Street
- Traffic flow can be improved, especially restricting some tour traffic from residential areas and restricting empty tour vehicles from traveling north to south on Broadway
- Parking of vehicles close to intersections along State Street makes crossing in a vehicle or as a pedestrian difficult
- The 55-year lease of the Ore and Broadway docks by WPYR, signed in 1968, ends in 2023
- Better separation of industrial and tourism uses of the Port
- The State of Alaska is a key partner given their ownership of roads within (e.g. Dyea Road) and to Skagway (e.g. Klondike Highway)
- Opportunities exist to maintain Skagway's generally excellent air quality through electrification

## 7.3 Transportation Goals, Objectives, Actions

### GOAL

**Provide an integrated, efficient, safe, and reliable transportation network that facilitates the movement of goods and people in and through Skagway.**

### 14 Transportation Objectives

1. Reduce congestion and improve pedestrian movement, crossings, and safety along Broadway and within the Historic District.
2. Provide for well-marked and safe pedestrian and vehicle travel along the waterfront, and to/from waterfront and town
3. Reduce congestion and improve pedestrian access and safety along Spring Street
4. Restrict tour traffic through some residential neighborhoods
5. Improve pedestrian movement, crossings, and safety on State Street
6. Improvements allow Main Street to become Skagway's premier walking and biking residential street
7. Improve pedestrian movement, crossings, and safety around School and on Alaska Street
8. Provide adequate and safe parking, reduce parking demand., and enforce limits

9. Identify clear list of enforcement priorities and work with police to increase warnings and citations
10. Modify public transit schedule to increase use by workers
11. Maintain safe, year-round road access to and within Skagway
12. Maintain and improve marine access to and from Skagway
13. Reduce Skagway's greenhouse gas emissions

## Objectives and Actions

### Table Key

Time: S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing  
 Funds Needed: L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objective and Actions		Time	Resp	Funds
<b>T 1 Reduce congestion and improve pedestrian movement, crossings, and safety along Broadway and within the Historic District</b>				
T 1A	Coordinate a Tourism Best Management Practices (TBMP) Committee meeting prior to each season to establish an agreement for upcoming season on where tour buses and vans will, and will not, travel. <i>Cross reference with ED 1A</i>	S	MOS, SMART bus, PD, Tour Businesses	L
T 1B	Prohibit (with exception as needed) <u>empty</u> tour vehicles (buses, vans) from travelling north to south on Broadway.	S	MOS, PD, Tour businesses	L
T 1C	Make Broadway a one-way street (from south to north) in 2020 for a trial month or season (May 1-October 1). Lane options are: <ol style="list-style-type: none"> <li>a) Make one lane of traffic for “through traffic” and the other lane for vehicles that want to pull over, stop to talk about the sights, then pull back into the driving lane (parking and bus stops remain as is)</li> <li>b) Have only one lane of vehicle traffic in the middle with one side of the street for parking and bus stops, and the other side of street for an expanded walking, biking area, place for benches, “pop-up parklets”, etc.</li> <li>c) Maintain two lanes of traffic but have parking and bus stops on one side only the other side for with an expanded walking, biking area, place for benches, parklets, etc.</li> </ol> Note: If Option (a) above is <u>not</u> implemented, tour vehicles wishing to travel slower than 10 mph should be required to pull over and stop.	S	MOS, PD, Businesses	M
T 1D	Install crosswalks: 1) at intersection of Broadway and 2 <sup>nd</sup> Avenue (all ways) and possibly add a crossing guard; and 2) at all intersections through 6 <sup>th</sup> Avenue, or at a minimum at 5 <sup>th</sup> Avenue.	S	MOS	L
T 1E	Widen the sidewalk from the Broadway Dock to 1 <sup>st</sup> Avenue.	S	MOS	M

Objective and Actions		Time	Resp	Funds
T 1F	Maintain ongoing and sufficient funding to repair, clean, and maintain wooden boardwalks.	O	MOS	M
T 1G	Determine rules and infrastructure for e-scooters and e-bikes.	S	MOS, PD, Tour businesses	L
<b>T 2 Provide for well-marked and safe pedestrian and vehicle travel along the waterfront, and to and from the waterfront and town.</b>				
T 2A	Add more and improved wayfinding signage, including: <ul style="list-style-type: none"> <li>a) Integrate color-coordinated wayfinding marks into sidewalks, coordinating with the “Welcome to Skagway” wayfinding maps;</li> <li>b) Develop better wayfinding signage and guideposts (including maps) around/to/at docks and through town that also communicate Skagway’s history;</li> <li>c) Consider adding signs that list what ship is moored at each dock (this would require changing each morning or historically appropriate electronic displays, e.g. split-flap display/Solari boards);</li> <li>d) Add sign at end of Ore Dock (heading into town) to direct pedestrians to walkway;</li> <li>e) Create Ferry Terminal signage: “Welcome to Skagway,” and for departing the historic district “Ferry Terminal Ahead” or “Dead End” or “Cruise ships not accessible”;</li> <li>f) Use universally understood symbols, such as WC for restroom, and ⓘ for information.</li> </ul>	S	MOS, WPYR	M
T 2B	Install a system of connected, landscaped walking paths and parks/green space, between waterfront destinations, and from the waterfront to the Skagway Museum, Gold-Rush-era historic structures, and the Broadway historic shopping district.	M	MOS	M
T 2C	Complete the Pullen Creek Stream Walk / Municipal Loop. Market as a Walking Loop that is part nature and part historic/shopping district so it helps relieve area congestion. <i>Cross reference with R 2B and L 1G</i>	S	MOS	L (grant funds)
T 2D	Install a crosswalk at 2 <sup>nd</sup> Avenue, just after the railroad tracks, to connect the trail along Pullen Pond with the Stream Walk.	S	MOS	L
<b>T 3 Reduce congestion and improve pedestrian access and safety along Spring Street</b>				
T 3A	Improve sidewalks: <ul style="list-style-type: none"> <li>• Add a sidewalk along the east side of Spring Street, from 2<sup>nd</sup> to 5<sup>th</sup> Avenue.</li> <li>• Complete the sidewalk along the north side of 2<sup>nd</sup> Avenue, from Spring Street to the railroad tracks.</li> </ul>	M	MOS	M
T 3B	Install crosswalks at key locations: <ul style="list-style-type: none"> <li>• Add two crosswalks at the intersection of 2<sup>nd</sup> Avenue and across Spring Street where the sidewalk terminates at Spring Street.</li> <li>• Across Spring Street to direct those exiting the Pullen Creek Stream Walk to cross over and enter the</li> </ul>	S	MOS	L

Objective and Actions		Time	Resp	Funds
	downtown shopping district.			
T 3C	Reach agreement with NPS about solution for narrow roadway at the corner of Spring Street and 5 <sup>th</sup> Avenue, which could include restricting tour vehicle use, widening the road.	S	MOS	L-M
<b>T 4 Restrict tour traffic through some residential neighborhoods</b>				
T 4A	Coordinate a Tourism Best Management Practices Committee meeting prior to each season to establish an agreement for upcoming season on where tour buses and vans will, and will not, travel.	S, O	MOS, WPYR, Tour businesses	L
T 4B	As part of Seven Pastures Master Planning (see Recreation chapter), determine if tour vehicles should be allowed or prohibited in Seven Pastures recreation area.	S	MOS, Tour businesses	L
<b>T 5 Improve pedestrian movement, crossings, and safety on State Street</b>				
T 5A	Expand line of sight for turning onto State Street by either: <ul style="list-style-type: none"> <li>• Enlarging the no-parking zone (20 feet now) by an additional 20 feet on both sides of State Street at intersections;</li> <li>• Adding ‘bulb-out’ curbs at corners, into State Street, that are the width of a car so pedestrians can stand out farther and see cars (and vice versa); or</li> <li>• Eliminating parking on State Street (south of 8<sup>th</sup>).</li> </ul>	S	MOS, DOTPF	M
T 5B	Add crosswalks at State Street and 8 <sup>th</sup> Avenue (on 3 sides).	S	MOS, DOTPF	L
T 5C	Coordinate with ADOT&PF immediately to integrate desired crosswalks and bulb-outs into design for State Street project.	S	MOS, DOTPF	L
<b>T 6 Improvements on Main Street allow it to become Skagway’s premier walking and biking residential street.</b>				
T 6A	Implement Main Street walking and biking enhancements: <ul style="list-style-type: none"> <li>• Narrow drive lanes to 11-foot striped lanes (common lane width in residential areas);</li> <li>• Add a 5- to 10-foot wide sidewalk on one or both sides of the street, from intersection with State Street (at south end by the Port of Skagway) to 23<sup>rd</sup> Avenue;</li> <li>• Add a 5- to 10-foot wide bike lane on one or both sides of the street, from intersection with State Street (at south end by the Port of Skagway) to 23<sup>rd</sup> Avenue.</li> </ul>	M	MOS, DOTPF	M-H
T 6B	Add missing sidewalk segment and enforce speeding by Little Dippers/Senior Center.	S	MOS, PD	L
T 6C	Add crosswalks: <ul style="list-style-type: none"> <li>• On three sides at Main Street and 8<sup>th</sup> Avenue;</li> <li>•</li> </ul>	S	MOS	L
T 6D	Complete Skagway Loop Trail, which includes a bike-walk portion along Main Street and the airport dike, and bike-walk portion on east side of Dyea Road: <ul style="list-style-type: none"> <li>• Designate unofficial dike as a multi-use trail (consult with users and landowners on design and regulations);</li> </ul>	M	MOS, DOTPF	M



Objective and Actions		Time	Resp	Funds
	<ul style="list-style-type: none"> <li>Work with DOTPF to add a 1-mile long, 4- to 6-foot wide multi-use path to east side of Dyea Road, from connection with Yakutania/AB Mtn trail system to cemetery/fire training site in order to complete loop trail. (see the Recreation chapter for more detail including Figure R-9)</li> </ul>			
<b>T 7 Improve pedestrian movement, crossings, and safety around School and on Alaska Street</b>				
T 7A	At intersection of 15 <sup>th</sup> Avenue and Alaska Street: <ul style="list-style-type: none"> <li>Install stop signs in both ways on Alaska Street where it intersects 15<sup>th</sup> Avenue;</li> <li>Add a crosswalk on Alaska Street where it crosses 15<sup>th</sup> Avenue;</li> <li>Consider finishing the 15<sup>th</sup> Avenue sidewalk to the intersection with Alaska Street, although the grassy area there now may suffice.</li> </ul>	S	MOS	L
T 7B	<ul style="list-style-type: none"> <li>Prioritize speeding and traffic law enforcement around the school. Options include issuing traffic tickets, a strategically placed moveable sign in the fall when school starts that flashes vehicle speed, and movable or permanent speed bumps.</li> </ul>	O	MOS, PD	L
T 7C	If possible, when redeveloping Garden City, do not make 16 <sup>th</sup> Avenue a through street for the safety of students.	S	MOS	L
T 7D	Add a crosswalk across Alaska Street where it meets 23 <sup>rd</sup> Avenue/Klondike Highway at the north end of town.	S	MOS	L
<b>T 8 Provide adequate and safe parking, reduce parking demand, and enforce limits</b>				
T 8A	Reduce all-day on street parking by: <ul style="list-style-type: none"> <li>Providing education about new municipal parking lots, offering incentives to use them, and enforcing 2-hour parking limit;</li> <li>Encouraging SMART bus to institute earlier pick-up hours to meet worker's schedules (see T-10 below). Businesses could provide incentives for SMART bus use;</li> <li>Prohibiting summertime parking north of the alley on the Spring Street curve, between 4<sup>th</sup> and 5<sup>th</sup> Avenues, since the narrow road makes it difficult to see parked cars when heading south.</li> </ul>	S	MOS, PD	L
T 8B	Hire a transportation professional to analyze current and possible parking strategies to meet downtown's tour provider, shopper, and worker needs while minimizing on-street parking in residential neighborhoods.	S	MOS	L-M
<b>T 9 Identify clear list of enforcement priorities and work with police to increase warnings and citations</b> <i>cross reference with PS 1A</i>				
T 9A	Acquire boots or tow truck as needed.	S	MOS, PD	L
<b>T 10 Modify public transit schedule to increase use by workers</b>				
T 10A	Adjust SMART Bus routing and schedule to better serve commuting residents and seasonal workers:	S	MOS, SMART	L

Objective and Actions		Time	Resp	Funds
	<ul style="list-style-type: none"> <li>Add morning SMART bus service around to include north end of town with 6:15 and 6:30 AM pick-ups for workers;</li> <li>Publicize new schedule and incentivize morning bus commuting rather than driving.</li> </ul>		Bus	
<b>T 11 Maintain safe, year-round road access to and within Skagway</b>				
T 11A	<p>Work with the State of Alaska, the Alaska State Legislature and the Canadian government to ensure that the Klondike Highway remains open year-round:</p> <ul style="list-style-type: none"> <li>Continue to lobby for improvements to and maintenance funding for the Klondike Highway.</li> </ul>	O	MOS, DOTPF, State Legislators, Canada	L
T 11B	<p>Work with DOTPF to maintain and improve State roads:</p> <ul style="list-style-type: none"> <li>Maintain and upgrade the state-owned Klondike Highway, Dyea Road, and Liarsville Road to improve safety while retaining the natural and historic character of each. Accomplish through dialogue and collaborative work with the DOTPF, road residents, road users, MOS, AP&amp;T, and the NPS;</li> <li>Periodically assess the status of State roads (Klondike Highway, Dyea Road, and Liarsville Road) and bridges (Pat Moore Bridge, Taiya River Bridge, Skagway River Bridge at 23<sup>rd</sup> Avenue, and William Moore Bridge at 14 mile Klondike Highway), so that the State and MOS can schedule maintenance and funding to prevent deterioration and emergency maintenance and repairs. Support State and federal funding for road improvements.</li> </ul>	O	MOS, DOTPF	M
T 11C	Track needed roadway improvements per priority, cost, and potential funding and incorporate into the MOS Capital Improvements Plan and submit for inclusion to the Statewide Transportation Improvement Plan.	O	MOS	L
<b>T 12 Maintain and improve marine access to and from Skagway</b>				
T 12A	Support regular AMHS (or other for public use) ferry service in Lynn Canal and improve frequency of service and scheduled hours of arrival and departure.	S, O	MOS, SE Conf, MTAB, DOTPF, State Legislators	L-M
T 12B	Maintain and improve barge service and related transportation facilities.	S, O	MOS, AML	L-M
<b>T 13 Reduce Skagway's greenhouse gas emissions</b>				
T 13A	Conduct a Greenhouse Gas (GHG) baseline inventory and establish municipal goals.	S	MOS	L
T 13B	<p>Increase electrification of current fossil fuel modes where feasible:</p> <ul style="list-style-type: none"> <li>Determine if electric capacity from renewable sources</li> </ul>	O	MOS	M

Objective and Actions	Time	Resp	Funds
<p>exists and the costs to bring shoreside power to cruise docks and require use while in port;</p> <ul style="list-style-type: none"> <li>● Install electric vehicle charging stations;</li> <li>● As Municipal vehicles need replacement do so with electric vehicles where practical;</li> <li>● Consider partial sales tax rebate for tour/sightseeing/guiding businesses that adopt electric vehicles.</li> </ul>			







## 8 RECREATION

### GOAL

Continue to recognize the importance of recreation in local quality of life and its influence in decisions people make to move to, and remain in, Skagway. Maintain and expand outdoor and indoor recreation assets, facilities, and opportunities in Skagway.

### 8.1 Current Status, Concerns to Address

#### Recreation and Quality of Life are Closely Linked in Skagway

Skagway has a diversity of both indoor and outdoor recreation. When residents are asked about their quality of life and what they love about Skagway, access to recreation is at or near the top of almost everyone's list. This is not a coincidence—both the Municipality and residents work hard to support, maintain, and improve recreation facilities, assets, and opportunities.

Indoor recreation revolves around the Skagway Recreation Center (that also has an outdoor playground and skate park), but also includes the Skagway School gym, and the many fraternal organization or bar pool tables, karaoke and trivia contests, and bowling lanes, socializing and playing music at the (seasonal) senior center, morning coffee klatches at local restaurants, and more.

Outdoor recreation centers on Skagway's many trails, open spaces, and park and field assets. Activities are wide-ranging and vary from softball, soccer, and disc golf to walking, hiking, biking, and running, to back country and cross country skiing and snow shoeing, to ATV and snow-machining, to berry picking, fishing, picnicking, fun at playgrounds, using the skate park, par courses, and much more.



## Municipality of Skagway Supports and Manages Recreation

The Municipality of Skagway (MOS) is a strong supporter of recreation. It owns, staffs, and funds operation of the well-used Skagway Recreation Center (In FY 20 there are 2-3 fulltime and 4-5 full or part-time seasonal staff, with a budget of \$577,000 and approximately \$180,000 in membership and other revenue).

The MOS also has a Parks and Recreation staff and budget to maintain and expand trails and parks owned by the Municipality of Skagway as well as conduct landscaping, grounds and cemetery maintenance, and RV Park duties (In FY 20 the budget is \$555,000 and includes 8 seasonal crew and \$25,000 targeted for trails maintenance; revenues include an estimated \$400,000 from RV Parks and \$1,600 from the rifle range).

The MOS manages its land and infrastructure to support recreation use by residents in a number of ways. In 2004, it supported preparation of the 2004 Skagway Comprehensive Trails Plan.

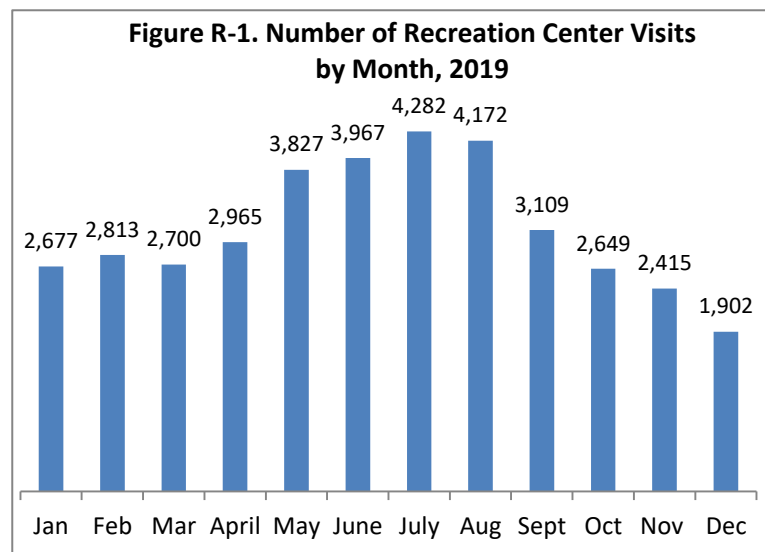
The MOS prohibits commercial use of municipal trails and recreation property, with a few permitted exceptions, to help ensure these assets are available for residents and off-tour visitors to enjoy.

Skagway manages land within the borough for a diversity of recreational uses. This includes establishing Future Growth Map designations for Recreation/Open Space and Recreation Reserve, and developing and codifying local management plans that completely or partly focus on recreation for Dyea ([SMC 16.10](#)), Dyea Flats ([SMC 16.08](#)), Dewey Lakes Recreation Area ([SMC 16.12](#)), Nahku Bay Conservation Area ([SMC 16.14](#)), and West Creek (not codified). Skagway also has two Area Meriting Special Attention (AMSA) Plans under the now defunct Alaska Coastal Management Program (ACMP) that focus on recreation: the Pullen Creek and Pond AMSA and Yakutania Point AMSA. While the ACMP no longer exists, Skagway exercised municipal control and codified its coastal program for its own implementation ([SMC Title 17](#)).

## Skagway Recreation Center, Use and Need for Expansion

Use of and revenue from the Municipality of Skagway Recreation Center has been climbing steadily since it opened in the early 2000s (Figures R-1 and R-2). While summer time use is highest due to Skagway's larger seasonal population, it is its availability and use in the long, dark, windy, winter months that is most important to year-round residents and families.

The Skagway Recreation Center (SRC) is so popular that it is often overcrowded and cannot meet community demand. Both safety and maintenance upgrades and more space are needed if the SRC is



to serve current users and the projected increase in year-round and seasonal populations. For example, the overcrowded weight room, pictured below, can only hold a few people doing a workout circuit while others wait in line or out the door; or you finish one machine and may wait 10 minutes before you can begin free weights or the next machine.

Childcare was in the gym in the evenings, but now is forced to the more confined netted rock climbing area as the gym is busy most nights for fast-paced adult basketball, hockey, or pickle ball.

Demand often exceeds capacity for children's programs too; for example, Summer Camps are filled to capacity and have waiting lists, and daily afterschool care offered for the school year from 3:15-5:00 pm is very busy. Skagway School and the SRC are discussing options for working together to meet the community's afterschool program needs while using both facilities to meet the needs of a larger group and elementary age youth needing



afterschool care. The Recreation Board should speak with the Skagway Child Care Council too about collaborating with Little Dippers and other childcare options/providers.

The MOS 2019 Recreation Survey asked several questions about Recreation Center Expansion (Figure R-3). A total of 96 residents completed the survey, 62 have lived in Skagway for over 10 years, 16 for 6 to 10 years, and 18 for 0 to 5 years.

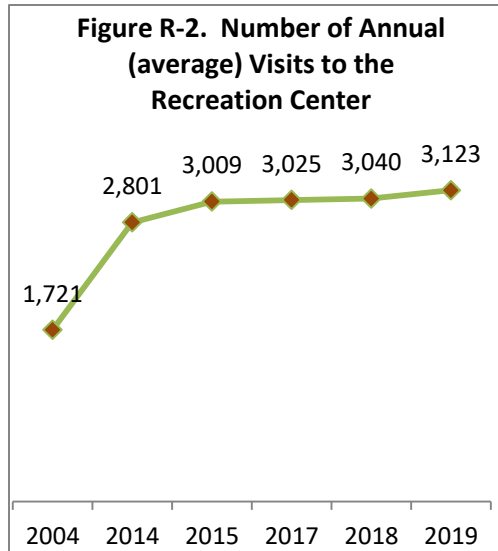


Figure R-3. At the Recreation Center, Would You Support...	Yes	No
More group fitness classes	75%	23%
Additional or upgraded showers	55%	40%
Racquetball courts	48%	48%
A 4-lane pool	67%	30%
A learning to swim/senior/rehab pool	78%	22%
More space for childcare & after school programs	67%	32%

*Source: MOS 2019 Recreation Survey*

Responding to community sentiment, expansion plans include a swimming pool. Many studies and designs have considered a pool over the years but have been rejected due to costs. In an effort to

balance the needs and interests of the community and cost, two separate architect firms and USA Swimming looked carefully at SRC expansion space, programs, and costs between 2015 and 2017. The preferred design is space- and cost-efficient and includes:

- Required safety/facility maintenance (HVAC, painting, electrical, restrooms);
- Expanded administrative area to serve both a larger facility and create a real office (rather than operating out of the entrance way and radio station);
- New and larger fitness rooms;
- A 4-lane and therapy/learn-to-swim pool with built-in operational and cost efficiency measures;
- Elimination of corridors and excessive meeting space to create a racquet ball court that can also serve as a meeting room and activity room for child and family programming; and
- Removal of geothermal ground source heating.

If construction started in 2020, the estimated cost is \$18.3 million if built in phases, or \$17.4 million if built at once.

During the comprehensive planning process 76 residents ranked possible Capital Improvement Projects at a booth during the Health Fair. Residents ranked two top priorities, one of which was “Expand Recreation Center to accommodate community demand for court, exercise space. If feasible, include modest-size pool for aqua-aerobics, learn to swim programs, laps.”

Proposed funding is a 1% year-round dedicated sales tax (excluding residential and commercial rent payments), which must be ratified by the voters, that would be used both to pay off bonds and for center operations. Prior to the vote, those supporting the SRC expansion should develop explanatory materials regarding what is proposed, the community process that led to the proposal, and the financial plan. Then, host community conversations and informational sessions. In order to prevent construction delays, another option to consider is placing two optional initiatives on the ballot, one with a pool and one without to see which (if either) is approved.

## Park and Trail Infrastructure in Skagway

The Municipality owns and maintains parks in town, including:

- Skagway Centennial Park at 1<sup>st</sup> Avenue and Broadway, this park includes the Municipality’s centennial statue of a Tlingit packer leading a prospector up the Chilkoot Trail in 1897.
- Pullen Creek Pond and Park, and the Pullen Creek Stream Walk. The Pullen Pond Park is used to picnic and fish while the new ADA accessible interpretative Stream Walk follows the creek (soon to extend to the Skagway Museum). There is also a now unused fish hatchery on the creek.
- Footbridge to Yakutania Point and Smuggler’s Cove at the south of the airport crosses the Skagway River to an area with waterfront trails, an exercise course, picnic spots, and a Pet Cemetery.
- Mollie Walsh Park at the east end of 6<sup>th</sup> Avenue is a small play park named for a woman who befriended miners on the trail at Log Cabin.
- Gold Rush Cemetery and Reid Falls. This is a half mile past the railroad shops and the desperado Soapy Smith and town hero Frank Reid are buried there. The falls are a short walk up the hill.

- Seven Pastures Park and Dedman Stage is located just across the Skagway River highway bridge and is reached by road or the Pat Moore memorial footbridge. This large park features two softball fields, a soccer field, a disc golf course, bike-cross area, picnic grounds, and the Dedman performance stage that opened in 2015.
- Skagway Overlook is a turnoff and platform at Mile 2 on Dyea Road that offers a wonderful view of the downtown area, waterfront, and peaks above Skagway. It was originally built by the army during World War Two.
- Nahku Bay Conservation Area (Mile 5, Dyea Road), is the home of the late Bud Matthews' cabin as well as the remains of the wreck of the vessel "Canada" (seen a very low tides). The area is highly valued for its historic, scenic, rustic, and recreational values.
- Dyea Flats within the Klondike National Historic Park. Dyea was a frenzied boomtown during the Klondike Gold Rush; all that's left now are a cemetery and the scattered remains of a wharf and buildings in the old townsite. Favorite stops are the Chilkoot Trailhead, Dyea Flats, and Slide Cemetery. Continuing on the marked roadway leads to Dyea Flats, within the park but managed by the MOS. There is an information kiosk about the flats environment with photos of what the area looked like during the Gold Rush and a small campground in the trees with a self-registration kiosk with numbered sites. In addition to its historic values, the area is valued as a quiet getaway for residents during the summer.



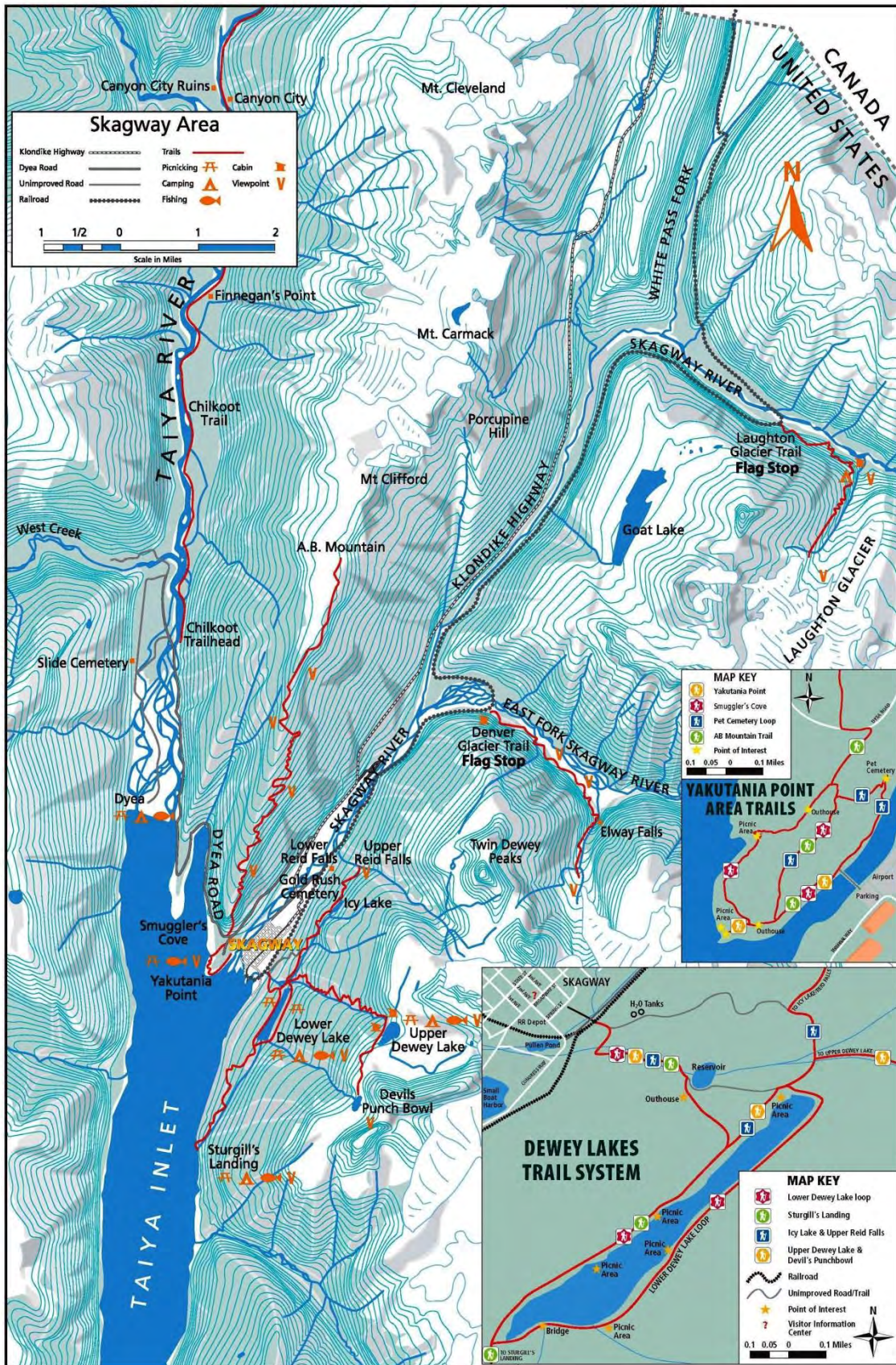
**New trail from start of Service Road (off Dyea Road) to Smugglers-Yakutania Trail**

A map of most of Skagway's trails, courtesy of the Skagway Visitor and Convention Bureau, is on Figure R-4, and are as follows (*length and landowner in parenthesis*):

- Chilkoot Trail (33 miles, NPS)
- Gold Rush Cemetery and Lower Reid Falls (4 miles, MOS)
- Yakutania Point and Smuggler's Cove Trails (2+ miles, MOS) There are several trails in this area that are accessed either off the pedestrian bridge by the south end of the airport or off Dyea Road. During summer of 2019, municipal staff put in a new trail from the service road off the Pet Cemetery Trail to the trail between Yakutania and Smugglers on the south end. This created an alternative to using the service road for hiking, biking and running.



Figure R-4. Skagway Trail Map





- Dewey Lakes Trail System In the last decade, a concerted effort has occurred by the MOS to improve the Upper Dewey Lakes trail system, including the trail between it and Icy Lake/Upper Reid. (MOS, includes: Lower Dewey Lake Loop-0.9 mile to lake and 3.6 miles around lake, Upper Dewey Lake -6.9 miles, Icy lake and Upper Reid Falls - 6.9 miles, and Sturgills Landing - 7.9 miles)
- Laughton Glacier and rental cabin (3-5 miles, USFS)
- Denver Glacier and rental caboose cabin (4-6 miles round trip, USFS)
- Devil's Punchbowl (9.4 miles from Upper Dewey Lake, MOS)
- AB Mountain (10 miles, MOS)
- Lost Lake (2.5 miles, MOS)
- West Creek Road and Trail (3 miles, MOS)
- Log Cabin Ski Area/Trails. This popular cross country/back country ski area is maintained as part of an international partnership between Skagway's Log Cabin Ski Society and the BC Ministry of Forests.

## Trail Planning and Improvements Needed due to Increased Demands

Crowded trails were reported during summer of 2019, particularly those close to town such the Dewey Lakes Trail System and those in the Yakutania Point area. This is not unexpected given steadily increasing numbers of visitors, cruise ship crew (many of whom enjoy a hike while in port), seasonal staff, and residents. Summer of 2019 MOS staff report passing 20-25 people hiking to Upper Dewey Lakes, a big increase that adds wear and tear on the system and means less chance to escape crowds.

Creating new trails close to town can address current overcrowding by helping to spread people out. A challenge is added construction and maintenance costs, limited opportunities, and that there is essentially a single access point for the whole Dewey Lakes trail system.

There is growing local interest in mountain biking, not surprising given local terrain and increasing numbers of active adults and youth in town. Planned and hardened trails for this use are needed to prevent random erosion and wear and tear, and to meet this interest and demand. Mountain bikers have pioneered a side trail off the AB Mountain. The MOS needs to determine if this will become an official MOS trail, whether it needs any improvements to prevent erosion and ensure safety, and whether it will be responsible for maintenance. In addition, there has been interest for years in creating a mountain biking trail (maybe for ATVs too) to Dyea, either from AB Mountain (Telegraph Trail) or from

**Figure R-5. Would you support having a dog park?**

Yes	No
63%	34%
<i>Source: MOS 2019 Recreation Survey</i>	

**Figure R-6. What kind of trails would you like to see added?**  
(Please number in order of priority with 1 = most important and 5 = least important)

	Weighted Score
Hiking Trails	1.6
Biking Trails	2.5
Multi-Use Trails (all of the choices listed)	2.9
Horseback Riding Trails	3.7
All-Terrain Vehicle (ATV) Trails	4.2
<i>Source: MOS 2019 Recreation Survey, Weighted Scores-Sheinberg Assoc</i>	

Yakutania (Dyea-Klondike Wagon Road Trail). Could a Trails Improvement Group or club help MOS staff plan, survey logical routes, acquire landowner permission, construct, and maintain mountain biking trails?

During plan development several other park or trail improvements were raised including a dog park, a walking path separated from traffic from town to Seven Pastures, protecting disc golf uses at Seven Pastures, need for a campground near town, increasing recreational use by Matthews cabin and Nakhu Bay, and more. Several trail projects in the 2004 Skagway Comprehensive Trails Plan are now complete; however, many of the “Wish List” trails described in the plan have not been constructed, and new trail ideas and needs have developed since that time.

To help prioritize future investment and work, MOS Parks and Recreation staff conducted a Recreation Survey in late 2019. A total of 96 residents completed the survey, 62 have lived in Skagway for over 10 years, 16 have lived in town for 6 to 10 years, and 18 from 0 to 5 years. Ninety percent of respondents said recreation was either extremely or very important to them and their families. Hiking and biking trails are the most desired improvements (Figure R-6). The survey had two open-ended questions, one allowed residents to cite three locations where they’d like to see trail improvements, the second was a place to write any additional comments they wished to make. Responses from either question that were location-specific were grouped together on Figure R-7. Some of the detailed comments are embedded in the table at Figure R-8.

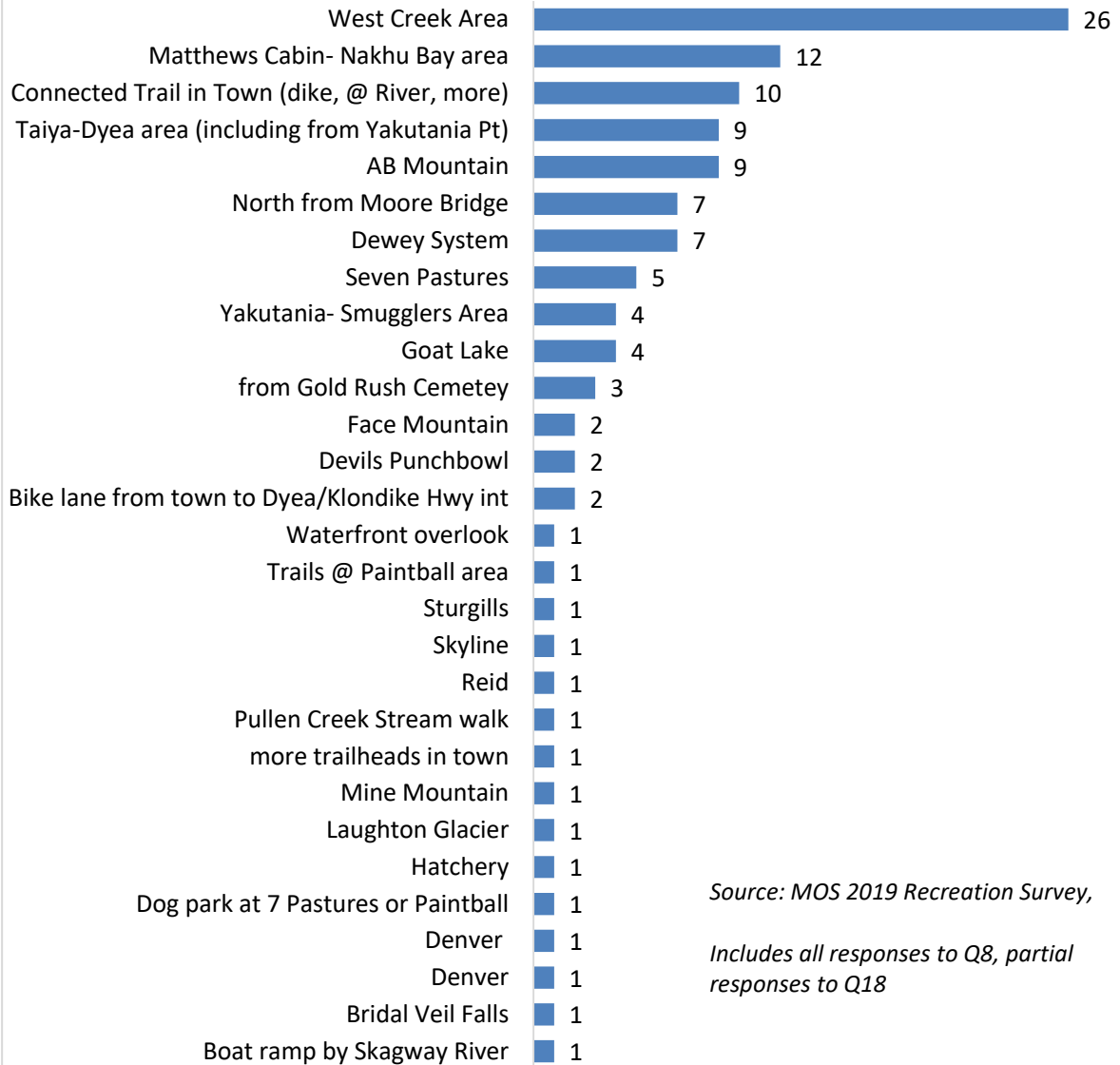
The five highest priority areas for improvement are:

- West Creek-Lost Lake area
- Around the Matthews Cabin and Nakhu Bay Conservation Area
- A trail separated from traffic from town to 7 Pastures, a Skagway Loop Trail
- A multi-use trail from Yakutania to Dyea (or AB Mountain to Dyea)
- Improvements at AB Mountain

Trail congestion near town is due to independent visitors or cruise visitors and crew using trails on their own as there is no commercial use of municipal trails. In addition to building more trails to disperse people, another way to relieve pressure could be to establish trails open to commercial use. During Comprehensive Plan development, some wondered if there were opportunities to do this, and if the community supported the idea. Possible examples are municipal land north and east of Reid Falls, or on State, Alaska Mental Health Trust, or private land on the east slope of AB Mountain.

Following is a list of Skagway’s desired parks, trails, and recreation improvements, status of improvement/project, and if relevant, results of the 2019 Recreation Survey.

**Figure R-7. Where Would you like to see Trail or Recreation Improvements?**  
*(number of times location was cited)*



*Source: MOS 2019 Recreation Survey,  
 Includes all responses to Q8, partial  
 responses to Q18*



**Dewey Lake Run, Photo: Skagway News**



### R-8. Desired Outdoor Recreation Improvements

(listed roughly from S to N, Town to West Creek, numbering does not reflect any priority)

Improvement	Area	Description (Status if relevant)	Lead
1. Connected Pedestrian Paths, Parks, and Green Space	Water-front	An Assembly ad hoc Open Spaces in Skagway (OASIS) committee is working to enhance the quality of life of community residents and the experience of seasonal visitors by developing green areas - starting with a Welcome Garden and Shoreline Park —and to link them in a cohesive green belt system, which is accessible and inclusive to all. It also desires a greater green belt system that runs through town. In the Land Use/Future Growth chapter, Future Growth Map L-16 and the illustration at L-17A outline a greenbelt system and where improvements are needed to accomplish this.	MOS
2. Pullen Creek Stream Walk- Municipal Loop	Town	In 2020-2021, the Pullen Creek Stream Walk- Municipal Loop, from Congress Way to the Skagway Museum at Seventh Avenue, will be completed. This hardened ADA-accessible path with overlooks and interpretive signage can be part of a Municipal Walking Loop for visitors who could walk one way on this beautiful path and the other way along the Broadway historic and shopping district. This loop will help relieve pedestrian congestion in the summer months in town. Include signage about anadromous fish and storm water.	MOS
3. Yakutania Point and Smuggler's Cove Trail System	Near town	MOS Parks and Recreation staff flagged in and began brushing a new branch trail in 2019 that will be completed in 2020. It can be seen in the photo on page 85 and is on all the Land Ownership and Future Growth Maps. On the north, it is off Dyea Road's service road, which is off the Pet Cemetery Trail, and goes to the trail between Yakutania and Smugglers on the south. It is an alternative to using the service road for hiking, biking and running. It is close to town and goes through a forested, mossy, green habitat.	MOS
4. Skagway Loop Trail, separated from traffic, from town to Seven Pastures, to Yakutania Point.  See Figure R-9 and Future Growth Map L-16 in Land Use chpt	Town	The goal is to create a loop trail. This was one of most requested improvements during Comp Plan development and in the 2019 Recreation Survey. It would be a path, separated from traffic, along the airport dike (across from the school) to Pat Moore Bridge to Seven Pastures and then—because private property and terrain prevent a path entirely around the river—would go from Seven Pastures onto a new trail segment through either the cemetery or fire training facility, to Dyea Road. At that point it would turn onto a 1-mile long paved 4- to 6-foot-wide bike and walking path on the east side of the road (that the state must install) to the MOS Service Road. Here it connects to one of several trails to Yakutania Park, to the footbridge to the airport. From the airport it is on new widened sidewalks and bike lanes along Main Street (a mid-2020s project) to the school where it will cross over the airport dike.	MOS, State DOT
5. Trails north of Pat Moore Bridge (23 <sup>rd</sup> Ave)	Near Town	Several comments in the MOS 2019 Recreation Survey suggested new trails north of the 23 <sup>rd</sup> Ave Highway Bridge including along the river, along but off of the Klondike Highway, and up the highway around Black Lake area on west side of road.	MOS, State DOT, Private
6. Seven Pastures Master Planning	Near Town	Since 2009 MOS has stated a desire to complete a Master Plan for the area south of (but including) Seven Pastures along the river to provide predictability and ensure current and future uses are compatible. Pursue municipal acquisition of the land adjacent to the Skagway River from the State. Anticipated uses in this area, which is subject to periodic flooding, may include picnic areas, disk golf/ frisbee, a 3-hole golf area, additional	MOS, State

Improvement	Area	Description (Status if relevant)	Lead
		playing fields, community gardens, an ATV trail, and similar uses.	
7. Dog Park	Town or Near	Public comment during Comp Plan development and 2019 Recreation Survey show desire and support.	MOS, State
8. AB Mountain-Hiking	Near town	The existing AB Mountain trail is rough in places, sometimes even requiring ropes; improvements are needed. In 2018, the MOS marked the route at the top where it is just open, which can be very confusing when fog or clouds roll in. There are usually a few search and rescues every year in this area and in 2019 the only one was an injured hiker from a fall, so it appears that marking the trail helped. A new access to AB Mountain from the Moore Pedestrian Bridge is one idea to spread people out; however, the steep grade could limit the number of people that would use this. Could flagging it and adding signage suffice? Another idea is to extend the AB Mountain hiking trail to International Falls for advanced hikers.	MOS, AMHT
9. AB Mountain-Biking	Near Town	Mountain bikers have created an informal trail off AB Mountain to Dyea Road. Decisions are needed on whether this will become an official MOS trail, are any improvements needed to prevent erosion and ensure safety, and will the MOS responsible for maintenance.	MOS, AMHT
10. Yakutania to Dyea (or AB Mnt to Dyea)	Near Town to Dyea	A multi-use trail (hiking, mountain biking, ATVs) to Dyea, either from AB Mountain (Telegraph Trail) or from Yakutania (Dyea-Klondike Wagon Road Trail).	MOS, private AMHT, state
11. Campground	Town or Near	There is widespread agreement that a seasonal campground in town is needed to replace Hanousek RV Park & Campground. The former paintball course is identified as a good location. The MOS would install a 4,000-gallon water tank and a porta-potty/shower.	MOS
12. Extend Upper Dewey Lake Trail to Denver Glacier Trail	NE of Town	In the short-term, this could be implemented with cairns but would require trail development in the future.	USFS, State
13. Gold Rush Cemetery Area	Near and NE of Town	Are there any public (or commercial) hiking opportunities on the new MOS land on the mountain side of Gold Rush Cemetery/Reid Falls? (See Land Ownership map at Figure L - 13)	
14. Old White Pass City/Brackett Wagon Road	NE of and Near Town	This multi-use (bike, hike) trail could start at the parking lot at AP&T's Goat Lake Hydro Project. The hiker would cross the river by bridge and access the trail below the tracks. The trail would head north to the boundary with the NPS White Pass Unit and from there it could be diverted to the Klondike Highway with a short access trail.	NPS, MOS, WPYR
15. Alaska Road Commission Road to Denver Glacier trailhead	NE of Town	This multi-use trail would get people off the railroad tracks, and be well used by both tourists and locals. The train tracks recently were moved to the old Wagon Road, so a portion of this trail would now have to cross an area that is now cliffs. This means either blasting or a trail that goes up and over the cliffs; the former is favored as many people would not be able or would not cross up and over the cliffs.	MOS, WPYR, USFS
16. Devils Punch Bowl to Sturgills Trail and/or to Lower Dewey Lake Trail	SE of Town	This would create several possible loops off the Dewey Lakes Trail System. Other desires are to add a shelter and outhouse at Sturgills Landing.	MOS
17. Denver Glacier Trail to S	NE of town	In the short-term, this could be implemented with cairns but would require trail development in the future.	USFS

Improvement	Area	Description (Status if relevant)	Lead
Glacier			
18. Goat Lake Hiking Trail	NE of town	This would require an agreement with AP&T for public access to the hydro pipeline along Pitchfork Falls.	AP&T, USFS
19. Loughton Glacier Trail to Warm Pass	NE of town	In the short-term, this could be implemented with cairns but would require trail development in the future.	USFS
20. Matthews Cabin, Nahku Bay Rec Area	Dyea Road	Nahku Bay Conservation Area is an area of local, regional and state significance (SMC 16.14). Ideas from the 2019 MOS Recreation Survey for this area include: Create a park at the very tip. A loop in the area would be lovely. Put in a walking/hiking path to Nahku Bay. A hiking trail and remote campground up Matthews Creek. Tent only camping trail up behind Mathews Creek at Long Bay. Install a bathroom now that this is MOS.	MOS
21. Dyea Flats Campground	Dyea Flats	Install a donation box at campground to help cover maintenance fees, and to add covered areas, fire pits, and picnic tables south of campground.	MOS
22. New Lost Lake Access	West Creek	Construct a “zig-zag” trail from Jay Frey Bridge off West Creek Road to Lost Lake. This implements a recommendation from the 2014 West Creek Master Plan. This new trail is flagged and in the design phase. Plan is for a new trail, rental cabin, and outhouse at Lost Lake.	MOS
23. Trail to West Creek Glacier	West Creek	Construct a trail along the north side of West Creek to the West Creek Glacier terminus, or, a trail along the north and south sides that connects at the West Creek headwaters/Back Glacier area to make a loop. These trails would enhance access to the backcountry.	MOS

## Increase Capacity for Trail Improvements and Maintenance

There are a few opportunities to increase the ability to accomplish trail improvements and maintenance.

The Skagway Traditional Council receives Tribal Transportation Program funding for trail/road/ transportation projects from the federal Bureau of Indian Affairs and receives other funding for recreational activities. The Municipality of Skagway and Skagway Traditional Council are finalizing a Memorandum of Agreement to work together on eligible trail projects.

There are reports of a group of “Trail Lovers” getting together in 2019 to further trail planning and development in Skagway. The MOS or volunteers should take the lead on creating a Trail Improvement Group (TIG). It could be an appointed group that reports to the Assembly’s Parks and Recreation Committee, or a non-profit like [Trail Mix, Inc.](#) dedicated to developing and maintaining trails in cooperation with multiple landowners. This group could take the lead on trail planning, help with fundraising and gathering volunteers for work parties, and support MOS Parks and Recreation staff and recreational staff at the NPS and USFS. Factors favoring the formation of a group like this are:

- Skagway has trails that do and could cross land owned by multiple parties;
- There is a diversity of possible funders for recreation and trail improvements (Municipality, Skagway Traditional Council, US Forest Service, National Park Service, and businesses whose employees and crew enjoy and use trails); and
- There are passionate advocates for different types of recreational activities.

A group like this could help update the 2004 Skagway Comprehensive Trails Plan.

## West Creek

The Municipality of Skagway will soon receive title to 3,040 acres in the western part of the borough in the West Creek area as part of its municipal entitlement. Access to the area is off the primitive, one-lane West Creek Road from the West Creek Bridge in Dyea, 10 miles from Skagway. The road was last brushed in summer 2019 and, before that, in 2014.

This access road and valley are favorites among locals for easy access into the backcountry of the West Creek Valley. West Creek is remote enough that it attracts few tourists, so Skagwegians can escape the summer crowds from town and Dyea and do a variety of recreational activities in a place that is remote, beautiful, peaceful, and quiet. Residents value the natural setting with little trace of human impact other than the road, trails, and where firewood is gathered. The area offers abundant resources and recreational opportunities.

The 2019 MOS Recreation Survey (Figure R-7) showed that trail improvements in the West Creek area are the community's top trail priority.

The 2014 [West Creek Master Plan](#) was adopted into the Skagway Comprehensive Plan in 2014. It establishes three management areas, each with detailed direction on desired improvements, and land uses and activities to encourage, conditionally allow, and prohibit to assist with its implementation.

For example, there is no informational signage in the area other than the sign on the Jay Frey Recreation Bridge prohibiting motorized use. A recommendation is to add low-key signage at the West Creek and Jay Frey Bridges to let people know the rules and thus set expectations and increase safety. Signage should alert people to Pack Your Trash Out, identify level of fire danger, be a place to indicate when traplines are active to protect people and dogs, set expectations about how non-motorized and motorized users share the area, cover bear safety and tell area users that they are "Traveling at Own Risk," and provide some area history.

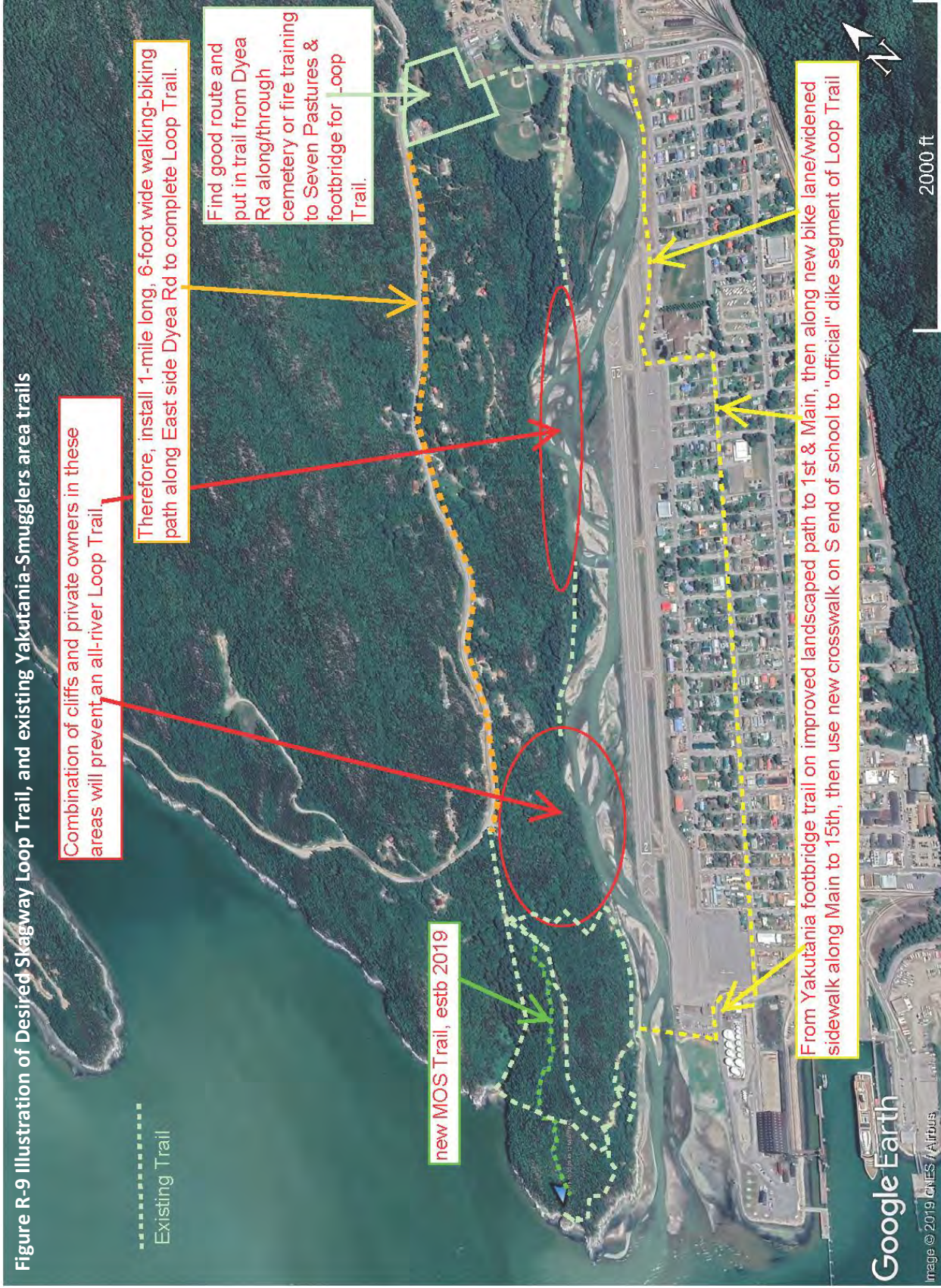
Trails can be identified but trail maps are *not* particularly desired in order to keep this area for local use. In addition, the area's current zoning is Residential Conservation (RC). Because allowed and prohibited uses in the RC Zoning District do not align with the future management intent or actions described in the West Creek Master Plan, a new "Remote Recreation and Resources" Zoning District for the West Creek area should be developed for adoption (page 54 in West Creek plan). Alternatively (but less straightforward) management intent and rules could be codified as they are for Nakhu Bay, Dyea Flats, and Dyea.



*Flagging new trail to Lost Lake from  
West Creek, 2014*



Figure R-9 Illustration of Desired Skagway Loop Trail, and existing Yakutania-Smugglers area trails



## 8.2 Challenges & Opportunities for the Future

- The Skagway Recreation Center (SRC) is so popular that it is often overcrowded and cannot meet community demand.
- An increasing number of visitors and residents are crowding trails near town in the summer.
- It is time to update trail planning and set priorities for desired improvements.
- Are there any areas where development of a commercial hiking tour/trail would be appropriate?
- Opportunities exist to increase capacity to accomplish trail work by partnering with Skagway Traditional Council and by forming a multi-partner Trails Improvement ad hoc committee or a Non-Profit.
- Developing a cohesive system of linked green spaces along the waterfront that are accessible to all users will enhance the quality of life of residents and the experience of seasonal visitors.
- Additional hiking trails in the West Creek area is the community's top priority per the MOS 2019 Recreation Survey.

## 8.3 Recreation Goals, Objectives, and Actions

### GOAL

**Continue to recognize the importance of recreation in local quality of life and its influence in decisions people make to move to, and remain in, Skagway. Maintain and expand outdoor and indoor recreation assets, facilities, and opportunities in Skagway.**

### 4 Objectives

1. Maintain and improve outdoor recreation opportunities including parks and trails, and playing fields. Activities for youth and seniors deserve special attention.
2. Enhance the quality of life of residents and the experience of visitors by developing a network of linked green areas along the waterfront and through town that are accessible for all users.
3. Enlarge the Skagway Recreation Center to meet current and expected future demands for its use.
4. Update Skagway zoning code to support and protect recreation; follow and enforce plans adopted by ordinance.



## Objectives and Actions

### Table Key

Time: S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing  
 Funds Needed: L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objective/Action		Time	Resp	Funds
<b>R 1 Maintain and improve outdoor recreation opportunities including parks, trails, and playing fields. Activities for youth and seniors deserve special attention.</b>				
R 1A	Update Skagway Comprehensive Trails Plan based on results of MOS 2019 Recreation Survey and Skagway 2030 Comprehensive Plan Recreation Chapter.	S	MOS	L
R 1B	Establish a Trail Improvement Group (TIG) to develop and maintain trails in cooperation with multiple landowners. It would be either an appointed group that reports to the Assembly's Parks and Recreation Committee or a non-profit.	S, O	MOS, STC, NPS, USFS, businesses	L
R 1C	Develop and execute a strategy for trails funding, using expertise and resources of MOS, partners, and grants	S	MOS, TIG, STC, NPS	
R 1D	Recognize that Skagway is an outdoor recreation destination, and that Skagway's trail system is important to attracting and retaining families, young adults, and other residents as well as seasonal employees. <i>Cross reference with ED 4</i>	O	MOS, CVB, Chamber, SDC businesses, ski club	L
R 1E	Complete a Master Plan for the area south of (but including) Seven Pastures along the river to provide predictability and ensure current and future uses are compatible. <ul style="list-style-type: none"> <li>Anticipated uses in this area, which is subject to periodic flooding, likely will include some combination of picnic areas, a disc-golf course, a 3-hole golf area, additional playing fields, community gardens, ATV trail, a place to play corn hole, a dog park, a track, and similar uses.</li> <li>Pursue municipal acquisition of the land adjacent to the Skagway River from the State.</li> </ul>	S	MOS, State, public	L
R 1F	Support trail, park, and recreation improvements by other landowners within the Borough, including the Klondike Gold Rush National Historical Park, the Tongass National Forest, Bureau of Land Management, and the State of Alaska.		MOS, NPS, USFS, BLM, State	
R 1G	Keep City trail maps up to date.	M, O	CVB, MOS	L
R 1H	Determine if there is public land (MOS or other) near to town that could be suitable to lease for development of a commercial hiking experience.	M	MOS, AMHT, USFS, biz	L
<b>R 2 Enhance the quality of life of residents and the experience of visitors by developing a network of linked green areas along the waterfront and through town that are accessible for all users.</b>				

Objective/Action		Time	Resp	Funds
R 2A	Create a system of linked green walking paths and spaces along the waterfront from Pullen Creek to Yakutania Bridge, accessible to all users, with wayfinding signage for tourists to/from docks and town. Include trees and landscaping to better screen pedestrians from wind and dust. Include Welcome Garden and connected walking paths in grassy area between Pullen Pond and Centennial Park. <i>Cross reference with ED 2A and L 3E</i>	S	MOS, OASIS, SGY organic gardening society, STC, waterfront businesses, others	M-H
R 2B	Complete Pullen Creek Stream Walk and Municipal Loop. Market as a Walking Loop that is part nature and part historic/shopping district so it helps relieve area congestion. <i>Cross reference with L 1G and T 2C</i>	S	MOS	L (grant funds)
<b>R 3 Enlarge the Skagway Recreation Center to meet current and expected future demands for its use.</b>				
R 3A	Move vote on 1% sales tax funding for recreation center expansion, including a pool, to ballot. Prior to voting: <ul style="list-style-type: none"> <li>• Develop explanatory materials regarding SRC expansion facility and process.</li> <li>• Host community conversations and informational sessions prior to vote.</li> <li>• To prevent construction delay, consider two 1% sales tax ballot initiatives, one with and one without pool.</li> </ul>	S	MOS, SRC Advisory Bd	L
R 3B	Construct Recreation Center expansion.	S-M	MOS	H
R 3C	Develop a program to assist the business community to understand that a healthy lifestyle reduces health care costs and that a healthy workforce promotes economic growth and prosperity. Encourage businesses to offer employee memberships to the Recreation Center. Develop a program to promote outdoor activity as a means of reducing the incidence of certain diseases and obesity.	S	DMHC, SRC, MOS, School, businesses, civic orgs., churches	L
<b>R 4 Update Skagway municipal code to support and protect recreation; follow and enforce plans adopted by ordinance.</b>				
R 4A	Codify implementation measures from the West Creek Management Plan.	S	MOS	L
R 4B	Create a Public Land and Recreation (PLR) and/or Remote Recreation (RR) zoning district to provide more certainty and predictability about location of recreation and open space areas and rules therein.	S	MOS	L
R 4C	Ensure familiarity with, and adhere to, the management intent and rules in the Dyea ( <a href="#">SMC 16.10</a> ), Dyea Flats ( <a href="#">SMC 16.08</a> ), Dewey Lakes Recreation Area ( <a href="#">SMC 16.12</a> ), Nahku Bay Conservation Area ( <a href="#">SMC 16.14</a> ), and West Creek Management Plans as well as the Pullen Creek and Pond AMSA and Yakutania Point AMSA ( <a href="#">SMC Title 17</a> ).	O	MOS	L





# 9 HOUSING

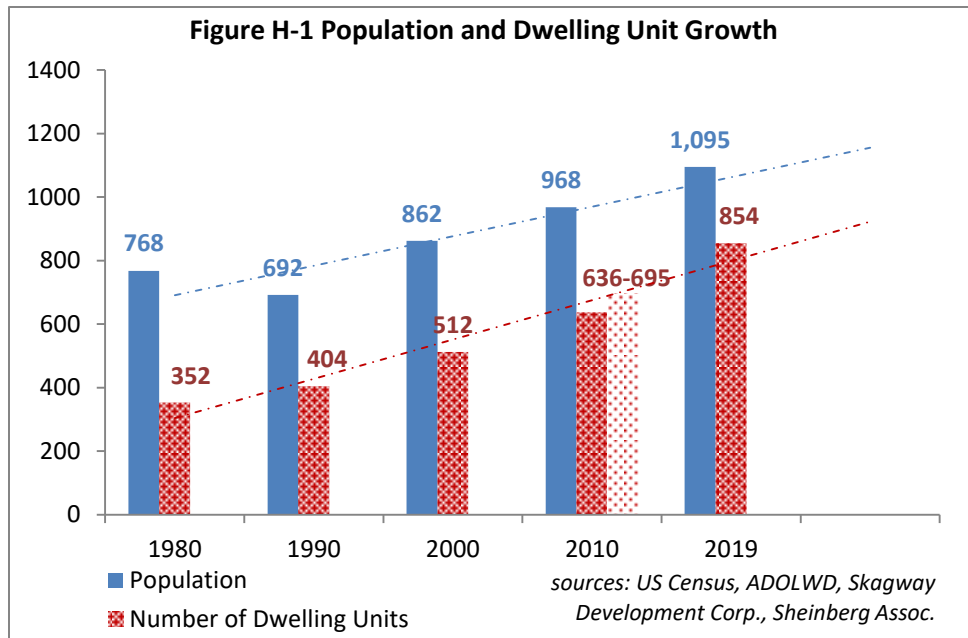
## GOAL

Increase housing in Skagway that meets local budgets and lifestyle preferences, which often are linked to phases of life.

## 9.1 Current Status and Concerns to Address

### Total Number of Dwelling Units

There is no single definitive count of the total number of dwelling units in Skagway, as is true in many places. The best estimate today is that there are about 854 dwelling units in Skagway. The number of dwelling units grew at a slightly faster pace than the population over the last 30 years (Figure H-1). At first glance, this could suggest that the housing supply is meeting the demand. However, evidence suggests that the number of housing units is not meeting the current year-round housing need; there is pent-up housing demand. This is based on: (a) testimony of about a dozen residents during Comp Plan development who said that they are seeking an affordable home to buy today; (b) the fact that homes are typically sold quickly by word-of-mouth alone; (c) the



lack of available housing for sale or year-round rent; and (d) that many housing units are reserved for summer-only seasonal housing.

A year-round population of 1,085 (2018, ADOLWD) and approximately 854 dwelling units (Skagway Development Corporation) yields an average of 1.3 persons per dwelling unit. This low average person-per-household count is indicative of the number of single people—both young adults and seniors—living alone in town. However, the ACS 2013-2017 five-year average lists an average person per dwelling unit of 2.13. Figure H-2 uses both persons/household estimates to calculate the number of dwelling units needed to accommodate projected growth in Skagway.

## How Many Housing Units does Skagway Need over the Next 10+ Years for Year-Round and Seasonal Residents?

- In the next decade, the highest need for housing construction will be in the first three to five years. This is because dwelling units that will be lost when Garden City RV Park is redeveloped need to be replaced within the next three years or so, plus, the forecasted population growth rate is higher during the first part of the decade.
- By 2030, 150 to 200 new dwelling units will be needed.

Figure H-2 Projected Minimum Number of Dwelling Units Needed					
PERIOD	FORECASTED POPULATION AT END OF PERIOD	% POP CHANGE DURING PERIOD	ESTIMATED NUMBER OF NEW DWELLING UNITS NEEDED AT END OF PERIOD		
			@ 2.13 PERSONS/HOUSEHOLD	@ 1.30 PERSONS/HOUSEHOLD	
2019-2025	1,185	9%	46	75	
			Replaced DU at Garden City RV 80*		
			126 total (2025)	155 total (2025)	
2025-2030	1,249	5%	30	49	
			156 total (2030)	204 (2030)	
2030-2035	1,302	4%	25	41	
Total Needed, Between 2019 and 2035		215	18%	180 total (2035)	245 total (2035)

Sources: ADOLWD Population Projection, SDC calculated and ACS 2017 persons per household in SGY, Sheinberg Assoc calculations for needed dwelling units

\* Totals include 80 Garden City RVs of which 50 are now for seasonal workforce and 30 are daily use spaces for visitors.

Skagway is growing; the state’s mid-range population projection is for 1,250 year-round residents in Skagway by 2030 and for 1,320 residents in 2035.

In the next decade, the highest need for housing construction is in the first three to five years. This is because dwelling units that will be lost when Garden City RV Park is redeveloped need to be replaced within the next three years or so, plus, the forecasted population growth rate is higher during the first part of the decade.

Using the Skagway average of either 2.13 or 1.3 persons per household, projections suggest that by 2030, 150 to 200 new dwelling units will be needed. Details from Figure H-2:

- By 2025, 46-75 new dwelling units will be needed for new year-round residents, plus an additional 80 dwelling units will be needed for seasonal residents/day use visitors . Thus, 46 to 75 + 80 = 126 to 155 new dwelling units needed in Skagway.
  - Replacing the 80 seasonal use RVs at Garden City is a time of opportunity. The MOS has earmarked half the municipal land at the intersection of the Klondike Highway and Dyea Road for this seasonal housing. Water and sewer will soon be extended to the area. The new dwelling units could be RVs, or a more sustainable, attractive, and efficient use of land such as two- to three-story buildings with a combination of apartments and single-room occupancy plus shared kitchen arrangements, or a mix of both. A business and management model to accomplish this (though not an economic model) is on page 102.
  - The needed estimate of 126 to 155 new dwelling units by 2025 does not include the current pent-up housing demand for affordable smaller homes, condominiums, and starter homes for young families. It also is just a replacement for existing seasonal workforce housing and does not include new units needed to accommodate the still growing number of summer workers.
- Between 2025 and 2030, another 30-49 new dwelling units are likely to be needed.
- Between 2030 and 2035, another 25-41 dwellings will be needed if population forecasts prove accurate.



*Work Session on Housing, April 2019*

## **Pent-Up Demand for Year-Round Housing**

The MOS housing stock has been steadily increasing for decades. Between 2008/2010 and 2019, the number of dwelling units increased from 636 to 700 (estimates vary) to an approximately 854. This is between a 23-34% increase over the decade while the population grew only 12%. Even with this rate of construction, there are not enough houses to meet the demand.

Most residents today say the only way to find any house available to buy for year-round living, let alone an affordable one, is by word of mouth. The only official estimate of vacancy rates is from 2017 with high margins of error; it showed a homeowner vacancy rate of 2.6% ( $\pm$  2.1%) and a renter vacancy rate of 5.4% ( $\pm$  2.9%). Healthy vacancy rates typically hover around 7-8 % for rentals and 2% for homeowners. However, in Skagway vacancy rates are not steady year-round. The vacancy rate is high in the fall-winter and early spring and close to zero in the summer.

There is a pent-up need for houses available for rent or sale for year-round use that are affordable for young adults and families. ‘Starter’ homes are needed for Skagway’s resident young couples that want to start a family and need more space and for the summer workers that want to stay year-round and settle in Skagway. These are just the people a community needs to sustain its population, keep the number of school-age kids steady or growing, and provide a market for businesses that want to stay open year-round. A housing market complication occurs when seasonal business owners buy up homes or property in order to meet their seasonal housing needs, a phenomenon that happens in many places with strong seasonal economies.

If Skagway is to continue to be a healthy, sustainable community, young adults and families are a critical population to attract and retain. That is why the tools reviewed in this chapter’s section on “Options to Facilitate Housing, and More Affordable Housing, Construction” are so important; they can help Skagway meet the need for affordable year-round housing.

## **Housing for Seasonal Employees Still Needed**

In addition to homes needed for year-round residents, there is a large demand for housing for seasonal workers. The number of employees in town more than doubles Skagway’s population in the summer. This housing need is satisfied by seasonal workers living in:

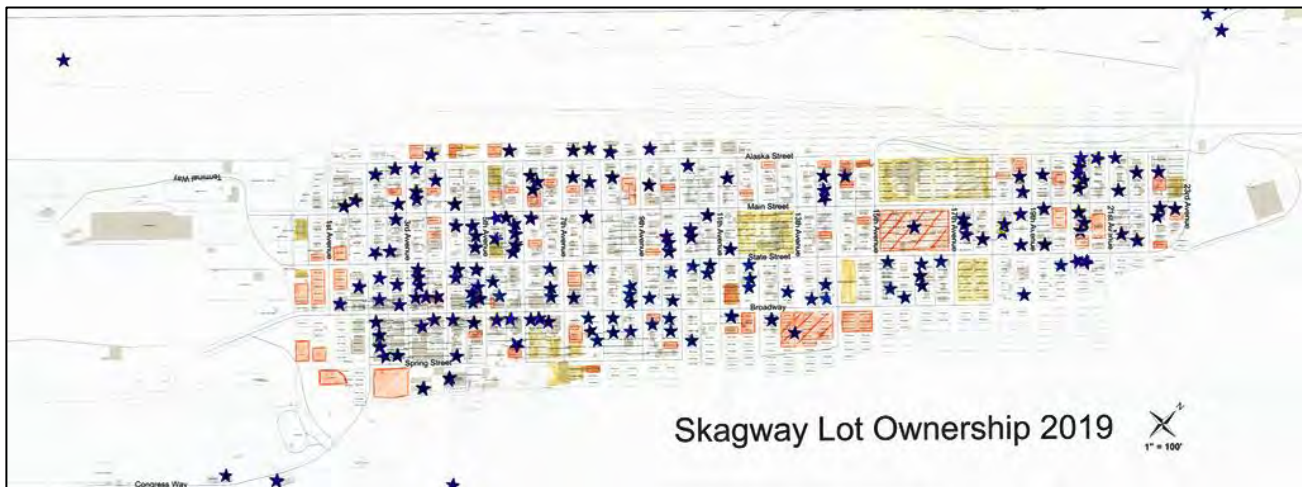
- RVs in RV Parks (many owned by businesses for store owners or employees)
- multi-family units or congregate housing that employers built to supply seasonal housing
- homes that employers bought and converted to seasonal housing (often filled with bunkbeds in rooms)
- former motels (e.g. part of Westmark, Sgt. Prestons) that are now seasonal employee housing
- a room (or even the whole house) that homeowners rent out
- camping (legally and illegally)

Given the list above, it is clear that seasonal housing is now spread throughout the community. At one time, Skagway envisioned that most of this need would be met in congregate housing units, generally limited to one per block in the townsite, but that is not how housing is now distributed. In 2019, systematic review by 12 knowledgeable employers and longtime residents estimated 1,500-1,680 seasonal employees live in approximately 200 homes/buildings/places in Skagway. On the photo on the next page is the map the group created by putting a star on every place where at least one seasonal employee lived in 2019. The entire community - virtually every block - has stars. Note that this employee and seasonal lodging count did not include home-owning residents who work seasonally or have their young adult children home seasonally to work.



In 2019, several large, seasonal employers said that their seasonal-housing needs have not been satisfied yet and that they continually look for land or homes to buy for seasonal use. In 2019, 16 Skagway business owners responded to a Skagway Development Corporation survey and indicated they planned to increase hiring in 2020. With the growing seasonal economy, the demand for seasonal housing will expand. It is hard for a builder to afford to construct a home without the guarantee of year-round rent, which is why accessory apartments in Skagway are so critical, seasonal use RVs are so popular, and RV Parks that cater to seasonal workers are important. Furthermore, in the next few years, replacement of the seasonal lodging at Garden City RV Park must occur as that site is redeveloped with a mix of affordable and market rate year-round housing.

*Stars show homes and buildings where one or more seasonal workers live*



Having so many dwelling units tied up in seasonal housing does cause some community challenges:

- Homes used seasonally are not available for year-round rent or purchase, thus reducing the housing options for year-round residents.
- Much of the workforce housing is vacant in the fall, winter, and early spring, creating an empty feeling in town.
- Some workforce housing is occupied in the winter by those seeking affordable rentals, who are then forced out in the summer and do the unsustainable “summer shuffle.” This lifestyle is not conducive to making a long-term commitment to call Skagway home.

## **A Development Concept for Replacing the Garden City RVs and Building Seasonal Housing**

Most presume that as part of redeveloping Garden City RV Park, the MOS will cause 50-80 RVs to be added to the land it acquired next to the composter/solid waste site across from the intersection of Klondike Highway and Dyea Road.

However, RV Parks are an inefficient use of land; a lot more housing per unit of land can be achieved with a two- or three-story building. In addition, many don't feel that RV Parks offer the most attractive housing. What if the MOS encouraged some of the demand for seasonal RV living to be met in apartments, bunkhouses, single-room-occupancy suites, and the like?

One development concept to accomplish this on municipal land, either off Klondike Highway or perhaps on the contiguous municipally owned lots along Alaska Street, would be, instead of adding an RV Park, building a two- to three-story building to provide housing for 25-30 people through a combination of dorm-style rooms with shared kitchens and bathrooms, and efficiency apartments.

- The Municipality could retain the land and put out an RFP for a developer to build and manage a development. Businesses could buy a share on the front end and own a dorm or efficiency. Perhaps businesses that own RVs in Garden City get first option to buy in? Alternatively, the Municipality could sell the land at market value or at a discount to a co-op or a nonprofit to build and manage workforce housing. Justification for selling land at a discount or giving a tax break for period of time includes that this approach encourages accomplishment of a municipal goal to relocate RVs and have workforce housing built.
- During the Comp Plan development process several business owners expressed an interest in some type of arrangement that would let them team up to build workforce housing. This could also help small businesses with seasonal housing needs that can't afford to build a multimillion-dollar building on their own.
- An issue to consider: Is it fair to businesses that have already built worker housing on their own dime? Perhaps it's not 'fair' but that's okay because it meets pressing public policy needs (to relocate some of Garden City RVs sooner than utilities can be extended across the 23<sup>rd</sup> Avenue Bridge and to build more workforce housing).

## Cost of Housing

There is no single source for the price of homes in Skagway. It is not required that a seller disclose the selling price of homes in Alaska, and, since so many home sales in Skagway do not involve a realtor, the real estate Multi Listing Service (MLS) isn't a big help. Information sources include the Skagway assessor's values/tax roll, the US Census American Community Survey (ACS), the U.S. Housing and Urban Development (HUD) agency, and information from those who do report home selling prices.

- **Today, the best estimates show that a median house in Skagway costs between \$250,000 (MOS 2018 tax roll) and \$336,000 (US HUD) (see Figure H-3).**

The median-priced home is the average or halfway point; half the dwelling units in Skagway cost more than the median and half cost less. According to the 2018 MOS tax roll, the range in assessed value for a residential dwelling unit and land is from \$7,600 to \$1.2 million.

The only readily available measure of rent in Skagway is Fair Market Rent (FMR), which is a HUD calculated value. FMR is the calculated amount of money that a given property would command if it were open for rent now. FMR is often used to help decide how much to charge for rental units. Depending on the number of bedrooms, Skagway had the highest calculated rent (FMR) in Southeast Alaska in 2019: efficiency - \$964 (highest in Southeast), 1 BR - \$1,139 (highest in SE), 2 BR - \$1,357 (2nd highest in SE), 3 BR - \$1,962 (2nd highest), 4 BR - \$2,065 (4th highest in SE).

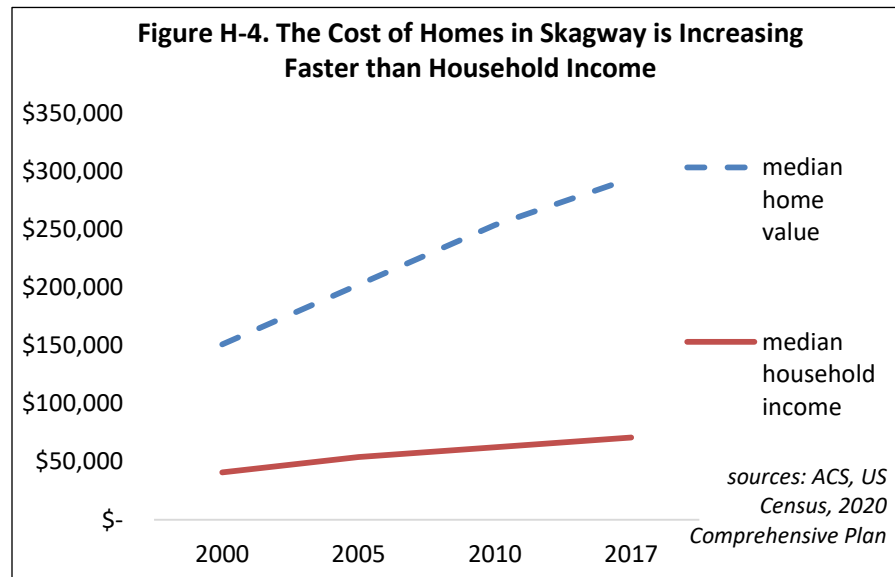
Figure H-3. What Homes in Skagway Cost				
FROM MOS ASSESSOR-TAX ROLL	NO. OF RESIDENTIAL PARCELS	MEDIAN ASSESSED VALUE OF RESIDENTIAL PARCELS	MINIMUM VALUE	MAXIMUM VALUE
2018, All Residential <sup>1</sup>	496	\$248,450	\$0	\$1,183,200
Residential service area 4-5 <sup>1</sup>	45	\$158,300	\$190,464	\$688,200
Residential service area 3 <sup>1</sup>	72	\$289,300	\$300,163	\$959,500
Residential service area 2 <sup>1</sup>	366	\$245,800	\$7,600	\$1,183,200
Residential service area 1 <sup>1</sup>	13	\$294,400	\$190,600	\$641,100
FROM US HUD & ACS		MEDIAN VALUE OF HOUSING UNITS		
2018 Home Value <sup>4</sup>		\$336,000		
2017 Owner Occupied Housing Units <sup>2</sup>		\$293,800		
HOW MANY PROPERTIES SELL EACH YEAR <sup>3</sup>				
2015 - 39 properties sold		2016 - 24 properties sold		
2017 - 18 properties sold		2018 - 18 properties sold		

Sources: 1- 2018 Skagway Municipal Tax Roll, analysis by Sheinberg Associates, Residential includes tax roll codes residential, rural residential, apartment, mobile home, mobile home park) 2- ACS 2017 5-year estimate 3 – Municipality of Skagway 4—US HUD

## Housing Affordability

The crux of the affordability issue in Skagway is that, like many places, the cost of housing is rising much faster than income (Figure H-4).

This section looks at affordable housing in two ways. First, is a review of what data suggests Skagway residents can afford. Second, is a look at the classic definition of affordable housing based on Area Median Income (AMI).



Using the US HUD median house price in Skagway of \$336,000 translates to monthly mortgage payments (using reasonable assumptions about credit status, interest etc.) including utilities, taxes, insurance, etc., of between \$1,350 and \$1,900/month. This means that without becoming cost-burdened (paying more than 30% of your family income) the buyer or renter must earn approximately \$54,000-\$75,000 annually.

According to the ACS (Figure H-5) and other sources (Figure H-6) about 50-70% of Skagway's households earn that much. Conversely, about 30-50% of Skagwegian households cannot afford to buy the median priced home.

This is a concern because first-time home buyers, and those who make the

median income and cannot find an affordable home to purchase are often firefighters, teachers, police officers, municipal employees, health care workers, etcetera (see Figure H-6). First-time homebuyers are typically young couples, individuals and young families who wish to stay in Skagway, raise children, and make Skagway their home. These people, who are needed to add to the school population and make a commitment to the community, often cannot find a home to purchase. The market isn't providing many homes affordable to first-time homebuyers. There often must be at least two wage earners in a household in order to afford to buy a home. This helps explain the need for childcare in town —young couples must both work to afford to buy a home—if they can find one.

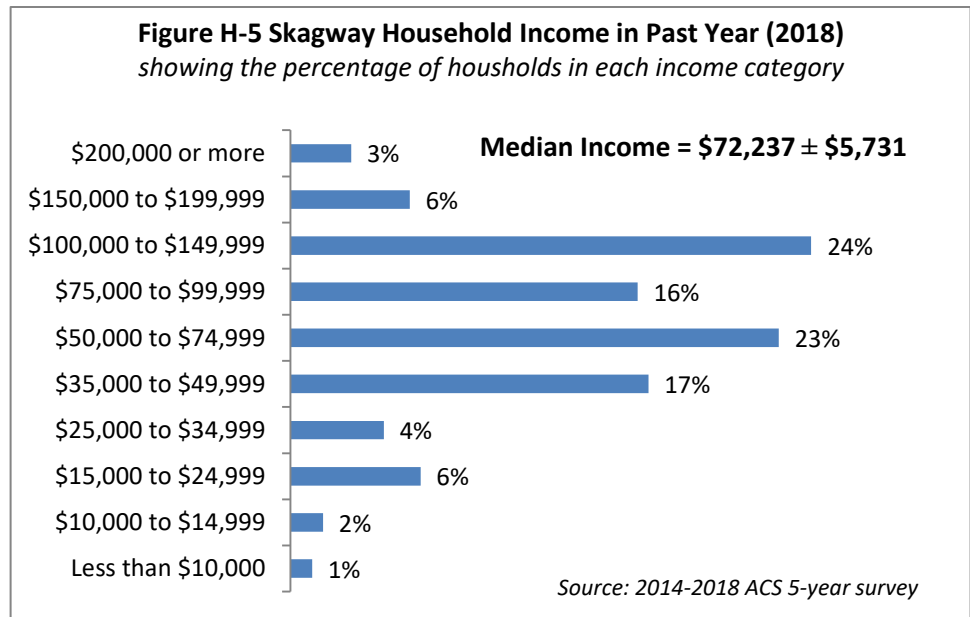


Figure H-6. Skagway Resident Incomes		Annual Income
Starting Skagway teacher BA <sup>1</sup>		\$48,202
Experienced Skagway teacher BA <sup>1</sup>		\$57,896
Starting MOS Grade 13 <sup>2</sup>		\$45,032
<i>(such as maintenance and clerical support, 911 dispatcher, recreation worker, medical assistant, community service officers)</i>		
Experienced MOS Grade 13 <sup>2</sup>		\$61,506
Average employment wage 2018 <sup>4</sup>		\$40,980
Median earnings for workers <sup>3</sup>		\$50,167
Median earnings for men full-time, year-round workers <sup>3</sup>		\$52,083
Median earning for women full-time, year-round workers <sup>3</sup>		\$49,000
Median Household income <sup>3</sup>		\$72,237
Area Median Income (AMI) for a Family of Four <sup>5</sup>		\$86,400
Average Household Income <sup>3</sup>		\$83,881
<i>Sources: 1 - Cindy O'Daniel, Business Manager Skagway Schools, 2- Emily Deach, Municipal Clerk, 3 - ACS 2018 5-yr estimate, 4 - ADOLWD QCEW 2018, 5 - US HUD FY 2019</i>		
<i>NOTE: Depending on data point, ACS margin of error are ± \$5,000-\$9000 (\$416 to \$750 monthly)</i>		



A second way to understand what is an affordable home price for Skagway residents is to look at the Area Median Income (AMI). The AMI is set annually by the U.S. HUD for most places. AMI is the midpoint of Skagway’s income distribution—half of families in Skagway earn more than the median and half earn less than the median. In Skagway for FY 2019, the annual AMI for a family of four is set at \$86,400 and for a single person it is \$60,500 (Figure H-7).

For housing policy, extremely low income is at or below 30% of AMI, very low income is 30-50% AMI, and low income is 51-80% of AMI. Housing developers can often get attractive grants, loans, or tax credits for development that provides housing for those at 80% or less of AMI. Today, some communities are making affordable housing loans available to developers building housing that targets those making 81-120% of AMI because this financing is traditionally hard to acquire commercially. Another important use of AMI is that housing programs (including those administered by Alaska Housing Finance Corporation (AHFC) are sometimes available to provide rent assistance to those making 30, 50, or 80% of AMI.

Figure H-7. Annual Area Median Income (AMI) for Skagway, FY 2019						
SKAGWAY MUNICIPALITY		AREA MEDIAN INCOME (base= 4-person HH)	1 PERSON	2 PEOPLE	3 PEOPLE	4 PEOPLE
		\$86,400	\$60,500	\$69,167	\$77,833	\$86,333
<b>INCOME LEVEL</b>	<b>% of AMI</b>					
Extremely Low	0-30%	\$25,920	\$18,150	\$20,750	\$23,350	\$25,900
Very Low	31-50%	\$43,200	\$30,250	\$34,583	\$38,917	\$43,167
Low	51-80%	\$69,120	\$48,400	\$55,333	\$62,267	\$69,067
Workforce or Moderate (115%)	81-120%	\$103,680	\$72,600	\$83,000	\$93,400	\$103,600

Source: US HUD [https://www.huduser.gov/portal/datasets/il.html#2019\\_data](https://www.huduser.gov/portal/datasets/il.html#2019_data)

## Local Government Roles in Housing

Common roles for local governments in housing are:

1. Building, housing, and property maintenance codes
2. Setting housing goals, objectives/policies, and actions in the comprehensive plan and housing plans
3. Zoning for density, types of housing units, and types of development
4. Determining subdivision and land development requirements
5. Leading housing initiatives

Skagway participates in all these roles.

Housing initiatives the Municipality of Skagway has participated in are selling land for housing, financing some of those sales, and buying land (3.5- and 15-acre parcels) to facilitate future housing development (and solid waste efficiencies/waste reduction). Much debate during preparation of the 2030 Comprehensive Plan has been about: a) changes needed to zoning to get more homes built and different types of homes built; and b) which new housing initiatives are acceptable to Skagway today.

## Options to Facilitate Increased Housing Affordability and Construction of Housing

### *Set a Measurable Goal for the Number of Dwelling Units to Construct*

An important action is to set a measurable public policy goal for the number of dwelling units Skagway needs to be constructed to meet current and future housing needs. This Skagway 2030 Comprehensive Plan does this in Housing Objective H-1, which is to see construction of at least 125 new dwelling units (not including replacement stock of 80 RV dwelling units at Garden City) by 2030. This sets expectations for residents, builders, and is a measure against which the effectiveness of private and public sector efforts can be measured.

### *Increase Incomes*

One way to make homes more affordable is for income (wages) to rise. It is therefore important to work for more well-paying year-round jobs that increase wages, resident income, local prosperity, and that reduce income inequality.

### *Reduce the Cost of Labor*

Reducing the cost of labor could be a way to reduce the cost of homes. However, this is the opposite of the economic goal to raise local wages, income, and prosperity over time.

### *Reduce Cost of Supplies and Construction*

This is a challenge; if there were easy answers there would not be a housing affordability issue in many towns in Alaska and the US. Some ideas to increase competition for lumber and other supplies or reduce transportation costs are offered that may merit investigation.

- Most supplies to Skagway come by barge via Southeast waters. There appear to be opportunities to reduce the costs of transportation and thus supplies by using the road system. Empty containers are trucked in from Anchorage or Fairbanks to pick-up seafood (coming from Juneau processors), which is delivered by road to the continental US. Could a “front-haul” opportunity exist to bring in building and other supplies in these now empty containers arriving from Anchorage and Fairbanks?
- A private/public partnership alternative to the Alaska Marine Highway System is being investigated. Could this system positively affect freight rates?
- Can construction companies or local developers team up to consolidate lumber and other supply imports at a group rate and achieve any costs savings that could be passed on to consumers?
- Manufactured and modular home design and construction has become quite varied and typically is significantly less expensive than frame construction. Is there a manufactured home distributor interested in working with Skagway via Skagway Hardware, or an entity such as the Chamber of Commerce or Skagway Development Corporation?
- In the quest for reduced home construction costs, are there aspects of its zoning code that Skagway should consider changing?

**Build More Small Dwelling Units (small homes, condos, apartments, tiny homes)**

Skagway residents have been outspoken in wanting to see more housing variety and types, many of which often cost less than a larger single-family house on a single lot. Specifically, there is interest in more condominiums, apartments, smaller single-family homes or townhouses clustered around a common space (cottage housing), live-work units (office or large garage below and condo/apartment above), as well as developments with a mix of tiny homes, single-family, duplex, and multi-family units that are part of a planned development. Skagway’s zoning code needs a significant update to help pave the way to accomplish this. The Future Growth Maps in the Land Use chapter show Residential Transition Areas where these types of housing developments may especially be appropriate.



**Erickson Cottage Housing on Bainbridge Island, WA. Eleven 1100 sf single-family homes clustered around a commonly owned lawn on a 1-acre site. Owners are in a condominium association where each ‘condo’ is a single family home and the land under it. The Homeowners Association keeps up the commonly owned lawn, community building, home exteriors, parking areas, etc. At 2019 Comp Plan work sessions residents reacted very favorably to this type of housing option for Skagway.**

**Reduce the Cost of Land**

Private/Public Sector Balance Point

The value of land typically rises most years as land is developed/used and thus becomes scarcer and more valuable as supply is reduced. This is basic free market supply and demand. A widely accepted local government role is to make its land available for sale or lease (with appropriate zoning) to meet economic and community needs. However, the private sector can often become concerned that the public sector is “flooding the land market” and reducing the value of private sector land investments. This is especially a concern when the public sector puts out for sale what is perceived as a large amount of land, or when it offers land at less than market value in order to achieve a public policy objective that the free market is not able to fulfill (such as building enough affordable housing). This tension happens virtually everywhere, and each community must find its balance point between the city/state making too much or too little land available. That balance point commonly changes over time too.



### Community Land Trusts

Municipalities and non-profits, together or separately, frequently remove the cost of land from the price of housing by retaining the land and offering homes for rent or for sale with 99-year leases on the land. This is a commonly part of how a Community Land Trust (CLT) keep homes affordable for buyers and renters. Of note, it is usually private sector builders constructing CLT homes. In Southeast Alaska, there are active CLTs in Sitka and Juneau; one or both partner with the School District and the UA system's career technical/vocational program as part of home construction. The way the Juneau CLT keeps homes permanently affordable is that, when a CLT home is sold, the CLT and homeowner split the accrued equity and the 99-year land lease reverts to the CLT. The CLT uses the equity gained to subsidize the subsequent house sale ensuring that these homes remain perpetually affordable.

### Reduce Land Price via Municipal Discount

Municipalities sometimes build the access roads, extend utilities, and do similar site preparation prior to selling municipal land and contribute all or some of the cost of these improvements, in order to reduce development costs and achieve a public goal. For example, when all or a portion of the development/housing will be dedicated for a target population segment (such as seniors, affordable, fulltime workers and residents, those earning less than 120% of Area Median Income (AMI) or other). To ensure this occurs, typically a development or housing manager is needed and covenants may be used.

### ***Stimulating Housing Development for Target Populations***

Some municipalities stimulate the construction of housing for a target population (sometimes through a non-profit CLT). Target populations are typically seniors; affordable housing for rent or sale to those earning 50-60%, 60-80%, or 80-120% of AMI; for essential personnel (school teachers, police, fire fighters); or housing that is for year-round residents working fulltime (for examples of the latter see [Mammoth Lakes Housing](#) and [Chamonix CO](#)<sup>5</sup>). Ways to stimulate construction of this type of housing are as described above in *Reduce Land Price via Municipal Discount*, as described below in *Affordable Housing Fund*, and when a developer seeks tax credit, grant, or low interest loan financing to develop housing for target populations.

There is one unit of housing in Skagway built for a target population. This was built by the Skagway Traditional Council for a low-income tribal citizen. There were no qualifying residents, so the house is now rented to a citizen who is part of the essential workforce.

Seniors are another target housing population. In 2018, there were about 155 residents age 65 or older. Projections are for 65 more residents this age (220 total) by 2030 and 40 more (260 total) by 2040. Seniors are invaluable members of the community, contributing in numerous ways, culturally, socially, and financially. Skagway seniors are fiercely independent—in interviews conducted for the 2015 Skagway Senior Center and Senior Apartments Needs Assessment (Sheinberg Associates), local residents and seniors expressed a strong desire to continue to remain in their homes and their community. Many were either born in Skagway or have been in town for many years and do not wish to leave. Almost 80% of those age 60 or older have a spouse, partner, or other family in town. Important factors in keeping seniors in Skagway are home improvements to allow aging in place or access to age-appropriate housing, access to health care and assisted living homes when needed, a cost of living that is affordable for retirees, ease of mobility, and opportunities for social engagement, community involvement, and support. The 2015 draft report, "Market Analysis, Independent and Assisted Living, Skagway, Alaska"

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<sup>5</sup> <https://mammothlakeshousing.org/> <http://chamonixvail.com/>



(Sustainable Solutions and Chi Partners LLC) determined that there was demand and need in Skagway for seven to eight units of senior housing (three to four subsidized, four market rate).

### ***Affordable Housing Fund***

Many communities have an Affordable Housing Fund, Housing Trust Fund, or similarly called fund to invest in or leverage financing for development of affordable housing. Funds typically offer grants or competitive interest rate loans and are lendable, investable, and recyclable funding designed to support achievement of housing goals and objectives. The purpose of these funds is to help counter the cost escalators associated with a limited land base, high materials and labor costs, and the risks facing developers building affordable housing and housing for target populations. Here is a partial [List<sup>6</sup>](#) of cities with Affordable Housing/Housing Trust Funds. Though the Municipality of Skagway does not currently have a fund like this, the role of financier is not new to the Municipality as it already offers competitive financing for some purchasers of municipal land.

Juneau, as a nearby example, has an Affordable Housing Fund whose principal was built up through a combination of a direct grant, money from municipal land sales, and voter-approved dedication of a portion of 1% sales taxes for five years to build a \$2 million total. The Fund offers small grants to homeowners to support construction of accessory dwellings units, small grants to help individuals buy manufactured homes, offers grants to non-profits and public housing authorities building homes for those earning up to 80% of Area Median Income (AMI), and offers zero-percent-interest loans to developers building workforce housing up to 120% of AMI. Qualifying projects are eligible for grants or loans up to \$50,000 per affordable workforce housing unit created. The Fund is viewed as an investment to leverage other money and increase affordable and workforce housing.

### ***Encourage Home Renovation, Rehabilitation, Maintenance and Enhancement***

Having some dilapidated housing that does not meet code and is unfit for occupancy is a problem in most places. Stimulating the rehabilitation of dilapidated housing stock that is uninhabitable was one of the top public vote getters for housing actions during an October 2019 Comp Plan Open House. According to the Alaska Housing Finance Corporation (AHFC) 2017 Skagway Housing Assessment, approximately 67 occupied homes in the Skagway Borough are estimated to be 1-star homes. A 1-star home uses approximately four times more energy than if built to AHFC's Building Energy Efficiency Standard. Older homes built before 1980 that have not been retrofitted in the last 10 years are potentially homes in need. Approximately 52% of all Skagway homes fit these two criteria, higher than the statewide average of 39%. According to the ACS, there are a few homes in Skagway that lack complete kitchens and approximately 7 that lack complete bathrooms.

Rehabilitating older, inefficient, or dilapidated housing is another way to increase the habitable housing stock in town. Municipalities can use a carrot, stick, or both approaches to accomplish this. Incentives for owners of dilapidated structures to repair and bring them up to code includes waiving or reducing building permit fees, abatement of resulting incremental increase in property taxes for five years, free inspection and listing of needed improvements by municipal personnel, and low interest loans. Disincentives for owners of dilapidated structures that are neglecting to repair and bring housing up to code includes gradually increasing their property tax levy to account for added expenses and public services that 'attractive nuisances' create.

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<sup>6</sup> <https://packet.cbjak.org/AttachmentViewer.ashx?AttachmentID=10874&ItemID=6289>

**Tax Abatement to Accomplish Economic Development (including Housing) Goals**

In the last five years, Alaska State law changed to allow municipalities to partially or totally exempt some types of economic development from property taxes for a designated period [AS 29.45.050 \(m\)](#). Certain types of housing development can be considered economic development. Where property tax abatement is concerned, cities must balance the desire for housing and economic development versus the demands it will create on municipal services and the impacts on tax revenue.

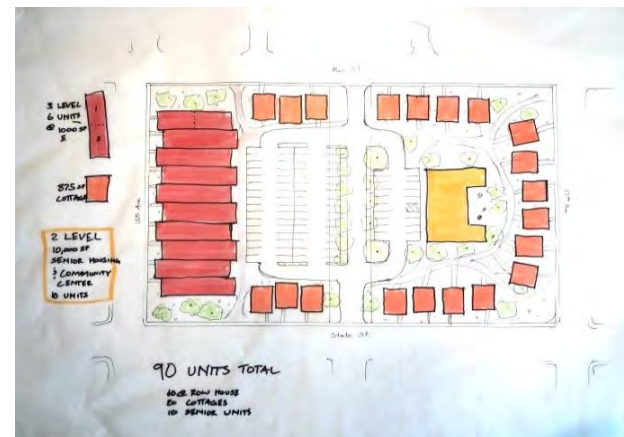
As an example, Juneau recently offered 12-year property tax abatement to facilitate construction of Assisted Living Facilities for 15 or more residents (having Assisted Living Facilities is a publicly adopted goal in the city’s Economic Development Plan and Housing Action Plan). The city also purchased a 2.35-acre site to enable its first Assisted Living Facility, and construction is expected in 2020-21.

**Garden City**

The Skagway Development Corporation (SDC) and Skagway Planning and Zoning Commission spent part of 2019 investigating options for redeveloping Blocks 95 and 102, the Garden City RV Park. The SDC issued a Strategic Plan in November 2019 for this area. The process to prepare it included eight public work sessions on area options, discussing it during a Comprehensive Plan work session, and a community survey that 125 residents completed to provide feedback on the community’s preferences for this land. Approximately 65% of survey respondents did not have any concerns about higher-density development at blocks 95 & 102 or the goal to “Develop (or cause to be developed through RFP, land sale, or lease) the 3.5-acre Garden City RV Park with 50-90+ new dwelling units.” There was also support to ensure housing variety at this site with clustered, cottage-style moderate-density, mixed-use development. Having some housing here be “affordable” was a top-ranked public choice at the 2030 Comprehensive Plan Community Open House.

The SDC Block 95 & 102 Strategic Plan’s recommended

**A variety of creative ideas and concepts were considered for Blocks 95 and 102 as part of the planning process. Sketches courtesy of MRV Architects**



development on this 3.5-acre parcel includes:

- A minimum of 48 dwelling units.
- A focus on homes that increase opportunities for the school and for existing and/or new community members hoping to make or keep Skagway their home.
- Starter homes for families, including 10 dwellings within 5 years, 15 in 8 years, 20 in 10 years and up to 26 in 15 years, if needed and if the community can support them. A starter home targets those earning up to 120% of Skagway’s Area Median Income (AMI). For a family of four in Skagway in 2019, 120% of AMI is \$103,700. For a family of two people, this would be \$83,000.

## **Skagway Understands that Zoning can Stimulate or Stop Housing Development**

Approximately 200 dwelling units were built in the last decade in Skagway. These dwelling units have largely been infill—literally the filling in of homes in the developed parts of town. Zoning has played a role in achieving this. Many landowners in the Residential General zone have put in accessory apartments, which the zoning code encouraged. These ‘grandmother’ apartments provide more housing in town and help landowners pay their mortgage. Skagway is following current trends for these types of units with its recent action to raise the allowable size of an accessory apartment from 600 to 1,000 sf. To encourage more accessory apartment development, some communities are reducing required parking for these units in downtowns where people tend to not need cars because they are close to work and groceries. Skagway has not done this because the proliferation of on-street parking, especially in the summer, is a source of aggravation for some residents. Rather than reducing required parking for accessory units, another option would be to allow parking requirements to be fulfilled by homeowners paying a fee-in-lieu-of-parking, which the MOS would then use to establish a remote parking lot where some residents of accessory dwelling units would be required to park in the summer rather than on street.

Skagway recently changed its zoning code to allow eaves to protrude into setbacks, allowing homeowners to get more floor area in top floor units and allowing more design variations.

A recent zoning change that restricted housing development was prohibiting covered breezeways to connect two manufactured homes on a single lot to allow the development to be considered a duplex. This reflects Skagway’s mixed attitudes about manufactured homes; many don’t like the appearance of the more common types, yet these are among the most affordable dwelling units to build.

An example of the zoning district driving housing development type is the fact that there has been a lot of multi-family residential development in the Business General (BG) zoning district along Broadway. This is because Skagway’s business and industrial light zoning districts are the only zones that easily accommodate multi-family development.

### ***Zoning Changes to Consider in order to Accomplish Desired Residential Future Growth and Development***

1. Modernize zoning code definitions and make consistent throughout the code for mobile homes, trailer parks, RVs, RV Parks, modular homes, manufactured homes, etcetera.

Planning and Zoning Commissioners and Skagwegians are frustrated at times with elements of the current zoning code. There have been several zoning code tweaks and updates over the last 20 years; however, the code is old and, at times, inhibits rather than facilitates desired residential development. The Planning and Zoning Commission should make a list of matters that appear to be thwarting municipal desires and hire a planning and zoning code specialist to help guide a comprehensive code update to assist Skagway achieve the type of development it wishes to encourage over the next 10-20 years. It is important to look at changes holistically because small incremental changes over time can add up and cumulatively create development rules that are not what the MOS intends. The municipal attorney should review code as a last step to ensure consistency with the MOS code protocol, but a zoning specialist is recommended for most of the work as attorneys are not zoning and development experts and generally not familiar with the innovative and flexible options of modern zoning codes.

2. Create a Zoning Overlay District.

Encouraging the types of residential development Skagway desires will require flexibility on allowed uses, lot coverage, setbacks, some placement on lots, and building design. Rather than a wholesale revision of all dimensional standards in zones, a way to do this is by creating a zoning overlay district. Overlay zoning is a regulatory tool that creates a special zoning district, placed over existing base zones, which identifies special provisions in addition to those in the underlying base zone. Overlay zones provide increased flexibility in local zoning codes. The Zoning Overlay District would presumably apply to the Future Growth Map Transition Areas.

3. Zoning Code Update. Skagway's current zoning code does not provide for Planned Unit Developments, cottage style housing development, or clustered housing that provides shared spaces and buffers without unduly restricting development potential. This limits development and redevelopment options, creativity, and design as well as opportunities shared spaces and pedestrian connectivity.

Skagway's residential zoning codes were developed with 100 by 50 foot lots laid out in a grid and with single-family homes in mind. They lack flexibility and direction for lots greater than 5,000 sf. Owners of multiple adjacent lots in the townsite, or larger lots outside the townsite often need more flexibility than current zoning allows to build the variety of housing that Skagway desires. The code needs to encourage more housing variety, types, and density in the areas designated Transition Areas on the Future Growth Maps.

Add new parts to the Skagway zoning code, either as standalone sections on cottage housing and PUDs, or as part of a Transition Overlay zoning district, with the goal of allowing for more flexible and creative design with more housing and smaller (affordable) homes. New code is needed to establish standards to accept and review this type of planned development on a half-acre or larger lots that include cottage housing, clustered housing projects (single family, duplex, or multi-family), neighborhood businesses, live-work or other condominiums, twin homes, RVs, tiny home parks, etc. If this does not occur, then at a minimum, some of the land in the Future Growth Map Transition Areas needs to be rezoned because current zoning does not encourage or allow the type of higher density creative lot use that is desired (for example Klondike Highway's current Industrial zoning, Garden City's current Residential General zoning, former Hanousek Park's current Light Industrial zoning).

4. Other matters to consider as zoning code is updated.



Should large lots (minimum 40,000 sf) along Dyea Road be allowed to subdivide if the owner can demonstrate that MOS lot coverage and setback requirements as well as State water and sewer regulations can be met on the lot?

If a small private community septic system and well systems that meet State water and sewer regulations are allowed in areas without municipal water and sewer in Industrial zoning to accommodate RV Parks, why is this not allowed to accommodate townhouses or condos or an apartment? Are there places along Liarsville Road or Dyea Road where this should be allowed?

The zoning code's required parking stall dimensions don't reflect modern standards. This ties up more developable land than is needed in providing required parking. In Skagway, parking spaces are required to be 10 x 20 feet. Modern standards are 9 x 18 feet. Many places, recognizing the increase in smaller vehicles these days, require even smaller sizes. In Juneau for example, required parking space dimensions are 8.5 x 17 feet.

## 9.2 Challenges & Opportunities for the Future

- Local construction is not able to keep pace with demand for year-round rental and sale housing.
- Population is projected to add 160 more people by 2030. By 2030, 150 to 200 new dwelling units will be needed. This includes:
  - By 2025, 46-75 new dwelling units will be needed for new year-round residents, plus an additional 80 dwelling units will be needed for seasonal residents or visitors from Garden City RV Park. This totals 126 to 155 new dwelling units needed in Skagway. Between 2025 and 2030, another 30-49 new dwelling units are likely to be needed bringing the total need to 150 to 200. And, by 2035 another 25-41 dwellings will be needed if population forecasts prove accurate.
- Continuing dramatic increase in local senior population projected, with attendant housing needs.
- Lack of housing can threaten economic growth and cause young adults, families, and seniors to move. Affordable housing is needed for young adults, young families, and seniors.
- Affordable homes in good shape sell by word-of-mouth, there are not enough to meet the demand.
- Skagwegians desire more housing variety and types. There is interest in having more condominiums, apartments, cottage homes style development, townhouses, and shared wall dwelling units.
- Approximately half of Skagway households cannot afford to buy the median priced home without becoming cost-burdened (paying more than 30% of their income on housing and related costs).
- Lack of understanding of options, ambivalence, or opposition to various possible Municipality of Skagway roles in stimulating housing development (beyond selling land) has stymied action on development of senior housing and affordable housing. To break this cycle, refer to the Housing chapter section on "Options to Facilitate Increased Housing Affordability and Construction of Housing",
- Planned extension of water and sewer across the Skagway River Bridge will allow higher density residential development and redevelopment there.
- MOS purchase of 3.5-acre Garden City RV Park creates opportunity to meet housing needs in the townsite. MOS purchase of 15-acre site at Dyea Road and Klondike Highway also opens up housing options.

- Civic-minded business employers/managers who are committed to meeting their seasonal housing needs purchase housing to accomplish this; however, this reduces housing available for year-round rentals and sales.
- Current zoning code lacks clustered or cottage housing standards and planned unit development standards, which limits flexibility and creativity of landowners and developers to build more homes and more affordable homes. Code should also encourage higher density housing in certain areas.
- There are opportunity areas for additional MOS land subdivision and sales. Partner with or encourage AMHT to create a lower AB Mountain subdivision and land sale.
- A campground is needed both for visitors and to meet some of the seasonal housing demand.
- Skagway’s topography limits developable land and road construction.

## 9.3 Housing Goals, Objectives, and Actions

### GOAL

**Increase housing in Skagway that meets local budgets and lifestyle preferences, which often are linked to phases of life.**

### 8 Objectives

1. By 2030, there will be construction of at least 150 new dwelling units (compared to 2019), which includes replacement stock of 50 RVs for seasonal workers and 30 spaces for day visitors at Garden City. New housing should be a mix of housing styles.
2. Establish a one- to two-year Mayor’s Housing Taskforce with staff support through Managers Office to accomplish housing objectives.
3. Cause housing development on municipal land at Garden City RV Park (Blocks 95 and 102) and on a portion of the 15-acre site off Klondike Highway.

*A variety of municipal roles are expected, such as subdivision and sale of individual lots, sale of larger parcels or issuance of RFPs then sale to facilitate clustered housing subdivision and Planned Unit Development (PUD)s, retention of some land or discounted sale to facilitate construction of permanently affordable homes and senior housing.*

4. See construction of at least 10 permanently affordable housing units.
5. Help Skagway’s growing senior population stay in town by ensuring an adequate supply of aging-appropriate housing that those on fixed incomes can afford.

*In 2018, there are about 155 residents age 65 or older. Projections are for 65 more residents this age (220 total) by 2030 and 40 more (260 total) by 2040.*

6. Skagway has enough safe, sanitary seasonal worker housing to meet the demand.
7. Stimulate rehabilitation of uninhabitable housing stock through a combination of incentives and disincentives.
8. Enforce zoning and other code rules consistently—particularly in summer—so residents, business owners, developers, and investors have predictability and assurance.

## Objectives and Actions

### Table Key

Time: S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing  
 Funds Needed: L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objectives and Actions		Time	Resp.	Funds
<b>H 1 By 2030, there will be construction of at least 150 new dwelling units (compared to 2019), which includes replacement stock of 50 RVs for seasonal workers and 30 spaces for day visitors dwelling units at Garden City. New housing should be a mix of housing styles.</b>				
H 1A	<p>Itemize and prepare analysis to enable informed decision-making on Housing Initiatives MOS could use to stimulate housing construction for four target populations: seniors, residents earning up to 120% of Area Median Income (AMI) and needing affordable housing for rent or sale, for essential personal (school teachers, police, fire fighters), and for year-round residents working fulltime.</p> <ul style="list-style-type: none"> <li>For each Housing Initiative, identify purpose, pros &amp; cons, estimated MOS cost, implications, and measures to assess effectiveness.</li> <li>Select initiatives acceptable to Skagway to accomplish housing objectives, as market alone not meeting needs.</li> </ul>	S	MOS	L
H 1B	Monitor housing development to ensure annual success on achieving year 2030 objective H-1. Permitting Official reports annually to Assembly and Planning and Zoning Commission.	O	MOS	L
H 1C	<p>Continue the residential land disposal program for Borough-owned land (see Future Growth Maps). <i>Cross reference with L 3J</i></p> <ul style="list-style-type: none"> <li>NW of Dyea Rd, about 14 acres of MOS land in the vicinity of the AP&amp;T microwave repeater (Figure L-14).</li> <li>NW of Dyea Rd, about 12 acres of AMHT land adjacent to Hilltop Lot 1, Block 2 (Figure L-14).</li> <li>About 12 acres of MOS land before and west of West Creek Bridge (Figure L-12).</li> <li>Build a pioneer road, then sell Taiya Overlook lots (already surveyed) (Figure L-12).</li> <li>The 3.5 MOS lots now housing Public Works shop on 5<sup>th</sup> by Alaska after building no longer needed and demolished (Figure L-15).</li> <li>Either sell the 4.5 MOS lots west of Alaska Street (between 4<sup>th</sup> and alley north of 5<sup>th</sup> Avenue) for housing when not needed by Public Works, or, through land exchange assemble four contiguous lots and seek to have a congregate house or condo built (Figure L-15).</li> </ul>	O	MOS	L-H
H 1D	Update the Zoning Code to modernize and provide consistent definitions; ensure rules facilitate the types of development Skagway wishes to encourage; eliminate unintended consequences or loopholes; reduce required size of parking	S	MOS	L

Objectives and Actions		Time	Resp.	Funds
	<p>stalls; create a Zoning Overlay District.</p> <ul style="list-style-type: none"> <li>Amend the Zoning Code to encourage development of more housing variety and types such as condominiums, apartments, cottage homes, and clustered townhouses, and shared wall dwelling units.</li> <li>Zoning changes may include additional code sections and/or a Zoning Overlay District with rules. Zoning changes may include a section for cottage style housing development, or clustered housing (possibly via a Planned Unit Development) that encourages higher density, well-designed lot layouts that offer shared spaces, pedestrian connectivity, and protect important habitat or provide buffers without unduly restricting development potential. The absence of these options limits development and redevelopment opportunities and creativity.</li> <li>Focus on development within the Future Growth Map Transition Areas, and other areas as appropriate.</li> </ul> <p><i>Cross reference with L 3N</i></p>			
H 1E	<p>Rezone portion of area north of the 23rd Avenue Bridge to add a Transition Overlay Zone, per Future Growth Map L-16 and Land Use chapter, to better match existing development patterns and encourage higher density residential development that takes advantage of public investment in water and wastewater infrastructure. <i>Cross reference with L 3B</i></p>	S-M	MOS	L
<p><b>H 2 Establish a one- to two-year Mayor’s Housing Taskforce with staff support through Managers Office to accomplish housing objectives.</b></p>				
H 2A	<p>After one to two years, review progress and task list, determine if Taskforce sunsets or continues.</p>	S	MOS	L
H 2B	<p>Elect chair, members to include one to two Assembly members, one to two Planning Commissioners, and representatives from SDC, STC, NPS, large and small business owners with seasonal employees, builders, bankers, realtor, school, those seeking first time homes, churches, seniors. Define tasks to accomplish within 1-2 years.</p>	S	MOS, many others	L
<p><b>H 3 Cause housing development on municipal land at Garden City RV Park (blocks 95 and 102) and on a portion of the 15-acre site off Klondike Highway.</b></p> <p>A variety of municipal roles are expected, such as subdivision and sale of individual lots, sale of larger parcels or issuance of RFPs then sale to facilitate clustered housing subdivision and Planned Unit Development (PUD)s, retention of some land or discounted sale to facilitate construction of permanently affordable homes and senior housing.</p>				
H 3A	<p>Develop, or cause to be developed through RFP, land sale or lease, and zoning code changes, 80-125 housing units on 5 acres of the MOS 15-acre site off Klondike Highway.</p>	M	MOS, Seasonal & other businesses, banks	M-H
H 3B	<p>Work with current Garden City RV users and business community to determine if there are ways to cost share and</p>	S	MOS, SDC, RV owners,	L



Objectives and Actions		Time	Resp.	Funds
	build one or more congregate, bunkhouse, or apartment style housing complexes for multiple businesses to lease or rent units at 15-acre site. Explore co-op business model, see page 102.		seasonal businesses, banks, other	
H 3C	Develop, or cause to be developed through RFP, land sale or lease, and zoning code changes, 48 or more housing units on 3.5 acres at Garden City. <ul style="list-style-type: none"> <li>The SDC December 2019 Blocks 95 &amp;102 Strategic Plan suggests a target of 10 starter family dwellings in 5 years, 15 in eight years, 20 in 10 years and up to 26 in 15 years, if needed and community can support. (Starter =120% AMI)</li> </ul>	M	MOS, SDC, constr businesses, banks	M-H
<b>H 4 See construction of at least 10 permanently affordable housing units.</b>				
H 4A	Evaluate tools per H 1A to determine what could assist with construction of 10 permanently affordable homes in Skagway (a Community Land Trust is likely best tool).	S	MOS, SDC, other	L
H 4B	Assign a lead committee, person, or ad hoc group to monitor progress and accomplish.	S, O	MOS	L
<b>H 5 Help Skagway's growing senior population stay in town by ensuring an adequate supply of aging-appropriate housing that those on fixed incomes can afford.</b> <i>In 2018, there are about 155 residents age 65 or older. Projections are for 65 more residents this age (220 total) by 2030 and 40 more (260 total) by 2040.</i>				
H 5A	Evaluate tools per H 1A to determine what could assist with retrofitting homes for those less abled and building subsidized senior apartments.	S	MOS	L
H 5B	Assign a lead to ensure building of 7-8 units of senior housing occurs (3-4 subsidized, 4 market rate) <i>(per 2015 draft report "Market Analysis, Independent and Assisted Living, Skagway, Alaska")</i> .	M	MOS	M-H
H 5C	Develop simple pre-approved designs/plans with home modifications to assist seniors to stay in their existing homes, waive permitting fees. Make available at City Hall counter.	S	MOS, volunteers	L
H 5D	Support development of one or more Assisted Living homes or facilities in Skagway. <ul style="list-style-type: none"> <li>Bring in an expert to describe how to create and permit small, private, home-based assisted living.</li> <li>If a resident has serious interest in providing this service/business, support their education process.</li> </ul>	S-M	MOS, Clinic, SDC, STC, volunteers	L
<b>H 6 Skagway has enough safe, sanitary seasonal worker housing to meet the demand.</b>				
H 6A	Better define seasonal housing deficit to meet 2025 needs.	S	SDC, Chamber	L
H 6B	Ensure there is always a legal campground in or near the Skagway townsite (public or private). <i>Cross reference with L 3M</i> <ul style="list-style-type: none"> <li>Develop (or cause to develop) a seasonal (no RV) campground in old paintball area N of Railroad Shops.</li> <li>Install a 4,000-gallon water tank and a porta-potty/shower.</li> </ul>	S	MOS	L
H 6C	Continue efforts that increase the supply of safe seasonal housing, such as the program allowing one RV attached to water	O	MOS	L

Objectives and Actions		Time	Resp.	Funds
	and sewer per home (now, only in effect until Garden City RVs are relocated), promoting accessory apartment construction, etc.			
<b>H 7 Stimulate rehabilitation of uninhabitable housing stock through a combination of incentives and disincentives.</b>				
H 7A	<p>Provide incentives and disincentives for owners of dilapidated structures to repair and bring them up to Code.</p> <ul style="list-style-type: none"> <li>• Examples of incentives: waiving or reducing building permit fees, abatement of resulting incremental increase in property taxes for five years, free inspection and listing of needed improvements by City personnel, and low interest loans.</li> <li>• Examples of disincentives: gradually increasing property tax levy to account for added expenses and public services that 'attractive nuisances' create.</li> </ul>	M, O	MOS	L
<b>H 8 Enforce zoning and other code rules consistently—particularly in summer— so residents, business owners, developers, and investors have predictability and assurance.</b>				
H 8A	Hire a summer code enforcement officer to increase MOS enforcement and inspection presence to address safe and sanitary housing violations including living in places/spaces without water and sewer, illegal camping, illegal fires, late night noise violations, abandoned vehicles, etc	M	MOS	M



“Frank Page works in his garden, one of many beautiful side yards that sprouted in early Skagway”  
Photo from book **Garden City of Alaska** by Frank Norris, historic photos from collection of the Skagway Museum

## 10 LAND USE AND FUTURE GROWTH

### GOAL

**Make public land available and regulate orderly use of both public and private land to:**

- **Maintain air, land, and water quality**
- **Reduce risks from natural hazards**
- **Foster economic development**
- **Provide for year-round and seasonal workforce housing**
- **Offer both dispersed and more urban recreation opportunities**
- **Preserve and enhance Skagway’s historic character**
- **Enhance the quality of life for current and future generations**

### 10.1 Historic Land Use and Status

Chilkoot Tlingits first inhabited the Skagway area. Skagway lies within the traditional boundaries of the Lkhóot (*Chilkoot*) Band of Lingít (*Tlingit*)<sup>7</sup>. The name comes from the Lingít word Shghagwéi, which can be translated to “roughed up” or “bunched up” or “rugged/wrinkled up” water because of the blustery

<sup>7</sup> This narrative is from two sources: primarily the Skagway Traditional Council’s, “Native History of Skagway,” and also from the Skagway Convention and Visitor’s Bureau website with information compiled, edited, and updated by Jeff Brady (from an original January 2000 New Year’s edition of The Skagway News).



conditions that are common conditions in this area. Shghagwéi’s common translation today is “windy place.” While the Skagway area was not traditionally occupied year-round, the neighboring valley of Diyée (*Dyea*) was the site of a small community that chose not to live in the larger, neighboring villages of Lkóot, Dei Shú (*Haines*), Yandustuki, or Lukwaan (*Klukwan*). There was also a man who lived in a small house at the mouth of Náaxk’w (*Naku*) Nakhu Bay, and there were several fish camps and hunting cabins in the region that were regularly occupied from spring until fall as the Native People gathered traditional foods, medicines, and supplies.

Skagway was also the home of a vital trade route for the Lingít people, who had developed a complex economy and traded with other Tribes in a vast circle of commerce that ranged from the interior of what is now Alaska and Canada to the tip of Southern California, and may have included the pacific islands of Hawaii and the Eastern Coast of Asia. The trails in the Shghagwéi area were commonly known as the “grease trail” (óox dei) because valuable fish and seal oils were packed into the interior in exchange for moose hides and meat, as well as copper, the metal that symbolized wealth and prestige along the Northwest Coast. The Lingít traveled north on foot, using dogs to pack supplies and snowshoes in the winter; and traveled south in cedar dugout canoes with bentwood boxes full of food, grease, and trade goods.

In June 1887, Skookum Jim, a Tlingit packer from Dyea and Tagish, led Capt. William Moore, a member of Canada’s Ogilvie survey party, over a new pass up the Skaqua river valley. It was later named White Pass for the Canadian Interior minister. In October, Moore returned with his son, Bernard and claimed 160 acres in the valley floor and began work on a cabin and dock. They called the place Mooresville.

In August 1896, gold was discovered by Skookum Jim, George W. Carmack, and Dawson Charlie on Rabbit Creek, later called Bonanza, a tributary of the Klondike River 600 miles from Skagway. By 1898, white settlers arriving as part of the Klondike Gold Rush swelled the area population (Skagway and Dyea) to 8,000-10,000 people.

Skagway incorporated as Alaska’s first city in 1900. The original City limits encompassed about 11 square miles. As the Gold Rush faded, population declined to about 875 people in 1910. Year-round local population has fluctuated since that time between approximately 650 to 1,088 people. In March of 1980, the City of Skagway expanded its corporate boundary by annexing the community of Dyea and all land between Haines Borough and the Canadian border. In 2007, the City of Skagway dissolved and a 1<sup>st</sup> class borough, the Municipality of Skagway, formed.



**L - Chilkoot Trail History in Lingit and English, NPS KLGO Signage**

**R - “Off to the Klondike” Photo reproduction inside Westmark Hotel**



## 10.2 Current Land Use and Status

Figures L-9, 11, 13, and 15 depict the land status today within the 461-square-mile (295,000 acres) Municipality of Skagway (MOS). A mix of private individuals and businesses, the Municipality of Skagway (MOS), the State of Alaska including the Alaska Mental Health Trust, and various branches of the federal government own land within the MOS.

Federal (USFS, NPS, BLM, other)	71%
State of Alaska	26%
Municipality of Skagway	3%
Private	1%

*Source: MOS GIS. Note: total >100% due to rounding*

Most large public landowners have plans that lay out the way they intend to manage land for which they are responsible. Each is summarized below.

### Municipality of Skagway (MOS)

The MOS has a dual land management role. First, it does comprehensive planning for all land within the borough, regardless of landowner. Second, it is the land manager for land it owns.

Under Alaska State law, the MOS is responsible for preparing a Comprehensive Plan to set out management and development patterns for the community and all land within its borough, regardless of land ownership. The Comprehensive Plan does this by establishing Future Growth Designations to guide orderly future land use and development in a manner that is compatible with the community's vision and goals. The Comprehensive Plan also does this by establishing objectives and actions to accomplish over the next 10 years. When the planning commission reviews development permits, it asks, "Is this proposed development compatible with the vision, Future Growth Maps, and with the goals, objectives, and actions in the Comprehensive Plan?" Skagway's zoning and subdivision codes and regulations implement the Comprehensive Plan and provide for orderly growth.

The MOS' other role is as manager of land it owns. In this regard, Skagway has prepared several plans and codified the rules of many of them, including for Dyea ([SMC 16.10](#)), Dyea Flats ([SMC 16.08](#)), Dewey Lakes Recreation Area ([SMC 16.12](#)), Nahku Bay Conservation Area ([SMC 16.14](#)), and the [West Creek Master Plan](#) (part of the Comprehensive Plan). Skagway also has four Area Meriting Special Attention (AMSA) Plans under the now defunct Alaska Coastal Management Program (ACMP) - the Pullen Creek Shoreline Park AMSA, Yakutania Point AMSA, the Port of Skagway AMSA, and Skagway River AMSA. While the ACMP no longer exists, the [Skagway Coastal Management Plan](#) was, under municipal authority, codified for its own implementation ([SMC Title 17](#)).

The MOS also acquires, sells, and leases municipal land to accomplish community purposes. It does this to make land available for commercial and industrial development (e.g., waterfront lease), housing development (lottery and over-the-counter land sales of approximately 50 parcels including in-house financing, Garden City RV Park acquisition), and by using municipal land for community facilities, utilities, roads, parks and trails (see paragraph above), and for conservation (see paragraph above).

Land owned by the Municipality of Skagway is shown on Figures L-11, L-13, L-15, and L-17 in this chapter, and is listed below on Figure L-2, which is excerpted from the MOS Property Tax Roll with additional information provided by municipal staff.

**Figure L-2 Municipality of Skagway Land**

Parcel #	Svs Area	Description or Leasor	Legal Description	Block	Lot #
<b>MOS Land WITH Facilities</b>					
1TOWN022120	I	MOS - Veterans Park	Lots 11 & 12	22	120
2TOWN072040	II	MOS - Skate Park	Lots 1 - 6	72	40
2TOWN104100	II	MOS - School	Lots 1 - 12	104	100
2TOWN077100	II	MOS - Rec Center	Lots 1 - 12	77	100
2TOWN142030	II	MOS - Pullen Creek Park		142	30
2TOWN106010	II	MOS - Public Safety Bldg	Lot 1A, Plat 2016-1	106	1A
2TOWN073110	II	MOS - former Clinic	Lots 10 - 12	73	110
1TOWN002080	I	MOS - former City Hall	Lot 8	2	80
2TOWN089070	II	MOS – Health Clinic	Lot 7A & Lots 7 - 12	89	70
1TOWN023020	I	MOS - Museum Parking Lot	Lots 1 & 2	23	20
1TOWN023100	I	MOS - Mollie Walsh Park	Lots 9 - 12	23	100
2TOWN128010	II	MOS - Little Dippers	Lots 1 - 3	128	10
2TOWN005010	II	MOS – Library	Lots 1 & 2	5	10
2TOWN142050	II	MOS - Harbor Storage		142	50
2TOWN142060	II	MOS – Harbor		142	60
2TOWN095010	II	MOS - Garden City	Lots 1 - 12	95	10
2TOWN102010	II	MOS - Garden City	Lot 1-12	102	10
2TOWN010080	II	MOS – Garage	Lots 7, 8, 9 & 1/2 of Lot 10	10	80
2TOWN007110	II	MOS - Fire Hall	Ptn Lot 10 & all of Lots 11 & 12	7	110
3KDHY201010	III	MOS – Seven Pastures, Dedman Stg	Ptn Prcl B L 1, US 994, Plat 2005-1	201	10
1TOWN023030	I	MOS – Creek	Lot 3	23	30
1TOWN034124	I	MOS - AB Hall	N 30' of Lots 11 & 12	34	124
3HLS300010	III	MOS - Pioneers Cemetery	Cemetery USS 1254	300	10
1TOWN037030	I	MOS – Commissary Building	Lot 3	37	30
1TOWN047060	I	MOS – Mollie Walsh Park Restrooms	Tract C Amended Survey 13	47	60
1TOWN047080	I	MOS – Lower Dewey Lake Trailhead	Remainder Survey 13 on Hillside	47	80
1TOWN048020	I	MOS – City Hall Parking Lot & Train Display	Lots 6, 7, 8 and N 33' of 9	48	20
2TOWN015120	II	MOS – Public Works Storage Yard	Lots 11 & 12	15	120
2TOWN016020	II	MOS – Vacant	Lot 2	16	20
2TOWN016110	II	MOS – Vacant (neighbors encroach on MOS property here)	Lot 11 & south 52' of Lot 12	16	110
2TOWN032112	II	MOS – Rapuzzi House	Lot 11A, Plat 2015-5	32	112
2TOWN040010	II	MOS – Leased to ED&D Cable TV (satellite dishes)	Lot 1	40	10
2TOWN082110	II	MOS – Vacant (strip between airport and Alaska Street)	Lots 11 & 12	82	110
2TOWN091060	II	MOS – Water Well #1 and #2	Lot 6	91	60
2TOWN092100	II	MOS – Vacant (strip between airport and Alaska Street)	Lots 1 - 12	92	100
2TOWN093010	II	MOS – Vacant (strip between airport and Alaska Street)	Lots 1, 2 & 11, 12	93	10
2TOWN094100	II	MOS – Skagway School	Lots 1 - 12	94	100

Parcel #	Svs Area	Description or Leasor	Legal Description	Block	Lot #
2TOWN103100	II	MOS – Skagway School	Lots 1 - 12	103	100
2TOWN128130	II	MOS – Vacant (strip between river and Alaska Street)	Across AK St.	128	130
2TOWN129100	II	MOS – Dyea Garbage Drop-Off Shed		129	100
2TOWN142040	II	MOS – Pullen Creek RV Park	ATS #4 Ptn 5E	142	40
2TOWN142052	II	MOS – Ptn Small Boat Harbor Storage Yard (expired lease area – was Taiya Marine Services)	ATS #4 Ptn 5F	142	52
3KDHY204013	III	MOS-Public Works/composter site, land for housing	Lot 1, Skagway Commercial SD Plat 2014-2	204	13
3HLSD300030	III	MOS (triangular parcel adjacent to Dyea Road after cutoff)	Tract C-10 USS 3312	300	30
3HLSD301070	III	MOS – Fire Department Training Grounds	Lot 20 Tract C USS 3312	301	70
3HLSD306020	III	MOS-Lookout. Dyea Rd	Tract D-30 USS 3312	306	20
3HLSD306080	III	MOS Radio/Communication Towers	Tract E-36 USS 3312	306	80
4DYEA401020	IV	MOS – Nahku Bay Conservation Area	USS 3307	401	20
4DYEA406040	IV	MOS – West Creek Bridge Parking Lot	Dyea Generator	406	20
	II	MOS- Former police station		44	7-9
	II	MOS-Wastewater Treatment plant		43	7-12
	I	MOS-McCabe Bldg/City Hall/Museum	Court House Reserve	Ptn Lot 49	
	III	Gold Rush Cemetery	Ptn. ASLS 2007-40 Plat 2017-5		
		Rifle Range (former landfill)	Ptn. USS 1499		
		The 3 lots that public works shop sits on @ 5 <sup>th</sup>	Lots 7 – 9 and the W. ½ of Lot 10	10	
		Yakutania Park	Ptn. USS 1499		
	II, IV	Dewey Lakes system	Dewey Lakes = ASLS 2007-36, Plat 2017-6		
		AB Mnt	AB Mountain = Ptn. Lot 5, USS 5110		
		Klondike Highway Area Near Liarsville	ASLS 2007-41, Not fully conveyed so no plat # yet		
		Dyea Flats incl Campground (appr 4540 ac)	Dyea Area Near Sheep Camp, Not fully conveyed so no plat # yet; Ptn. USS 5110, Lot 5, Tract A (Plat 2006-3)		
	IV	East of Taiya River & West Creek	ASLS 2007-42, Plat 2016-3		
		West Creek (2860 ac)	West Creek = ASLS 2007-43, Not fully conveyed so no plat # yet		
<b>Tidelands properties on tax roll owned by MOS, leased to others</b>					
2TOWN141070	II	AIDEA (EXEMPT)	ATS #4 Ore Term. 6C (Ore Terminal Property – Leased to PARN, Subleased to AIDEA)	141	70
2TOWN141040	II	Alagnak Holdings, LLC	ATS-AML Lease 6F (Alaska Marine Lines – Leased to PARN, Subleased to Alagnak)	141	40
2TOWN141060	II	Capstone Mining Corp.	Ptn Lot 4 (TL6A) ATS #4 (Ore Terminal Property – Subleased to AIDEA, User agreement between	141	60

Parcel #	Svs Area	Description or Leasor	Legal Description	Block	Lot #
			AIDEA & Capstone)		
2TOWN142100 II	II	M & M Brokerage Inc.	ATS #4 Ptn 5A (Leased to PARN, Subleased to M&M)	142	10
2TOWN142040 II	II	MOS	ATS #4 Ptn 5E (Portion of Unused Tidelands?)	142	40
2TOWN142052 II	II	MOS	ATS #4 Ptn 5F (Lease area within Small Boat Harbor storage yard)	142	52
2TOWN142090 II	II	Petro Marine	ATS #4 Ptn 5A (Leased to PARN, Subleased to Petro)	142	90
2TOWN141080 II	II	TEMSCO	ATS #4 6G (Leased to PARN, Subleased to TEMSCO)	141	80
<b>Properties on tax roll owned by MOS, leased to a White Pass affiliate</b>					
2TOWN046020 II	II	PARN Company	RR R.O.W. alley between 1st & 2nd Ave. (Municipal easement)	46	20
2TOWN143010 II	II	PARN Company	R.O.W. Congress Way/Spring Street (Municipal easement)	143	10
2TOWN143030 II	II	PARN Company	Ptn. ATS 4 - West of RR Dock (Municipal easement)	143	30
2TOWN143040 II	II	PARN Company	ATS 1502 and ATS 1625 (Tidelands owned by State of Alaska, leased to PARN)	143	40
2TOWN141021 II	II	Skagway Terminal Co.	Parcel X, ROW south of Blk 43 (Municipal easement)	141	21
2TOWN141050 II	II	Skagway Terminal Co.	Bulk Plant, 6B (Portion of Petro tank farm? Owned by MOS, leased to PARN)	141	50
2TOWN141090 II	II	Skagway Terminal Co	Ptn Lot 4 ATS 4 Ptn TL 6D (Portion of Alaska Marine Lines sublease area? Owned by MOS, leased to PARN)	141	90
2TOWN141100 II	II	Skagway Terminal Co	Ptn TL 6D, Lot 4, ATS (Portion of Alaska Marine Lines sublease area? Owned by MOS, leased to PARN)	141	100
1TOWN044120 I	I	Skagway Terminal Co.	Lots 11 & 12 (Owned by MOS, leased to PARN)	44	120



## Federal – U.S. Forest Service

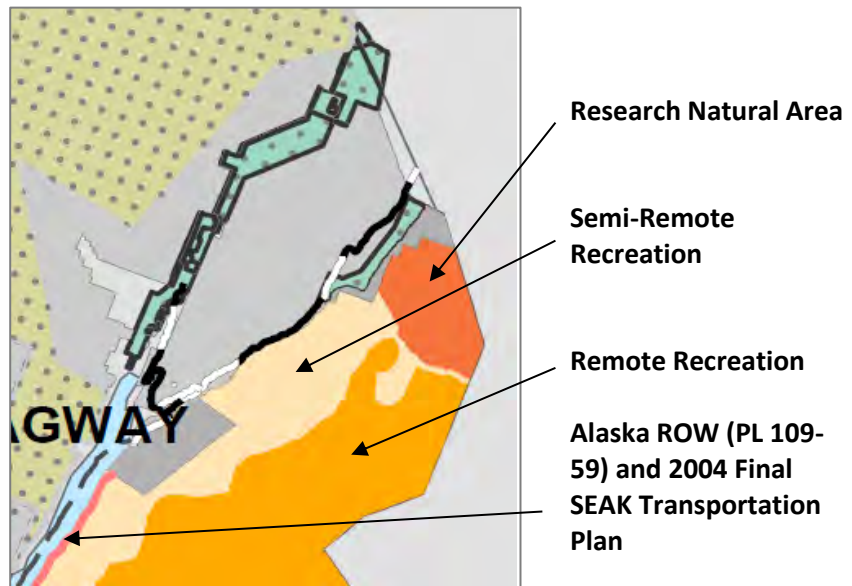
Federal land east of town is part of the Tongass National Forest, managed by the U.S. Forest Service (USFS) in accordance with the Tongass Land and Resource Management Plan (TLRMP), 2016 (Figure L-3).

<https://www.fs.usda.gov/detail/tongass/landmanagement/?cid=stelprd3801708TLM>

It classifies USFS land in the Skagway area into three categories (Figure L-3):

- Semi-Remote Recreation (from the Skagway River east for about 3 miles).
- Remote Recreation.
- Research Natural Area (the Warm Pass Valley area).
- The USFS also classifies the East Fork of the Skagway River area and the Laughton Glacier/Warm Pass Valley area as “Recreation Places Important to Tourism.” Both places have USFS rental cabins and trails.

Figure L-3 Tongass Land and Resource Management Plan, 2016 (excerpt)



## Federal – National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The purpose of the Klondike Gold Rush National Historical Park (KLGON), established in 1976, is to preserve in public ownership for the benefit and inspiration of the people of the United States, the historic structures, trails, artifacts and landscapes, and stories associated with the Klondike Gold Rush of 1898. Klondike Gold Rush based in Skagway (KLGON), the most visited national park unit in Alaska with just over 1.1 million visits per year, encompasses 13,200 acres in the three northernmost units of the Klondike Gold Rush National Historical Park. These three units are within MOS boundaries (Figure L-9 shows park boundaries): the Skagway Unit (in the historic district in town); the Chilkoot Trail Unit located in the Taiya River Valley (9,670 acres), which hosts the famous 33-mile hiking trail; and the White Pass Unit located in the Skagway River Valley (3,320 acres). Only the Seattle Unit is located outside of Skagway. The park also manages the Skagway & White Pass District and Chilkoot Trail & Dyea National Historic Landmarks as delegated by the Secretary of the Interior. NPS management of land, properties, and activities within the KLGON is in accordance with the NPS Organic Act (1916); the Code of Federal Regulations pertaining to Parks, Forests, and Public Property; NPS Management Policies (2006); the Klondike Gold Rush National Historical Park General Management Plan (1996); and other national, regional, and park specific policies and plans, for example, the 2014 Dyea Area Plan and Environmental Assessment. (<https://www.nps.gov/klgo/learn/management/upload/dyea-area-plan-EA-508.pdf>).

Cooperative management of resources is common as there is a mix of Federal, State, Municipality of Skagway, Native Allotment, and/or other private lands within and adjacent to all units of the park. For

example, the Municipality of Skagway manages the 202-acre Dyea Flats south of, and adjacent to, the Chilkoot Trail Unit in accordance with its Dyea (SMC 16.10) and Dyea Flats (SMC 16.08) plans and code. Further, Klondike Gold Rush National Historical Park was designated, by Presidential Proclamation in 1998, part of Klondike Gold Rush International Historical Park, and therefore, manages many park resources in cooperation with Parks Canada.

The NPS works to preserve and rehabilitate 30 historic structures and five cultural landscapes within Skagway and Dyea and supports the community in its efforts to present an authentic gold rush era feel. Five of the historic structures in Skagway are leased to private businesses, others serve as the Visitor Center, Administrative Office, or exhibits open to the public. The park also curates 370,000 museum items and manages 50 archaeological sites. The NPS owns 24 city lots totaling about 1.8 acres. The natural resources found within KGLO are also noteworthy. For example, the White Pass Unit has experienced nearly unimpeded ecological succession in the 100-plus years since the gold rush. Also, the Chilkoot Trail Unit contains a diversity of biological and ecological resources found across life zones and/or ecotones created by a continuous elevational gradient from seashore to the Chilkoot Pass, at approximately 3,500 ft above sea level

## **Federal – Bureau of Land Management**

The western and northwest part of Skagway Borough, to the Haines Borough boundary, is land managed by federal Bureau of Land Management (BLM) including the Nourse Glacier and River and West Creek Glacier, both of which drain into the Taiya River, as well as Burro Creek area land including Mount Harding (See Figure L-4). The amount of federal BLM land within the municipal boundary is the basis for the federal Payment-In-Lieu of Taxes (PILT) revenue source to the MOS.

The BLM issued the general Ring of Fire Management Plan (March 2008). Since then, it has continued with more detailed planning and management studies for the Haines-Skagway areas, primarily in response to Haines' growing heli-skiing industry. Studies between 2012 and 2017 were on brown bear and mountain goat habitat and use. On October 7, 2019, a final Environmental Impact Statement (EIS) for the "Haines Amendment to the Ring of Fire Resource Management Plan" was issued. The Municipalities of Haines and Skagway have formal cooperating agency status with the BLM on this planning effort. This plan will affect future helicopter accessed recreation in the western part of the MOS and potentially hydroelectric development and other recreation uses. Plan adoption is scheduled for January 2020. The Final EIS can be downloaded at: <https://www.blm.gov/programs/planning-and-nepa/plans-in-development/alaska/rof-haines-amendment>.

If adopted, the preferred alternative (Alternative G), would designate much of the land in the western MOS as an Extensive Recreation Management Area (ERMA). ERMAs recognize existing recreation use, demand, or Recreation and Visitor Services program investments, and are managed to sustain principal recreation activities and associated qualities and conditions, commensurate with other resource and resource uses. The preferred alternative would allow for a significant increase in the number of helicopter landings authorized through Special Recreation Permits. Fixed-wing aircraft access and landings, for both permitted commercial and personal use activities, would be allowed. Temporary structures and camps in support of traditional or recreational use would be allowed. Backcountry cabins may be considered. For the Nourse Glacier area specifically, helicopter landings would continue to be restricted from May 1 through June 15, with the following restrictions: a) Approaches and departures will be from the south to reduce potential impact to goats on kidding habitats north of the site; b) Flight corridors to the north and northwest of the Nourse Glacier will not be used for flight seeing or access to

the Chilkat icefields until June 15th; and c) Access to the Chilkat icefields will be through either the West Creek or Grand Canyon corridors.

## State of Alaska

State of Alaska land stretches from the western valley of the Skagway River to and including the Taiya River valley, and the upper reaches of the West Creek and Nelson Creek valleys (Figure 7-1). On the east side of town, the State owns land north and south of Dewey Lakes.

State land is managed by the Department of Transportation and Public Facilities (roads, the airport), or the Department of Natural Resources (DNR), or the Alaska Mental Health Trust. The Alaska Mental Health Trust's Trust Land Office (TLO) manages about 1,480 acres of land on AB Mountain. The TLO goal is to generate income from their land to provide revenue to fund state programming that improves the lives and circumstances of trust beneficiaries with mental illnesses. The Future Growth Maps in this Comprehensive Plan encourages that AMHT land adjacent to the Klondike Highway and Dyea Road be developed for large lot residential living.

The DNR manages the majority of the State land within the MOS in accordance with the Northern Southeast Alaska Area Plan (October 2002). The 2002 Area Plan does not have specific management intent for any Skagway area State land beyond the land use designation (Figure L-4). Most State land in the Taiya River Valley and Dyea area is designated "Ru" for Public Recreation and Undeveloped Tourism. Most State land outside of the Taiya River area is designated "Gu" or General Use.

Land Ownership maps are found along with Future Growth maps in the Future Growth Maps and Seven Focus Areas section of this chapter.

Figure L-4 State Land Use Designations			
PARCEL	NAME	DESIGNATION	ACRES
S-01	Chilkat Glacier	Gu	92,864
S-02	West of Taiya River	Gu	12,684
S-03	Chilkoot Pass	Gu, Ru	3,690
S-04	Chilkoot Trail Shelter	Ru, Pr	60
S-05	Chilkoot Trail Area	Ru	3,521
S-06	Klondike Highway, Mt. Cleveland	Gu, Ru	28,976
S-07	Taiya River and floodplain, south of West Creek	Ru	513
S-08	West Creek	Gu	9,354
S-09	Taiya River-South	Ru	321
S-10	Taiya River Terminus	Pr	32
S-11	NPS Campground, Dyea Area	Rd	66
S-12	Area West of Dyea	Gu	120
S-13	White Pass Road, Upslope Area	Gu	553
S-14	North of Nakhu Bay (west parcel)	Gu	463
S-15	North of Nakhu Bay (east parcel)	Gu	339
S-16	Base of AB Mountain	Gu	281
S-17	West Taiya Inlet	Gu	10,840
S-18	West Nakhu Bay		76
S-19	Skagway Airport/River	Pr, Ma	131
S-20	Skagway Harbor Area	Pr	7
S-21	Upper downtown Skagway	S	2
S-22	Twin Dewey Peaks	Gu	1,432
S-23	Devils Punch Bowl	Gu	1,132

*Source: DNR Northern Southeast Area Plan, October 2002*

## 10.3 Air, Land, and Water Quality

### Challenges and Opportunities

- **Maintain air, land, and water quality**
- **Designate wellhead and watershed protection areas to protect drinking water source(s)**
- **Cleanup contaminated sites**

Generally, local air, water, and land quality in Skagway is excellent with only a few site-specific concerns. A clean environment is important to Skagway residents. During development of the Skagway 2030 Comprehensive Plan, residents had several opportunities to list things important to their quality of life. Approximately 7% of responses (288 total responses) were specifically about the value of local clean air and water.

### Air Quality

Skagway is located in a Class II airshed, as classified under provisions of the Clean Air Act amendments. Class II airsheds are defined by the Alaska Department of Environmental Conservation (ADEC) as generally free from air pollution, but with some industrial use occurring. Potential sources of air pollutant include emissions from cruise ships, diesel burning trains and buses, the incinerator, and other transshipment activities. Skagway is quite windy, which supports good air quality. However, during periods when it is calm and there is air stagnation, or when there are overnight temperature inversions, pollutants can stack against the mountains and hover at elevations linked to air temperature. This can lead to temporary impacts to air quality and visibility, particularly during summer when cruise ships, tour buses and the train are all operating. If there is a dry spell, conditions can get quite dusty as well.

In response to these types of concerns, ADEC took 48 air opacity readings during the 2016 cruise season (between the beginning of May and end of September)<sup>8</sup>. Norwegian Cruise lines committed to monitoring air quality in 2020. While this is excellent, a more comprehensive air quality program that monitors air emissions from all potential sources would provide a needed baseline assessment of existing air quality conditions.

### Water Quality and Contaminated Sites

Surface water in the Skagway area is generally clear with some suspended sediments during periods of high run-off (NPS, 1997). Stormwater pollution prevention is important in Skagway to protect drinking water quality—sourced from an aquifer beneath the Skagway River, to protect salmon and their habitat (Pullen Creek)—and to maintain a clean and attractive environment for both residents and visitors.

Figure L-5, from ADEC records, shows Skagway’s wellhead protection zones. Protecting Skagway’s drinking water quality is of paramount importance. At some point in the future adding chlorine and water filtration could be required, and land near one of the wellheads for holding and treatment—probably by the school—should be reserved for these purposes. If the Skagway River aquifer source was

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<sup>8</sup> Moffatt & Nichol, Environmental and Regulatory Compliance- Final Report, Port of Skagway, July 2017



ever jeopardized, a potential other source at great expense would be surface waters from Denver Glacier.

Pullen Creek and Skagway harbor are on the ADEC's 303(d) list of impaired water bodies in Alaska for heavy metals contamination. Pullen Creek provides rearing habitat for coho and Dolly Varden and spawning habitat for coho, pink, and chum salmon. The Skagway Traditional Council (STC) prepared a Pullen Creek assessment in 2005 and a waterbody recovery plan in 2006. The Taiya Inlet Watershed Council (TIWC) prepared a 2006 [Pullen Creek Action Plan](#), which describes current conditions, problems, solutions, and management and restoration recommendations. The TIWC/STC/Southeast Alaska Watershed Coalition, Municipality of Skagway and others worked to develop a project that would both improve and protect Pullen Creek habitat and add an interpretative walking trail along it that ties together points of interest. In 2013, the Municipality received almost a \$2 million grant from the Federal Highway Administration for the Pullen Creek Stream Walk project. Phase I was completed in 2016, which stretches from the Broadway Dock to Congress Way and includes a gravel trail, attractive fencing to protect and reestablish vegetation, stream overlooks, replacement of a footbridge, a series of interpretive signs, and a dock on Pullen Pond.

In 2010, DEC looked at Total Maximum Daily Load (TMDL) for metals in Pullen Creek. A TMDL is the amount of a pollutant the waterbody can receive while maintaining compliance with applicable water quality standards. The DEC TMDL study recommends natural processes operating over time as the best course of action to achieve the desired clean-up results for Pullen Creek. It is also important to maintain stable streambanks and minimize the potential for disturbance, erosion, and delivery of contaminated upland and streambank soils. The best way to do this is using responsible development practices including setbacks near salmon streams and community stewardship to reduce impacts to fish (pollution, garbage, lawn care, etc.). Completing Phase II of the Pullen Creek Streamwalk to City Hall, including work with private property owners, is an opportunity to accomplish more Pullen Creek restoration efforts.

Many municipalities have a required 25-foot setback from either side of anadromous streams to protect fish habitat, Skagway does not. For example, this is from the Haines Borough code's section on development approvals (18.60.010) General approval criteria:

P. Anadromous Fish Stream Setbacks. Unless approved by variance, no development shall occur within 25 feet of the banks of anadromous fish streams, designated as such by the Alaska Department of Fish and Game. Variances from this requirement may be granted by the commission based upon the unique conditions of individual properties, the proposed development, and the recommendations of a qualified fisheries biologist.

Given the narrow width of Skagway lots, but desiring to maintain and enhance fish habitat, Skagway could consider amending the zoning code at 19.04.020(c) to add a minimum 10-or 15-foot no disturbance setback around anadromous streams.

There are nine active contaminated sites in Skagway in the State's contaminated site database (ADEC 2017), as shown on Figure L-5 (red triangles). Clean-up efforts on all sites are ongoing, with various amounts of progress. The type and cause of the contamination, and the latest status of each clean-up effort is found on the table at Figure L-6.

The MOS, STC, and others could seek EPA's [Brownfields Program](#) grants and technical assistance (available to municipalities, states, and tribes) to assist with clean up and restoration of properties. In particular, this funding could help pay for clean-up and revitalization of the former health clinic site into a productive property for senior housing, the kind of program/project these grants favor.

*Pullen Creek*





Figure L-5 Drinking Water Protection Areas and Contaminated Sites

Legend

Contaminated Sites

- ▲ Active
- ▲ Cleanup Complete
- ▲ Cleanup Complete - Institutional Controls

Impaired Streams and Beaches



Impaired Water Areas



ADEC Identified Drinking Water Protection Areas

Time of Travel or SW 1000 ft buffer)

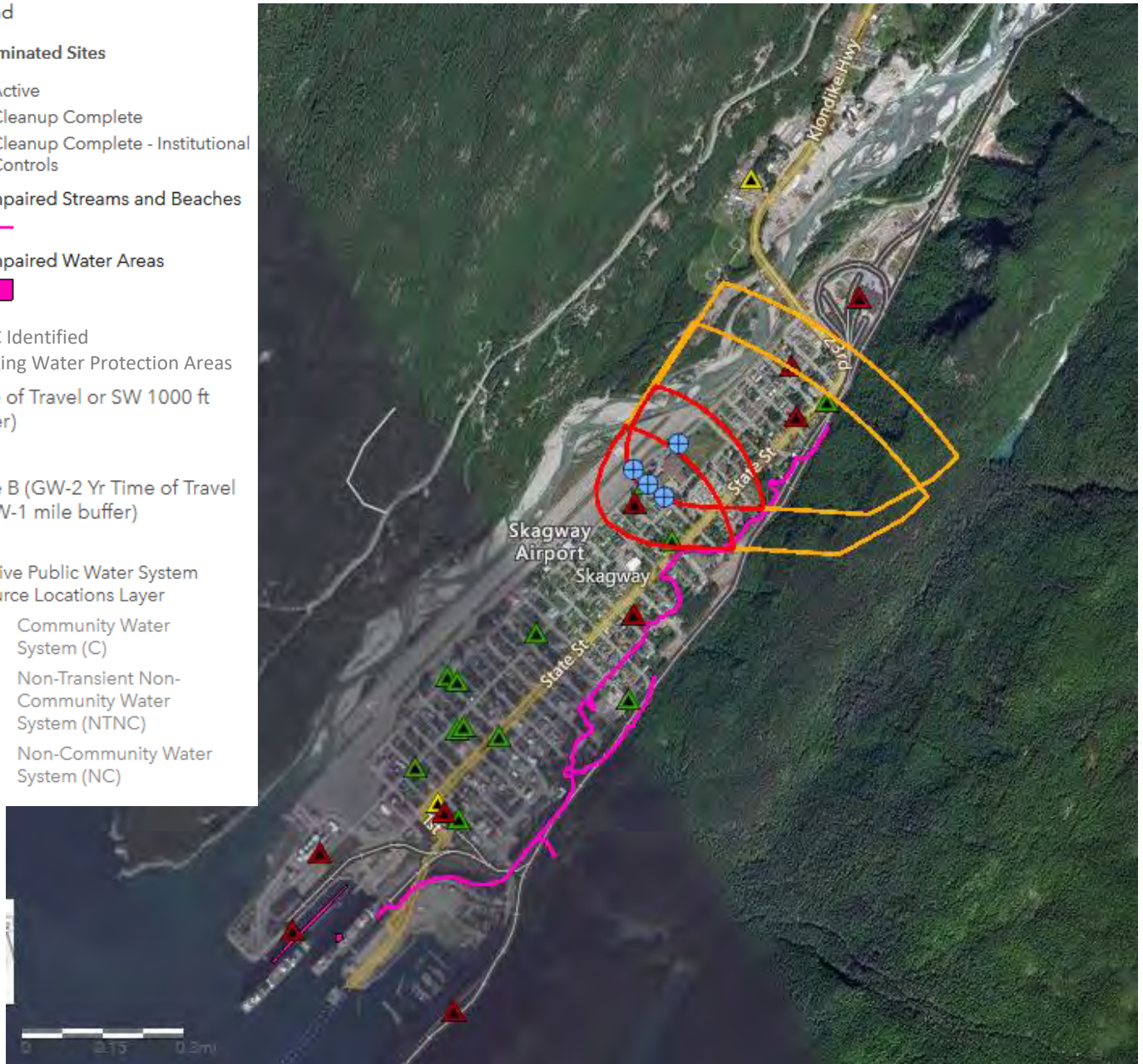


Zone B (GW-2 Yr Time of Travel or SW-1 mile buffer)



Active Public Water System Source Locations Layer

- ⊕ Community Water System (C)
- Non-Transient Non-Community Water System (NTNC)
- Non-Community Water System (NC)



Sources: Alaska Department of Environmental Conservation Contaminated Sites Program and Drinking Water Program<sup>9</sup>

<sup>9</sup> <https://dec.alaska.gov/eh/dw/dwp/protection-areas-map/>  
<https://www.arcgis.com/home/webmap/viewer.html?webmap=315240bfbaf84aa0b8272ad1cef3cad3>

## Reports on Nine Active Contaminated Sites (listed from North to South)

(Active sites depicted with red triangles on Figure L-5)

Source data: Alaska Department of Environmental Conservation Contaminated Sites Program and Drinking Water Program, personal communications with ADEC's J. Barris and E. Gleason, November 2019.

**Figure L-6 Latest Status on Skagway's 9 Contaminated Sites (listed from north to South)**

<b>Site 1</b>		
<b>White Pass &amp; Yukon Railroad Yard</b>		
Address	NE of 23rd Avenue Bridge, at Terminus of State St	
Information	The White Pass rail yard operated as a locomotive and maintenance yard since the early 1990s. The site was leased to the military during World War II. The railway closed between 1982 and 1988. Since 1988 it has been used on a seasonal basis as a tourist passenger rail service. Environmental investigations at the site began in 1987. Sources of contamination at the site are petroleum spills and a treated wood chip pile. Twenty-two wells were installed on the railyard property and adjacent Alaska street property to delineate the extent of groundwater contamination. Since monitoring work began, several monitoring wells have been removed from the biannual and now annual program. At present six source area wells are being monitored for contamination. The site is located 2,300 feet horizontal upriver and up gradient of the Skagway drinking water municipal wells, which is beyond the two-year capture zone for the source aquifer	
Latest Status		
4/11/2019	Meeting or Tele-conference Held	Teleconference with ADEC, Golder, and WPYR today to discuss the 2018 report and upcoming 2019 sampling. Golder provided information in a 3/20/2019 email and 2018 report showing that PCE has no seasonal variation. ADEC approves annual sampling for the site. PCP was detected in 2018, as such all active wells will be sampled for PCP in 2019.
4/26/2019	Site Characterization Report Appr.	Received revised report from Golder on 4/26/2019. ADEC has reviewed the report and it is now approved. Six monitoring wells were sampled in spring 2018. Of the wells sampled, only one well (the well adjacent to the shop) is above ADEC groundwater cleanup levels. The well is above cleanup levels for perchloroethylene, diesel range organics, residual range organics, and pentachlorophenol. All other monitoring wells below groundwater cleanup levels. Groundwater monitoring will continue until the contaminant concentrations are below cleanup levels or have reached a steady state. White Pass reviewed their files and confirmed that the aqueous fire-fighting foams have never been used or stored on the site
<b>Site 2</b>		
<b>TEMSCO Helicopters Employee Housing Skagway</b>		
Address	North of Intersection of 21st Avenue and Main Street	
Information	On September 29, 2018 a release of diesel fuel was reported in the vicinity of three aboveground heating oil tanks at the TEMSCO Helicopters Employee Housing units in Skagway. It was later determined that an undetermined amount of diesel had been released to the ground due to a cracked coupling on one of the buried copper fuel lines connected to the three heating oil tanks. PVC pipe around the fuel line acted as a conduit and channeled the fuel to both ends of the pipe. Excavation and sampling were conducted in November 2018. Approximately 45 cubic yards of contaminated soil were removed. Diesel range organics remain in soil above DEC cleanup levels. A work plan is being developed to further characterize the extent of contamination onsite.	
Latest Status		
10/25/2019	Report or Workplan Review - Other	ADEC commented on September 25, 2019 Work Plan for Site Characterization, TEMSCO Employee Housing. Work plan proposes to install three groundwater monitoring wells and sample for petroleum related contaminants. The work plan does not address data gaps in horizontal soil characterization.
<b>Site 3</b>		
<b>Skagway State Street Mystery</b>		



Address	20th and State Streets, Between Blocks 23 and 20	
Information	In November 1998, diesel was encountered at the vacant lot, at the intersection of 20th and State Street. Product appeared to be initially flowing onto the property from the Alaska Department of Transportation (DOTPF) right-of-way. However, characterization work in 2004 indicated that the contaminant source was on-site. As of September 2018, the site has not been fully characterized nor cleaned up to regulatory standards despite ADEC effort. A Notice of Environmental Contamination was placed on the property deed in February of 2015 and will remain in place until clean up actions have been completed and the site is officially closed.	
<b>Latest Status</b>		
8/6/2018	Site Characterization Report Appr.	Three test pits dug on site where historic data indicated the presence of petroleum soil contamination. Oily sheens but no free product was observed on the groundwater surface. The contaminated horizon appeared at the approximate same depth (5.5 to 6 ft. belowground) for each test pit. Results found no chlorinated compounds, but petroleum contamination above ADEC cleanup levels is present. Contamination appears to be at site of former cabin.
9/5/2019	Update or Other Action	Per the responsible party's attorney, a response letter for last year's site work is in the works. No cleanup. Site is progressing slowly. Hope for further work in the future.
<b>Site 4 Residence - 1410 Alaska Street</b>		
Address	1410 Alaska Street	
Information	On September 7, 2016, petroleum-impacted soil was encountered during maintenance on a buried waterline in the right-of-way adjacent to the residential property at 1410 Alaska Street. The source of the contamination was unknown. Diesel range organics, gasoline range organics, 1,2,4-trimethylbenzene, 1,1,2,2-tetrachloroethane, 1-methylnaphthalene, and 2-methylnaphthalene were confirmed in subsurface soil above DEC cleanup levels. Excavated soil from the property was segregated and stored. There are several drinking water wells within ~200 to 300 feet of the contamination.	
<b>Latest Status</b>		
6/29/2017	Site Characterization Workplan Approved	Approved work plan outlines activities to conduct additional sampling of the City-owned right-of-way adjacent to the Residence - 1410 Alaska Street contaminated site where contamination was found on the southern corner of the property. A Geoprobe truck mounted drill will be used to complete 5 borings. Borings 1-3 will be made on 14th Avenue in front of the Jennings Property and borings 4-5 will be made in the middle of 14th Avenue. Soil core samples will be collected from depths previously found to have contamination: 6-9 feet below ground surface. A soil sample representing the highest level of contamination will be selected from each core based on visual and olfactory cues. A total of 5 primary analytical samples will be analyzed for DRO, GRO, RRO, volatile organic compounds (VOCs), semi volatile organics (SVOCs), polycyclic aromatic hydrocarbons (PAHs), and metals.
7/12/2017	Site Visit	Site visit while the consultant collected samples from the roadway. Some signs of petroleum contamination were noted as were pieces of wood stave.
11/13/2017	Update or Other Action	Approved backfilling of the City-owned trench for winter.
6/29/2017		A work plan is being developed for the 2020 season.  The report on work completed in 2016 documents the results of site investigation activities conducted for the MOS around the MOS-owned perimeter of the 1410 Alaska Street Contaminated Site first discovered in September 2016. Contamination is present both on the property, the roadway, and the right-of-way. The contaminants of concern at this site that were found in concentrations greater than or approaching ADEC cleanup levels are diesel range organics (DRO), gasoline range organics (GRO), chlorobenzene, ethylbenzene, xylenes, n-propylbenzene, 4-chlorotoluene, 1,2,4-trimethylbenzene, naphthalene, 1,3,5-trimethylbenzene, 1-

		methylnaphthalene, 2-methylnaphthalene, 2-chlorotoluene, and 1,1,2,2-tetrachloroethane. Five boreholes were advanced in 14 <sup>th</sup> Street adjacent to where contamination was previously located. The purpose of the investigation was to determine if chlorinated solvents were present below the street. Consistent with previous results, the values were between the migration to groundwater and human health cleanup values. The Volatile Organic Compound results were unusable because samples were received by the laboratory at a temperature above what is allowed, therefore no conclusions regarding the presence or absence of VOC within the roadway could be made. Contamination above ADEC cleanup levels exists beneath and adjacent to the MOS-owned roadway. When the contamination is accessible, it must be characterized, and the site must meet the most stringent of 18 AAC 75 cleanup levels.
<b>Site 5 Skagway Former Medical Clinic</b>		
Address	310 11th Avenue	
Information	In November 2017, petroleum-contaminated soil was discovered during geotechnical activities at the former location of the Dahl Memorial Clinic. The property was being evaluated for potential new construction when diesel range organics and naphthalene were confirmed in soil above DEC cleanup levels for migration to groundwater but below human health cleanup levels. The City of Skagway plans to characterize the contamination in preparation for development of the property in the future.	
Latest Status		
4/5/2019	Site Characterization Workplan Approved	The objective is to install seven groundwater monitoring wells using a GeoProbe. The wells will be placed on each of the four sides of the property and within the alleyway north of the property. Groundwater samples will be collected from each well. Soil and groundwater samples will be analyzed for GRO, DRO, volatile organic compounds (VOCs), and polycyclic aromatic hydrocarbons (PAHs).
<b>Site 6 Residence - 363 2nd Avenue</b>		
Address	363 2nd Avenue	
Information	In April, 2014, a cracked fitting was discovered on a fuel line between two aboveground heating oil tanks at 363 2nd Avenue. An unknown amount of diesel fuel had been released to the surface at the time of discovery. The fuel line was subsequently repaired, and prior to initial remediation the aboveground storage tanks (ASTs) were removed. In October 2014 approximately 200-cubic yards of contaminated soil was removed from the site and transported to Seattle for disposal. Excavation activities were limited due to the building foundation and presence of the groundwater table. Sample analysis confirmed soil contamination remains above DEC cleanup levels and due to remaining contamination at the soil-groundwater interface, groundwater contamination may also be present but has not been evaluated.	
Latest Status		
6/21/2018	Workplan Requested	Due to the remaining contamination and the risk of vapor intrusion into the building, which houses both a business and rental suites, and the observed groundwater contamination, the ADEC is requesting a work plan to delineate the extent of groundwater contamination and the potential for vapor intrusion.
11/6/2018	Site Characterization Workplan Appr.	Approved a Groundwater Monitoring and 2018 Work Plan. Further site characterization activities include soil sampling, groundwater sampling, and indoor air sampling.

<b>Site 7</b>		
<b>Petro Marine Skagway Truck Rack</b>		
Address	10 Beach Road, near Ore Terminal off State St	
Information	Fifteen cubic yards of impacted surface soil recovered at 265-gallon diesel spill. Later, additional soil was excavated. Now, 175 cubic yards is stockpiled on-site in a biocell.	
Latest Status		
11/3/2017	Report or Workplan Review - Other	Reviewed the Sampling and Analysis Plan. Proposed activities consist of collecting soil samples from the onsite biocell. Based on field screening results, select soil samples will be submitted for analysis of contaminants.
7/3/2018	Meeting or Teleconference Held	Petro Marine representative states that the biocell soils are being turned 1-2 times per month, and implementation of the Sampling and Analysis Plan will occur fall 2018.
<b>Site 8</b>		
<b>Skagway (Nahku) Ore Terminal</b>		
Address	State Street South at Skagway Harbor Loading Facility (shore-based marine transfer to ship transport; large ocean vessels)	
Information	The release of lead and zinc ore concentrate fugitive dust to upland properties and to harbor sediments of the marine environment from historical ore transfer operations (1970s, 1980s) is confirmed by site investigation. Site cleanup in Skagway by responsible party Pacific and Arctic Railway and Navigation Company and other responsible parties has reduced the risk of human exposure on the upland properties. However, contaminated sediments in the Ore Basin of the Skagway Harbor remain a major concern to DEC. DEC has requested a thorough seafood risk assessment be conducted if a planned sediment dredge removal action cleanup remedy is not implemented in the near future.	
Latest Status		
9/18/2019	Report or Workplan Review - Other	ADEC provides comments on the document titled "Remedial Action Options Analysis- DRAFT" dated August 2019. The preferred alternative is dredging in front of the loader area.
10/14/2019	Update or Other Action	ADEC approves the updated document titled "Remedial Action Options Analysis", dated October 2019. ADEC is in support of the general approach and selected remedial option outlined (dredging of ~85% mass of accessible contamination).
<b>Site 9</b>		
<b>Skagway Wharf Tanks Area</b>		
Address	Skagway Boat Harbor	
Information	<p>Directly upland from the Skagway Small Boat Harbor is the Wharf Tanks Area located in Klondike National Park. WPYR has owned this property since about 1898. Eleven aboveground storage tanks (ASTs) were built in 1942. The last of the ASTs were removed in 1996. Due to historical activities on site, there is both a residual light non-aqueous phase liquid (LNAPL) zone and a large thick zone of residual LNAPL smeared across the interval of soil corresponding to the water table fluctuations. In the mid-1970s a large rock-fall punctured a recently added AST releasing 0.5 million gallons of gasoline. Investigations of soil and groundwater contamination occurred in November 2000 and June 2002. The June 2002 average levels of gasoline range hydrocarbons (GRO), diesel range hydrocarbons (DRO) and benzene in groundwater exceeded ADEC cleanup levels by a factor of two, four, and four respectively.</p> <p>In 2004, the upland road and surface area was expanded toward the boat harbor where a sheet pile retaining wall was installed. Golder has installed a system of subsurface wells over the length of the former AST area and a network of subsurface piping to pump air into and pull fuel vapors back out of the hydrocarbon smear zone. When fuel appears in groundwater wells it is recovered by pumping until the well is cleared. Active recovery of fuel and vapors from the subsurface continues on a seasonal basis and sample monitoring of groundwater contamination takes place on a less frequent schedule.</p>	
Latest Status		

7/10/2019	Site Characterization Report Approved	ADEC approves the "Results of the 2017 Groundwater Monitoring Program, ADEC File Number 1526.38.009, White Pass & Yukon Route, Former Wharf Tanks Site, Skagway, Alaska"
7/23/2019	Report or Workplan Review - Other	ADEC provides comment on "Results of the 2018 Groundwater Monitoring Program, ADEC File Number 1526.38.009, White Pass & Yukon Route Former Wharf Tanks Site, Skagway, Alaska". Overall, groundwater concentrations are decreasing since monitoring began, but DRO and RRO in some wells appear to be more recently increasing. Benzene, ethylbenzene, xylene, GRO, DRO, and RRO remain above cleanup levels in one or more wells each.

## 10.4 Natural Hazards

### Challenges and Opportunities

- **Prevent development in areas at high risk for rockslides and flooding unless risks can be mitigated**

The four most significant hazards in Skagway that development and land planning must consider and mitigate are: Taiya and Skagway River flooding, rockslides, wildland/urban interface fires, and earthquakes. Skagway is updating its FEMA Hazard Mitigation Plan, scheduled for adoption in 2020. This plan is a good summary of natural hazards and risks in Skagway, as is the 2007 [Skagway Coastal Management Plan](#) (SCMP) chapter 3 on Natural Hazards (Figure L-7). Historic and more recent flooding on the Taiya River is summarized in the MOS 2014 [West Creek Master Plan](#) chapter 5 on History.

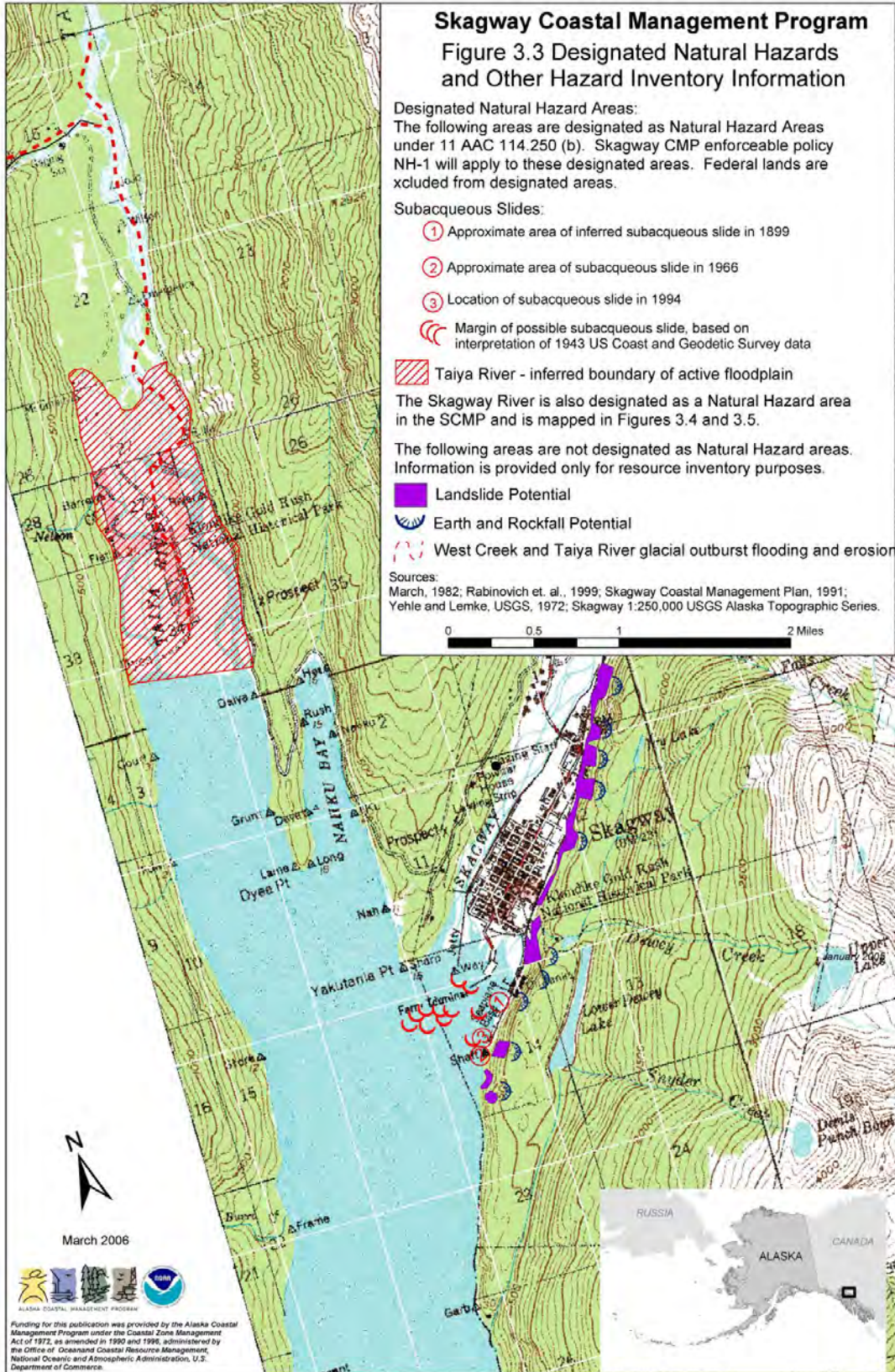
Proximity to the Skagway River and the risk of flood as well as the high water table could impact the developability of land and suitable activities in Liarsville, in the old paint ball area north of the WPYR train yard and nearby MOS land around and north and east of Gold Rush Cemetery, and land south of Seven Pastures. Several dikes help control and manage this hazard and protect Skagway, which in places has an elevation lower than the mean river level. The greatest risk to the town would be if a dike were breached. NOAA's National Weather Service has water gages on both the Skagway and Taiya Rivers to monitor water levels and issue flood warnings when appropriate. Particularly for the Taiya River, they routinely issue flood warnings during the warm season, and as needed at other times of the year.

Skagway's floodway and risk maps, which define and delineate flood risks, are old. Skagway could apply to state DCRA, federal FEMA, or Army Corps of Engineers for a grant to support flying lidar and updating flood risk maps.

There have been several rockslides and a marine slide historically in the area, and several rockslides in the last few years off the mountains east of town adjacent to the Railroad Dock including two in one week in 2019. In response, the MOS and WPYR are developing a mitigation plan for rockfall adjacent to WPYR docks. The initial plan is to scale (essentially roll loose rocks down the hill), repair, and/or replace damaged attenuator nets, and potentially install ring-nets over the upper slope. In addition, action to reduce the size of large boulders will occur. The MOS is engaged to protect the MOS from liability concerns. In early 2020, the MOS intends to appoint an ad hoc committee to prepare uniform safety response procedures for use by the municipal government, private businesses, and individuals so that everyone knows how emergency response for slides will work. A table top and 'wheels-rolling' exercise with MOS and WPYR emergency responders and others should occur to test the procedures and preparedness.



Figure L-7 Hazards



## 10.5 Future Growth and Seven Focus Areas

### How to Use Future Growth Maps and Focus Area Information

The Future Growth Maps and Focus Areas narrative will help guide growth in Skagway over the next 10-20 years.

Preparing the Future Growth Maps and the seven Focus Area recommendations required deep consideration and synthesis of:

- Issues and trends related to population, housing, economic development, historic and cultural values and assets, borough utilities and infrastructure, the highest and best use of land, and the physical and environmental character of the land base;
- Resident’s views and public comments, planning and zoning commissioner’s ideas and recommendations, landowner and business owner’s perspectives and needs, and borough staff’s expertise and suggestions;
- Professional planner’s observations and knowledge of planning principles and best practices.

By signaling the manner in which the Municipality desires to grow, the Comprehensive Plan’s Future Growth Map designations help the public see possibilities for future development, investment, and protection.

The broad Future Growth Map designations in the Comprehensive Plan guide future land use and development, including zoning and rezoning decisions. They are **not** zoning.

Skagway’s 10 Future Growth Map designations (table at Figure L-8) are:

1. Industrial
2. Waterfront Commercial Industrial
3. Commercial
4. Transition Area
5. Residential
6. Low Impact Residential
7. Recreation Reserve
8. Recreation, Open Space, Park
9. Hydroelectric/Recreation
10. Resource Reserve

When a development project or Capital Project is proposed—by either the private or public sector—the Planning and Zoning Commission and Assembly consider whether the proposed project is consistent with the Comprehensive Plan, including the Future Growth Maps and focus area discussion.

The Future Growth Map designations on Figures 7-10, 7-12, L-14, and L-16, have “soft” boundaries. The intent is **not** to preclude a proposed project because it falls on one side or another of a boundary between Future Growth Map designations; rather, the Planning and Zoning Commission and Assembly will consider the big-picture intent for the area and the rationale as discussed in this chapter, and consider proposed projects against this direction.

The Future Growth Map designations are supported by information in seven Focus Areas that provide details on desired growth and area issues, which will help when a development or improvement is proposed.

Discussion about land use and future growth issues and considerations for seven Focus Areas helps explain the thinking behind the Future Growth Maps. The seven Focus Areas are:

1. Residential
2. Zoning Code
3. Klondike Highway
4. Waterfront and Port
5. General Commercial and Industrial
6. West Creek area
7. Municipal Land and Facilities

**Figure L-8 Future Growth Map Definitions and Expected Zoning**

FUTURE GROWTH DESIGNATION	PURPOSE	ZONING EXPECTED HERE
Industrial	Encourage land uses and activities that are of an industrial nature. Industrial uses include manufacturing, processing, repairing and assembling goods. Because of noise, odors, waste and other impacts inherent in industrial activity, performance standards are applied. The zoning code makes a distinction between Industrial Light activities and Industrial activities.	Industrial, Industrial Light
Waterfront Commercial-Industrial	Encourage land uses and activities that are water-dependent, water-related or of a water-enjoyment nature. Priority should be for developments that directly depend on the water, a waterfront location, or both. Activities can be of an industrial or commercial nature.	Waterfront
Commercial	Encourage land uses and activities that are commercial in nature. Commercial uses include retail, the sale of goods and services, offices, and businesses.	Business General, Business Historic
Transition Area	<p>The Future Growth Map’s Transition Area designation “lays on top” of whatever type of Future Growth Map designation is “underneath it.” It is an overlay and indicates that a Transition in land use (and zoning) is expected to achieve the desired future described below.</p> <p>Encourage a greater variety of housing and more flexible lot layout here, especially on 1/2-acre (about 4 townsite lots) or larger parcels. Goal is to encourage planned multi-unit housing, and housing-business mixed-use, developments that feature a combination of condominiums, apartments, townhouses, shared wall dwelling units, single family homes that are cottage style, homes that may be smaller than is common, as well as ‘neighborhood-friendly’ businesses. Flexibility in density, minimum lot requirements, setbacks, and lot coverage is expected in exchange for clustered, cohesive multi-unit developments that recognize pedestrian connectivity and shared common space. To accomplish this in a predictable and orderly manner, the zoning code will likely be updated to add a Transition Area Overlay Zone and describe associated rules (or something similar).</p>	<p>Applies to all zoning within the Transition Area.</p> <p>Need a Transition Area Zoning Overlay district with code change to set consistent rules and govern development reviews. Code will include some combination of a bonus point system, Cottage Housing, Planned Unit Development (PUD), or other.</p>

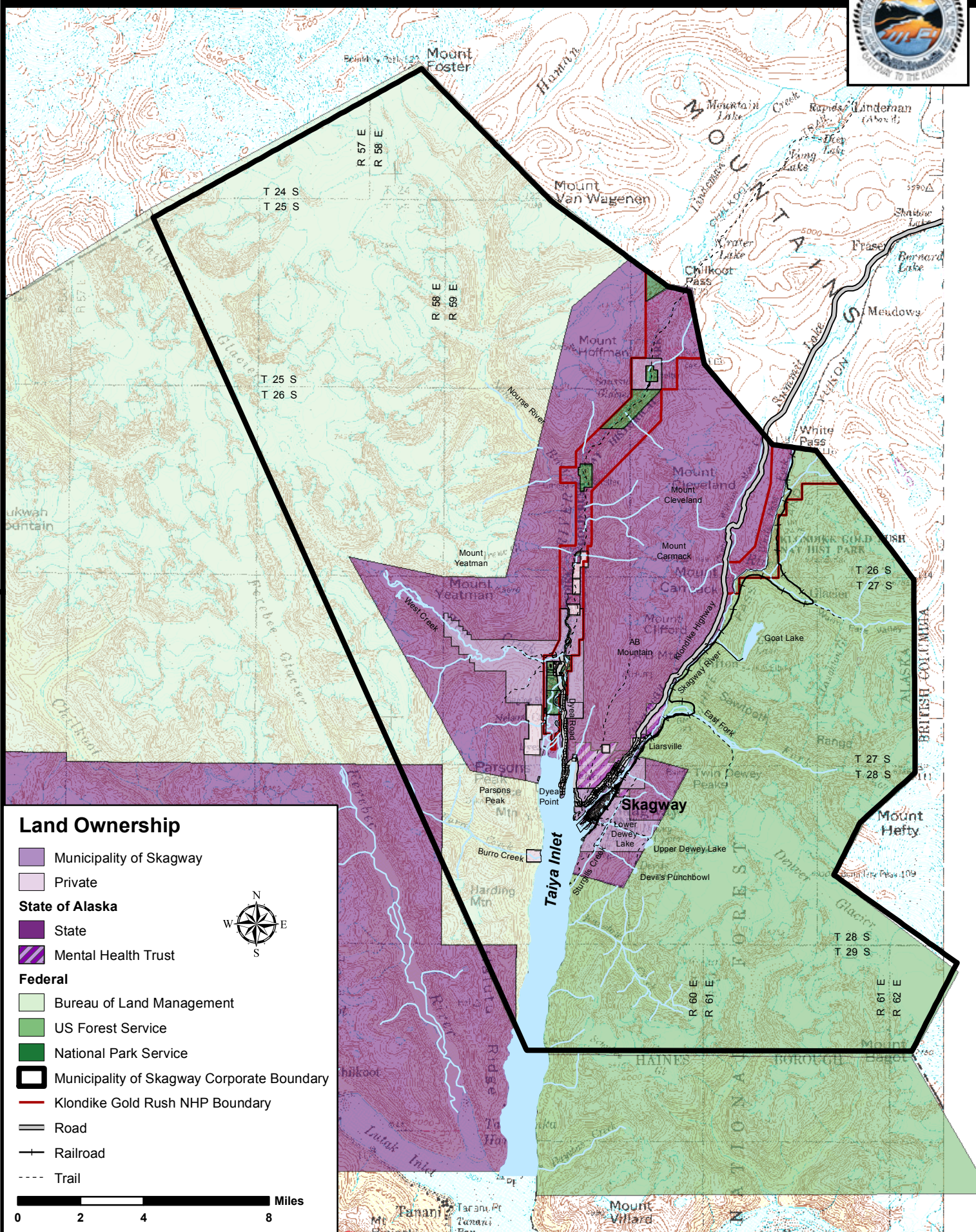


FUTURE GROWTH DESIGNATION	PURPOSE	ZONING EXPECTED HERE
Residential	Encourage development of a healthy, safe, and pleasant environment for residential living.	Residential General
Low Impact Residential	Encourage development of a healthy, safe, and pleasant environment for large lot residential living (one single family or duplex home per acre).	Residential Low Density, Residential Conservation
Recreation Reserve	This is undeveloped land that is either in public ownership or private rural land with recreation use and value. Recreation cabins, lodges, hiking trails, permitted commercial tours, seasonal recreational facilities, firewood gathering, and low-density housing are typically allowed here. Manage land for conservation of natural resources, fish, wildlife, scenery and views.	Residential Conservation, possible new Remote Recreation zone
Recreation, Open Space, Park	This is land with high recreation values. Some land will be left as undeveloped open space while other land will be actively managed to promote dispersed and more intensive recreation use, including visitor-related activities.	Residential Conservation, possible new Remote Recreation zone
Hydroelectric/ Recreation	This is land that is now, or could in the future, be used for hydroelectric generation. This designation is coupled with recreation because the goal is to dually provide access to alpine areas for recreation use in conjunction with hydroelectric access and development. These uses can be compatible, as they are at Dewey Lakes in Skagway.	Residential Conservation
Resource Reserve	This is undeveloped land managed for a balance of conservation and development of natural resources, for future low-density dispersed housing, and community growth. Resource Reserve allows a variety of dispersed well-designed uses, including housing, recreation, firewood harvest, high-grade (select) commercial timber harvest, rural road development, mineral extraction, hunting and helicopter landing, etcetera. Any uses proposed for land adjacent to or within viewshed of Chilkoot Trail must take the use of the NPS park unit into consideration, including avoiding or minimizing impacts to its recreational and historic use. Impacts to wildlife populations in the area must be avoided or minimized.	Residential Conservation

## 10.6 Land Ownership and Future Growth Maps, Focus Areas

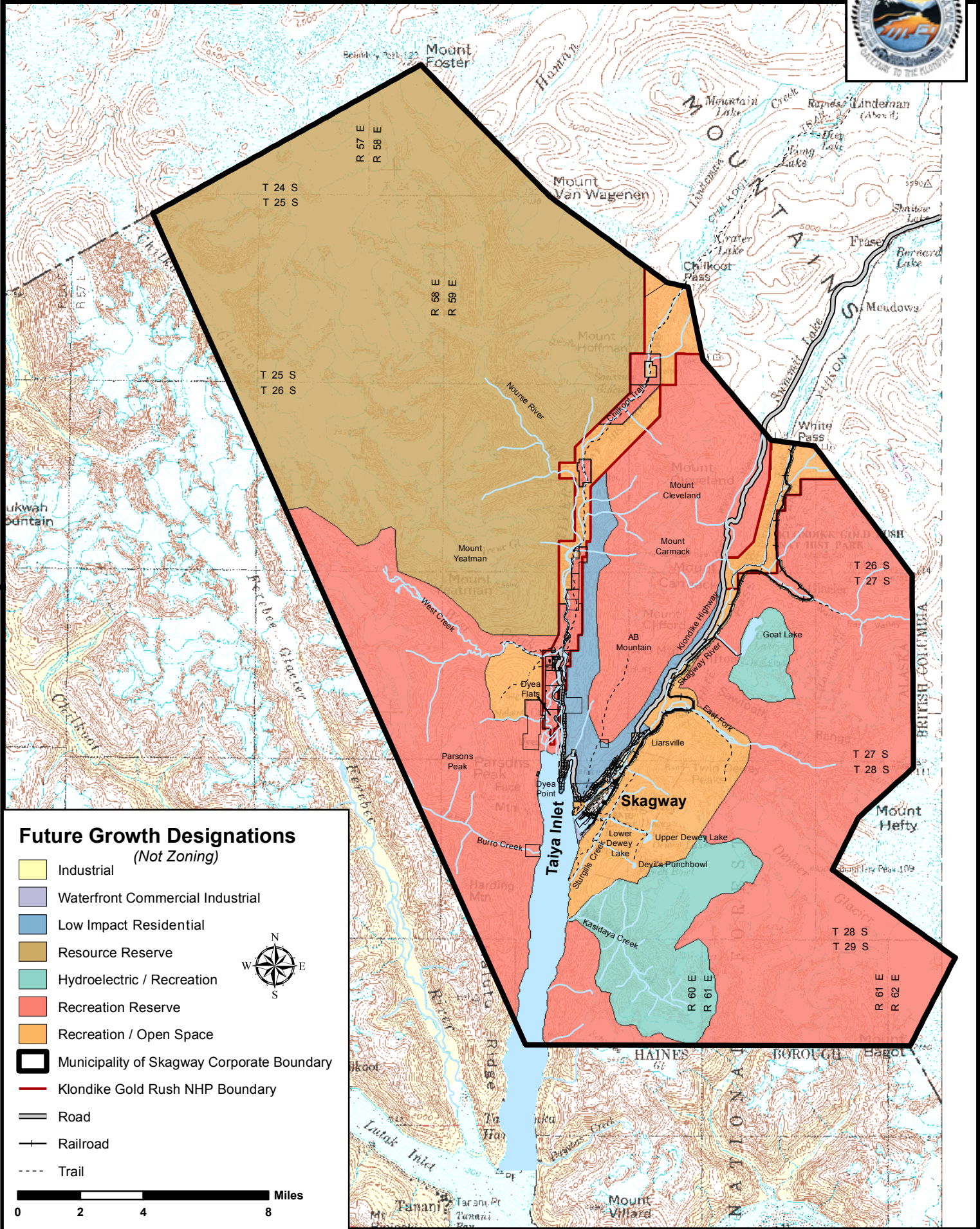


# Figure L-9 Land Ownership - Borough





# Figure L-10 Future Growth Map - Borough



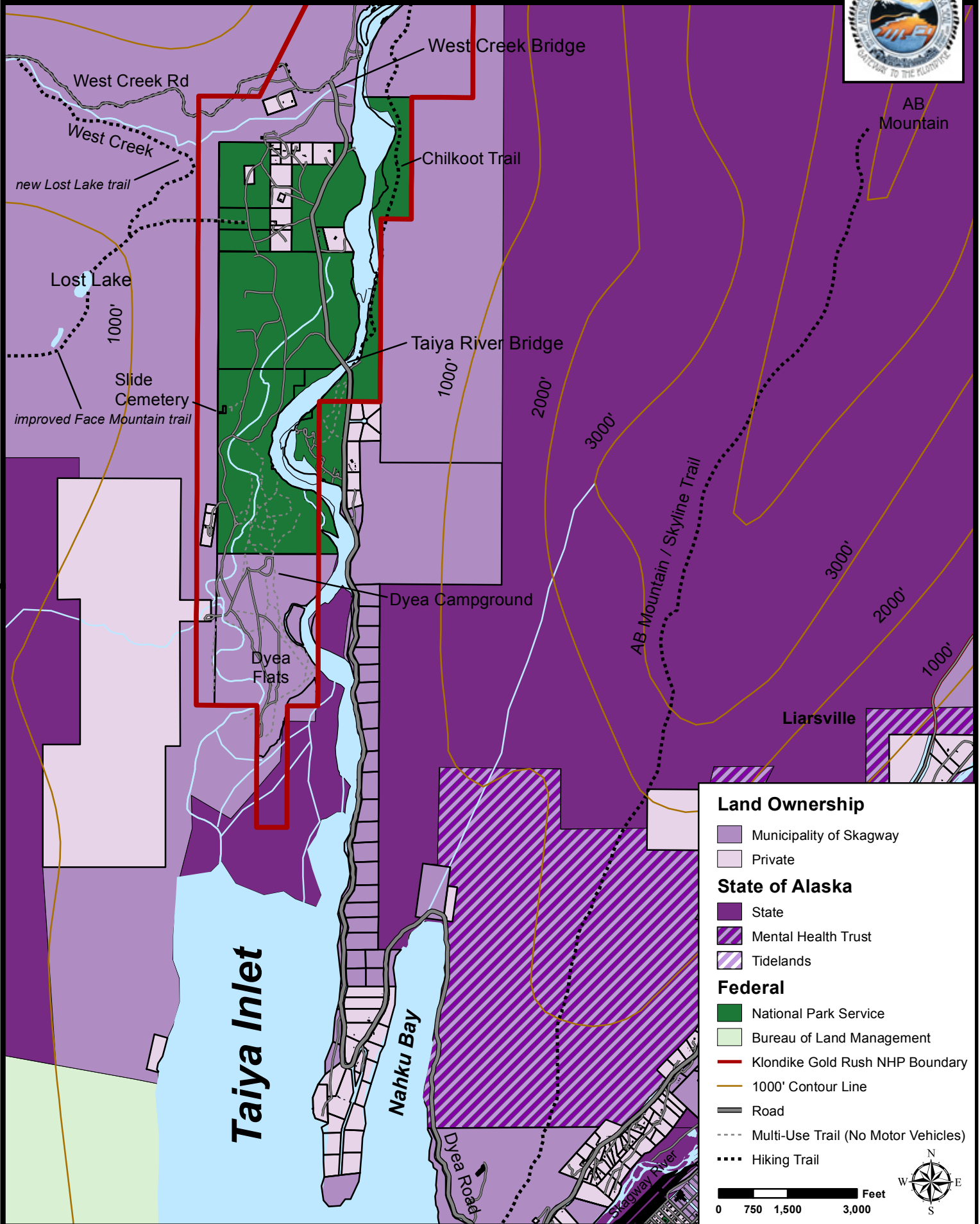
## Future Growth Designations (Not Zoning)

- Industrial
- Waterfront Commercial Industrial
- Low Impact Residential
- Resource Reserve
- Hydroelectric / Recreation
- Recreation Reserve
- Recreation / Open Space
- Municipality of Skagway Corporate Boundary
- Klondike Gold Rush NHP Boundary
- Road
- Railroad
- Trail





# Figure L-11 Land Ownership - Dyea/Nakhu Area



# Figure L-12 Future Growth Map - Dyea/Nakhu Area

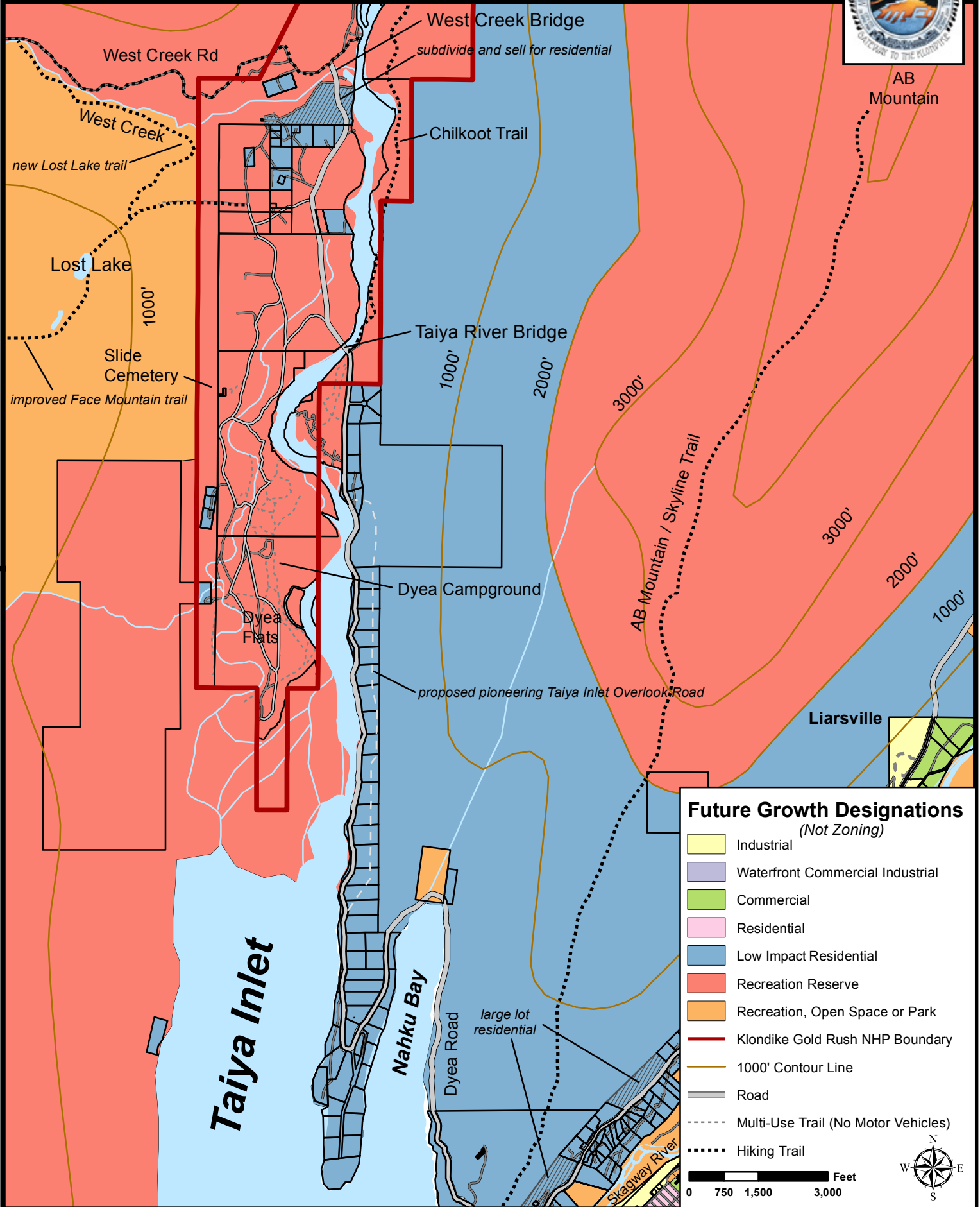
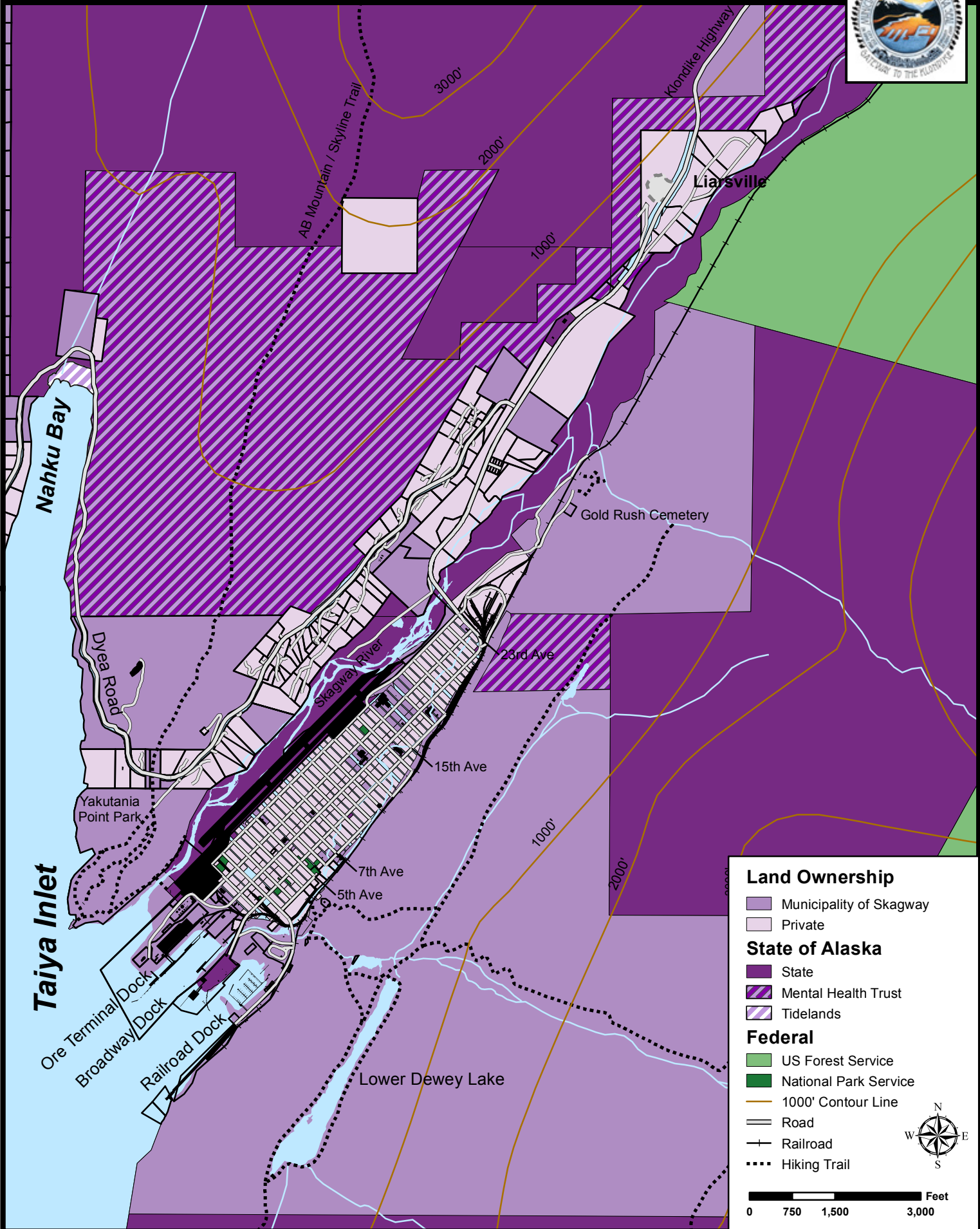
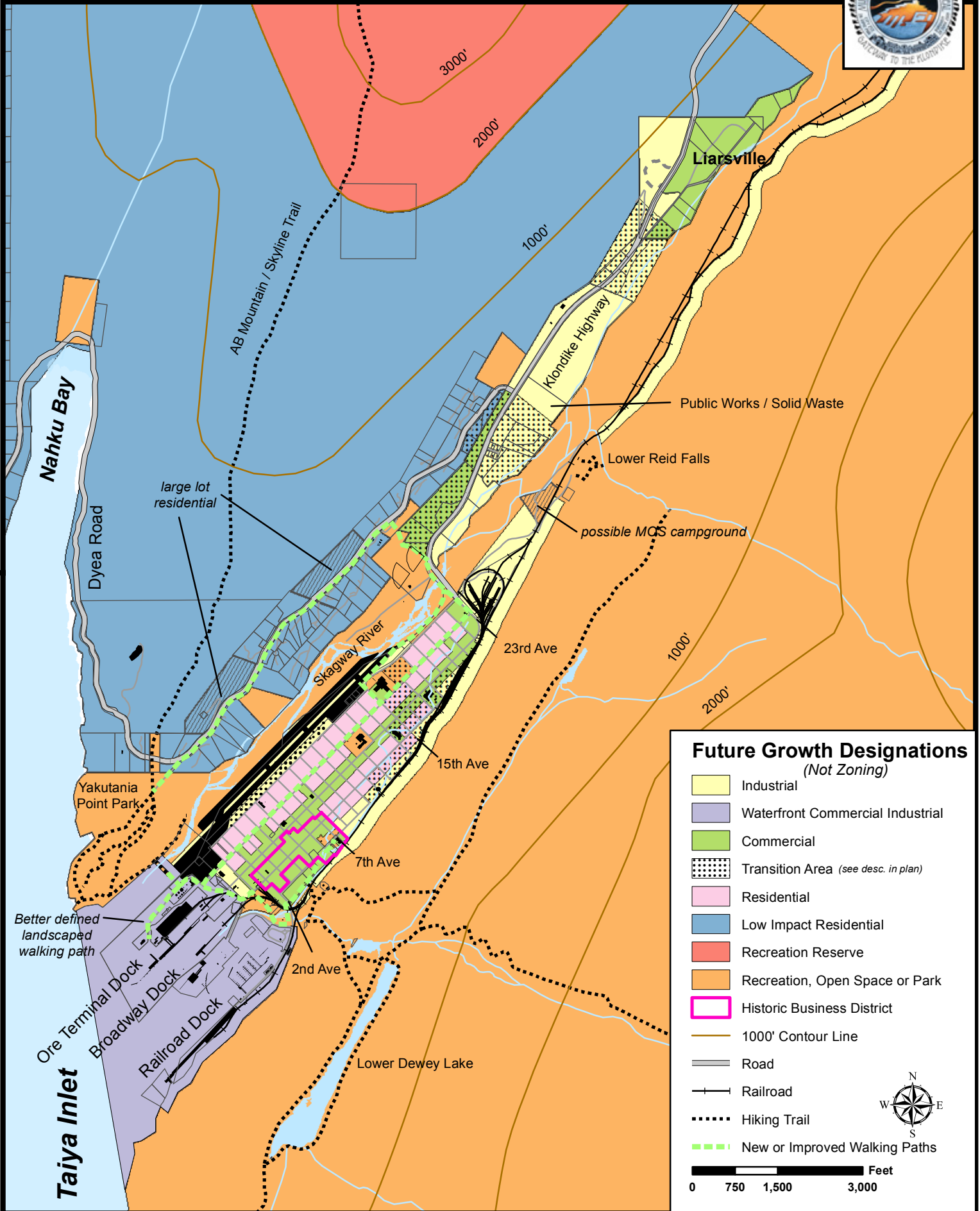




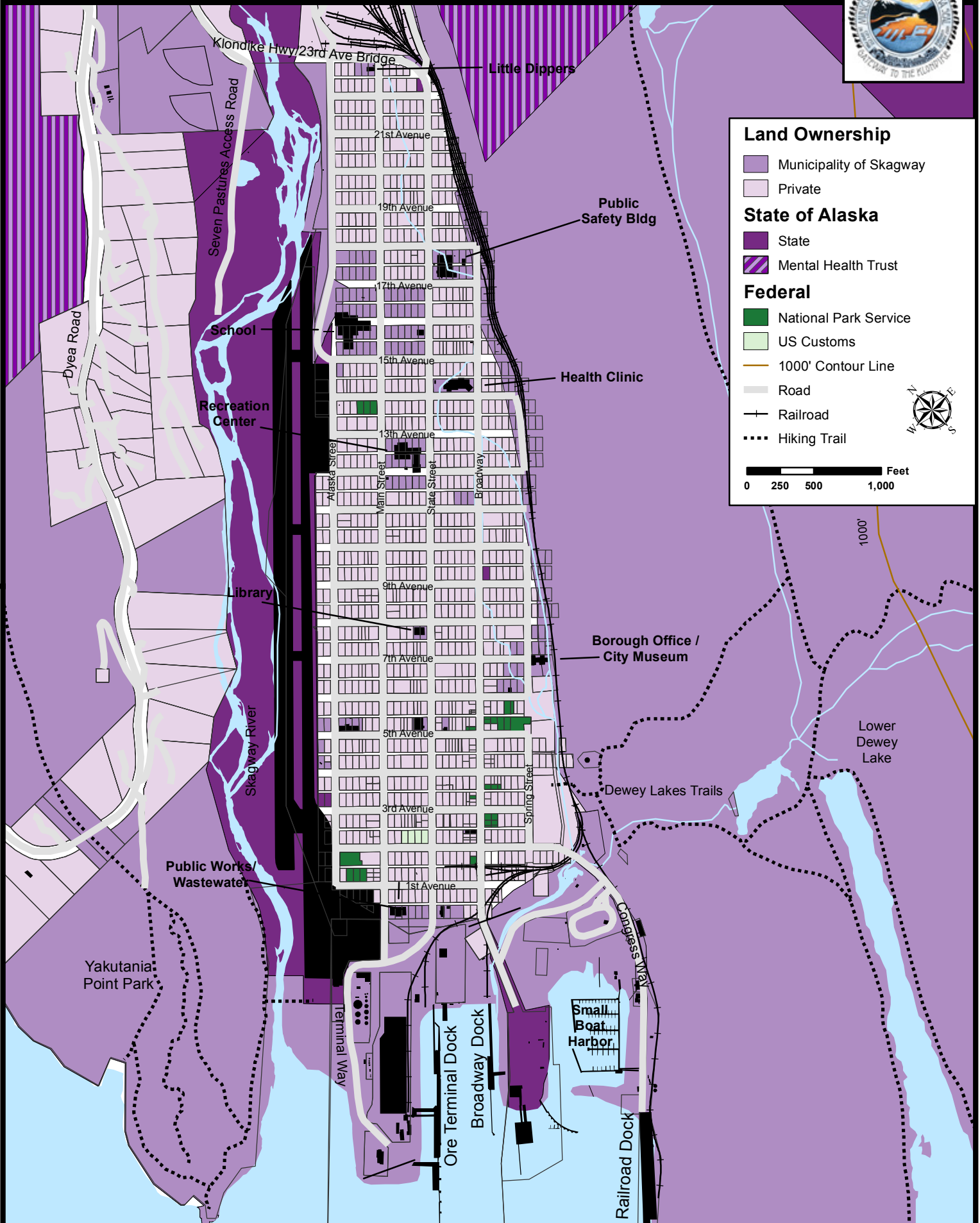
Figure L-13 Land Ownership - Klondike Hwy-Dyea Rd



# Figure L-14 Future Growth - Klondike Hwy-Dyea Rd



# Figure L-15 Land Ownership -Townsite



**Land Ownership**

- Municipality of Skagway
- Private

**State of Alaska**

- State
- Mental Health Trust

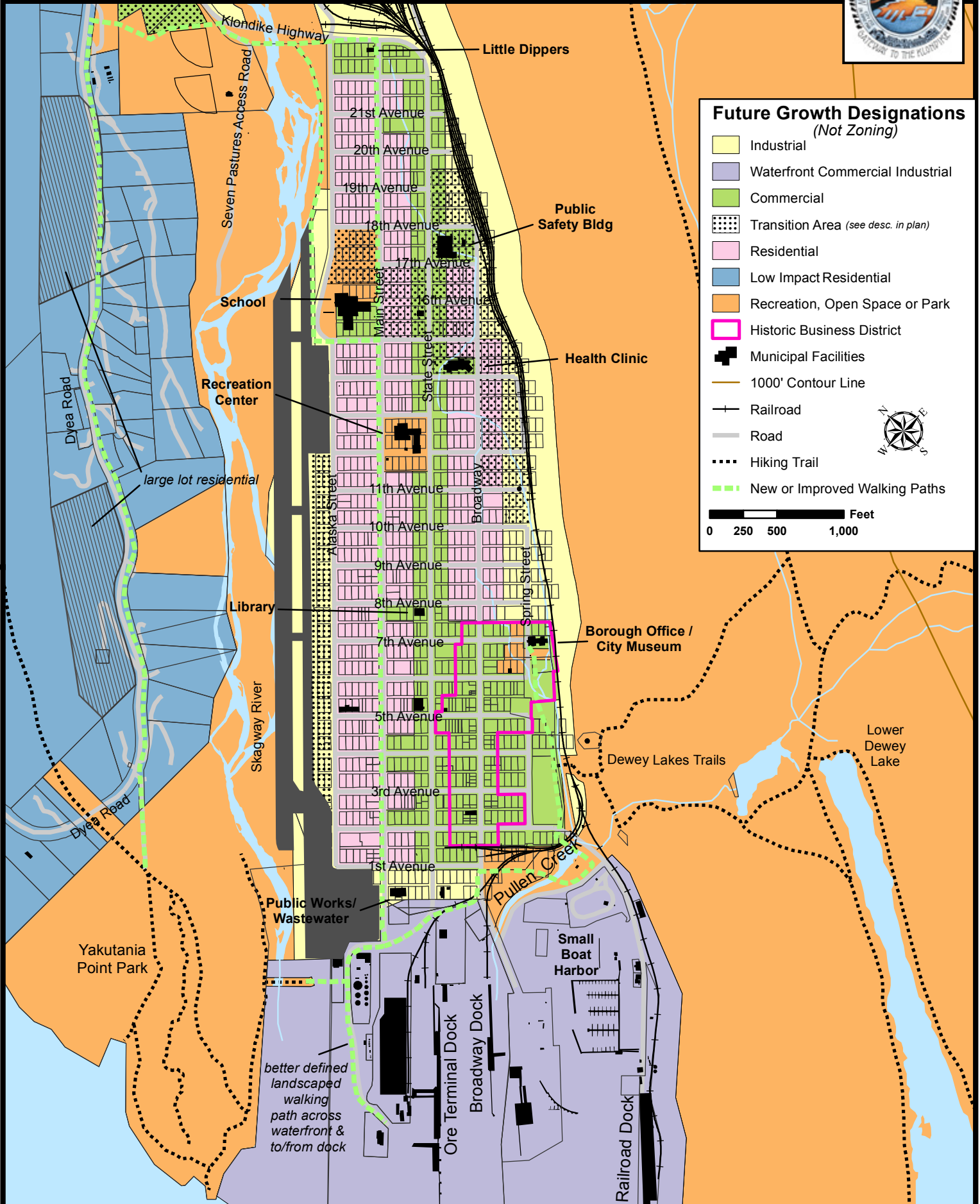
**Federal**

- National Park Service
- US Customs
- 1000' Contour Line
- Road
- Railroad
- Hiking Trail

0 250 500 1,000 Feet



# Figure L-16 Future Growth Map -Townsite





## Focus Area: Residential

### Challenges and Opportunities

- Make more land available for homes, and facilitating residential development by providing municipal land in a measured manner and encouraging other public landowners to do so as well.
- Housing is needed that is affordable for young adults, young families, and seniors.
- Within the next 2-3 years, Skagway must cause development of 80 dwelling units for the seasonal use (currently 50 for seasonal residents, 30 for day visitors/short term rentals) to replace those at Garden City RV Park prior to its redevelopment.
- By 2030, 150 to 200 new dwelling units will be needed. This includes:
  - By 2025, 46-75 new dwelling units for new year-round residents, plus an additional 80 dwelling units for seasonal residents or visitors due to Garden City RV Park redevelopment. Thus,  $46 \text{ to } 75 + 80 = 126 \text{ to } 155$  new dwelling units needed in Skagway by 2025. Between 2025 and 2030, another 30-49 new dwelling units are likely needed due to forecasted population growth, bringing the year 2030 total to 150 to 200 dwelling units needed. These numbers do not include the current pent-up housing demand.
- Skagwegians desire more housing variety and types. There is interest in having more condominiums, apartments, cottage homes style development, townhouses, and shared wall dwelling units.

### *Number of Dwelling Units Needed to meet Year-round and Seasonal Housing Demand*

This plan's Housing Chapter on page 97 is a discussion and projection for the number of dwelling units that will be needed by 2025 and 2030 to meet the demand that new year-round residents and seasonal workers (Figure H-2, page 99).

In the next decade, the highest need for housing construction will be in the first three to five years. This is because dwelling units that will be lost when Garden City RV Park is redeveloped need to be replaced within the next three years or so, plus, the forecasted population growth rate is higher during the first part of the decade.

By 2030, 125 to 175 new dwelling units will be needed (the range is the result of using either 2.13 or 1.30 for the average number of persons per household).

### *Land for Future Residential Development*

Areas for future residential development include:

1. MOS and AMHT land along the west (uphill) side of Dyea Road (low density), see Future Growth Map Figure L-14
2. New construction and redevelopment In Transition Areas (see Future Growth Maps at Figures L-14 and L-16) that will provide flexibility for housing density and design/lot layout, along the Klondike Highway, at Garden City RV Park, and in designated areas between 12<sup>th</sup> and 20<sup>th</sup> Avenues in town

3. On municipal and private lots on both sides of Alaska Street between 4<sup>th</sup> Avenue and the alley north of 5<sup>th</sup> Avenue
4. On underused or vacant lots in town
5. On about 12 acres before the West Creek Bridge (low density)
6. Taiya Overlook lots, if a pioneering road (already surveyed) is built (low density)
7. After public works shops consolidated, demolish building and sell 3.5 municipal lots on 5<sup>th</sup> by Alaska Street

## Focus Area: Klondike Highway and Liarsville

### Opportunities and Challenges

- Think, plan, and invest creatively; this could become an exciting, innovative, and interesting neighborhood in town.
- Relocate warehousing and storage type commercial uses to Liarsville Road to free up water- and sewer-serviced land along Klondike Highway for residential and neighborhood commercial development.
- Critical to a successful transition in uses in this area as well as successful co-existence is maintaining and adding buffers between sand, gravel, rock and composting/solid waste activities, and adjacent residential and tourist-oriented commercial uses.
- Create a landscaped Welcome to Skagway wayside and signage.

The approximately 220 acres here is transitioning: from industrial land uses in the 1980s-90s; to industrial and commercial land uses with a few watchman residences in the 2000s; to an area with a mix of industrial, general commercial, and tourist-oriented commercial, and residential development in the 2010s; to an area that, as water and sewer is extended in the next few years and it redevelops over time, will have significant residential development along with industrial and varied commercial activities.

This mix of land uses will either result in chaos, or in a messy vitality that is home to innovation, fun, and is interesting. Questions to consider include: What new small businesses could benefit from being close to tourists, fresh flowers and vegetable growing, a recycling and compost area, or use sand and gravel resources? Will it be easy to walk and bike between uses? Are there weekend activities that keep it busy and feeling vital? How to take best advantage of Skagway's growing Garden/Farm/Cultivation District? What is needed to attract year-round residents to the area? Is there a place to get a cup of coffee? Could there be a river walk from here to beyond Liarsville? Does it deserve its own special banners, brand, and local artist inspired street furniture? Now is the time for residents and landowners to think creatively, vision this area 20 years from now, and sketch out a plan. This is where Skagway has room to stretch out and grow.

Industrial uses here will and must remain as this is the place for sand and gravel extraction and rock quarries, and it is adjacent to the main general and industrial transportation corridor—the Klondike Highway. Buffering between industrial and neighboring uses will be critical for the area's success so it is advised that vegetation is not removed along property boundaries.

Extension of water and sewer will both enhance fire protection in the area and facilitate all types of more concentrated development. The 100-foot separation between septic systems and wells will no longer apply, and the no-development prohibition on top of leach fields will no longer apply. Ending the use of leach fields so close to the aquifer beneath the Skagway River, which provides Skagway's drinking water, will also help protect drinking water quality in the long term.

The Klondike Highway is the gateway to the community from the road and the first impression many visitors have of Skagway. There should be an area designated along the highway to develop a wayside and welcoming signage. Also, vegetative buffers along the Klondike Highway should be left in place as the area develops to promote compatibility between uses and ensure that visitors entering Skagway form a favorable impression as they travel south on the highway and enter town.

The Future Growth Map at Figure L-16 presents changes to the long-term growth direction for the area to better reflect current development patterns, the addition of utilities, and desired future growth. The Future Growth Map shows a mix of Industrial, Commercial, and Transition Areas. This guides the types of development the Municipality will encourage in these areas over time. In the Transition Areas, which include half the Municipality's 15-acre site on Klondike Highway, a goal is to create more housing over time. This will include a combination of relocating RVs and building condominiums, apartments, congregate residences or bunkhouses, cottage housing, and clustered housing developments in order to provide additional year-round and seasonal housing and replace seasonal housing lost at Garden City RV Park. It will be critical to provide sound and visual buffering with the adjacent public works yard and other industrial land uses.

Area zoning will need to change to take advantage of the presence of utilities. Under current industrial zoning, the only residential development allowed is a watchman's home associated with an industrial use, a trailer park with up to 30 units on a minimum 1.4-acre lot (60,000 sf) as long as each unit has utility connections, or a congregate home on at least 0.9 acres (40,000 sf). The area's existing residences, trailer parks, and developments with manufactured homes or tiny homes have installed private wells and septic systems.



Warehousing, goods storage, and vehicle storage businesses have sprung up along Klondike Highway in this area, all of which require land and are commercial rather than industrial in nature. Over time, these storage and warehousing businesses, as well as potential ore storage area might move farther down Liarsville Road, freeing land with valuable public water and sewer for higher density residential and business uses.

Industrial land use here is expected to continue. Planning and zoning commissioners spent quite a bit of time during the development of the Comprehensive Plan considering whether there will be enough land here and in other places to meet future industrial needs if residential and commercial activities along the Klondike Highway increase.

Future commercial or industrial uses in this area are expected to be sand and gravel and aggregate related activity (dredging, concrete, crushing, batch plants, asphalt etc.), rock quarries, tourist-oriented ventures and tours, commercial gardens and farms, storage units and bus storage/parking, perhaps a future warehouse facility or two to facilitate transshipment of goods or ore, solid waste storage and handling, and potentially some value added wood manufacturing.

The land designated for commercial or industrial activity on the Future Growth Map (Figure L-16) seems adequate to handle these uses. Warehousing growth could be accommodated in a portion of the large sand and gravel extraction areas, where bus or other storage areas are now (with these used moving down Liarsville Road), or on Liarsville Road.

## **Focus Area: General Commercial and Industrial**

### **Challenges and Opportunities**

- Questions discussed during development of the Skagway 2030 Comprehensive Plan include how much commercial and industrial land is needed now and in the future along Klondike Highway-Liarsville Road; the need to buffer between industrial and residential land uses along Klondike Highway and Liarsville Road, particularly as residential uses increase over time; and options for consolidating cargo and freight use to the western side of the Port. These questions are considered in one of the other Focus Areas.
- This section is an overview of the major areas in Skagway where commercial and industrial land use occurs.

### **Commercial**

Streets and sidewalks in the downtown commercial core are highly congested in the summer, especially Broadway. Land for street and sidewalk expansion is limited, therefore options that better manage vehicle and pedestrian volumes should be enacted to address congestion. See the Transportation chapter for ideas, information, options, and actions.

Very few commercial development issues were raised during this plan's development. Commercial land use in Skagway includes:

- Retail businesses, food, and drinking establishments are along Congress Way by the waterfront, and in the Business Historic and the Business General zoning districts. Many are oriented toward visitors. The primary differences between the two business zoning districts are that more auto-



oriented businesses are allowed in the Business General whereas there in the more walking-oriented Business Historic area there is a relaxation of parking requirements, no required front yard setbacks, and design and signage standards are imposed.

- The area between the railroad tracks and Spring Street, from 1<sup>st</sup> to 5<sup>th</sup> Avenues is zoned for industrial development. However, virtually all uses here are commercial such as hotels, surface parking lots, car rentals, restaurants, congregate housing, a lumberyard, and AP&T offices and storage. In the late 1990s, the Planning and Zoning Commission determined that the development concern here isn't the type of use so much as how the building looks (don't take away from the historic character of town) and how the business operates (e.g., no industrial odors). The Future Growth Plan map (Figure 7-16) designates this area for commercial land use. This area should be rezoned Business General.
- Between 2017-2019, there were a number of higher density multi-family residential developments constructed in the Business General zoning district along State Street. This land development pattern is because BG, BH, and IL are the only zoning districts whose rules easily accommodate multi-family development.
- The two-lot-wide strip parallel the airport and west of Alaska Street is zoned Industrial Light but has developed with more commercial than light industrial uses.
- The Jewell Gardens to Lazy Daisy Farm to storage rental units area on the west side of the Klondike Highway are all commercial developments. There are several other storage type businesses and areas along Klondike Highway and out Liarsville Road, which are all commercial land uses. In addition to Jewell Gardens, there are at least two other significant commercial tourist-oriented businesses along Klondike Highway and Liarsville Road (Alaska 360 Dredge Town and Liarsville Gold Rush Trail Camp & Salmon Bake).
- Limited commercial tourism businesses are operating on the Dyea Flats and on private land west of the flats.

## ***Industrial***

Industrial land use in Skagway includes:

- The Public Works Campus with its wastewater treatment plant, adjacent storage area, and its offices across the street at the former police station (zoned Industrial).
- Public Works composter and solid waste transfer site off the Klondike Highway (zoned Industrial).
- The incinerator and ash fill area (now zoned Residential Conservation, needs rezoning to Industrial).
- Most parts of the Port, including cruise ship docks (waterfront industrial in nature), the bulk fuel storage and fuel headers, ore terminal and transfer facility, cargo and freight docks and storage, and a boat yard where work and storage occurs (all zoned Waterfront).
- Area along the railroad tracks is light industrial zoning.
- The heliport, airport, and the two-lot-wide strip parallel the airport and west of Alaska Street. The area west of Alaska Street and parallel the airport has developed with more commercial than light industrial uses.

- The WPYR railroad shops area (zoned Industrial).
- Gas stations.
- All land adjacent to Klondike Highway just after 23<sup>rd</sup> Avenue Bridge is now zoned Industrial, but only a portion is used for industrial purposes. Those parts include sand and gravel extraction areas and sort yards off the Klondike Highway adjacent to Skagway River, and the DOTPF shop and rock quarries on the uphill side of Klondike Highway. A discussion about how much industrial land will be needed in the future in the Klondike Highway area is part of the Klondike Highway Focus Area review.

Other potential industrial development is mineral extraction and timber harvest.

The location of an economically viable mineral deposit cannot be moved; therefore, development of mineral deposits may be considered within any of this plan's future Land Use Designations. Part of a proposed mine's evaluation would be to see if it could be developed and still maintain the character and nature of the area's desired future growth.

Clear-cut style timber harvest is not anticipated within the Municipality, but trail extension in conjunction with firewood cutting and gathering is anticipated per the 2014 West Creek Master Plan and encouraged. In addition, select-cut timber harvest could occur in the Resource Reserve area in the rural western portion of the Skagway. Most of the land west of the Taiya River is slated for Resource Reserve, which allows a variety of dispersed well-designed uses, including housing, recreation, high-grade (select) commercial timber harvest, rural road development, mineral extraction, big game hunting and helicopter landing, etcetera. Any uses proposed for land adjacent to or within viewshed of Chilkoot Unit of KLG0 must take the use of the park unit into consideration, including avoiding or minimizing impacts to its recreational and historic use. Avoid or minimize impacts to wildlife populations.

## Focus Area: The Waterfront and Port

### Challenges and Opportunities

- Maintain an efficient and well-functioning port.
- Make decisions on configuration for port infrastructure to accommodate expected and desired cruise ships in a safe and efficient manner. This could require relocation of other assets like the ferry and freight dock to place a multi-use floating pier. Several analyses of options have been completed. Identify a preferred solution and stick to it.
- Several of the port's upland areas are now underutilized (Figure L-17 B).
- Maintain opportunities in the port and along the waterfront for diversified economic activity that is conducted in an environmentally sound manner.
- Install a new swinging ore-loading arm to ensure safe and efficient multi modal use of the waterfront.
- Remediate the ore terminal (see Air, Land, and Water quality section of this chapter).
- Have beautiful, well-defined, and safe pedestrian routes along and between waterfront areas (Figures L-16 and L-17A).

- Maintain regular marine access to and from Skagway (see AMHS section of Transportation chapter).
- Accomplish small boat harbor expansion including area for vessel storage and marine repair (see small boat harbor section of Transportation chapter).
- Independent visitors love the Pullen Creek RV Park, but it is not a water-dependent or related use. Harbor expansion as well as a need to add more restrooms in the area and provide better bus transport areas could require reconfiguration or relocation of all or part of the RV Park.

Port infrastructure is described in both the Economic Development chapter and Transportation chapter of this Plan, and not repeated here. This chapter focuses on land use and future growth at the port and along the waterfront.

The Future Growth Map (Figure L-16) designates the port and adjacent uplands for Waterfront Commercial Industrial use; zoning is Waterfront. Waterfront zoning is, “intended for all property contiguous with the shoreline. This is to protect Skagway’s limited, developable waterfront areas for those uses that are directly dependent upon, or directly related to, the water, a waterfront location, or both. This is also to allow special consideration to the development, growth, public use and appearance of Skagway’s waterfront, the Municipality’s most heavily utilized area. Water-dependent and water-related industrial and commercial uses have priority in this zoning district. Consideration is also given to maintaining safety, public access and an attractive appearance. Intended activities include those that derive major economic or social benefits from a waterfront location, with particular emphasis on industrial, tourism, commerce, and commercial enterprises.”

The port is the most highly used area of town in the summer. Both the transportation and the tourism industries use the docking, staging and storage facilities. Hundreds of cruise ships dock each summer, with two to five ships commonly in port. State of Alaska ferries bring independent visitors from neighboring towns and faraway places, residents traveling home, and vehicles headed north up the Klondike Highway to interior Alaska and northwest Canada (In late 2019, decreased state funding for ferries reached a critical level that severely reduced service; the future is uncertain at this time). Cargo, fuel, and ore barges use the port weekly, every 20 days, and a few times a year respectively. Resident and visiting boaters use the small boat harbor and transient moorage.

Satisfying these multiple needs with limited waterfront land can be a challenge. Generally, the western half of the Port is oriented to industrial and transshipment uses and the eastern half to general cargo, visitor, and small boat harbor-related uses. However, it’s not quite this straightforward - general cargo and ferries use the middle port, cruise ships docks in all port locations, and there can be competition between fuel and ore barges and cruise ships at the Ore Dock. It is clear that dock scheduling, buffering between different upland users, and well-marked and attractive pedestrian paths along the waterfront are critical to help these uses coexist.

The MOS is actively working to:

- Push action on ore terminal remediation;
- Constructively participate in waterfront planning, management, and development prior to the expiration of the tidelands lease in 2023;
- Determine a more active and monetarily equitable role for the MOS in the port management and operation;

- Plan for infrastructure improvements to accommodate cruise ship industry growth, small boat harbor expansion, and possible relocation in the medium/long-term of cargo and AMHS operations; and
- Provide for clear and safe movement along the waterfront, between these uses, and between the port and town.

### ***Connected Pedestrian Paths and More Green Space***

Port users comment that visitors are constantly walking down to the ferry dock by mistake rather than to the Broadway and Railroad Docks. Meandering visitors also end up at the AML barge dock and conflict with off and on-loading of containers at times. Connected pedestrian paths and green spaces along the waterfront, and from the waterfront to and from the business district, will help direct the movement of people, better separate people and vehicles, make the movement of people more pleasant, provide buffers between differing uses, offer some protection from the wind (and dust), and provide an amenity enjoyed by residents and visitors alike. This will enhance resident quality of life and the experience of seasonal visitors by developing green areas that are linked in a cohesive system that is accessible and inclusive to all.

The sketch at Figure L-17A and Future Growth Map at Figure L-16 show connected pedestrian paths and improved green space along and through the port that connect existing segments and landscaped places, use existing right of ways and movement patterns, and build on ideas of the Municipality’s OASIS committee. It also shows completion of the Pullen Creek Stream Walk and Municipal Loop, which should be marketed as a Walking Loop that is part nature, part historic/shopping district, will help relieve congestion, but still get visitors get to the shopping district on Broadway. Residents also have commented that there are few places for locals to sit on a bench and enjoy a waterfront view. Better opportunities for resident access and enjoyment of the downtown waterfront are needed and could be integrated into pedestrian and green space planning.

### ***Small Boat Harbor, Vessel Storage, Marine Repair***

Residents, independent visitors, transient boaters, day boats, and others use the Skagway small boat harbor. It had 104 tenants in 2018, about evenly split between Skagway and Whitehorse residents. In 2018, there were 15 vessels on the waiting list.



***Boats in dry dock at Skagway Small Boat Harbor Yard from Haines, Skagway, Adak, and Vancouver BC, summer 2019***



The collective economic activity at the harbor is a waterfront use in Skagway that is not dependent on cruise ship tourism, which makes the small boat harbor a hedge against the eventual future slowdown of cruising in Alaska. The small boat harbor now generates the highest revenues (\$336,500 in 2018) on the waterfront (not including shared state cruise passenger tax). The MOS receives fees for boat haul-outs, moorage, transient vessel tie-ups, storage, and use of the building in the yard for protected space to work on boats.

The fact that the harbor is well run, has ample upland storage, and the drier weather than other places in Southeast combine to create a strategic asset. People from other parts of Southeast and the Yukon want to store and base their vessels out of Skagway and use the yard when the boats are dry-docked to do maintenance and upkeep. The local marine repair and maintenance workforce is underdeveloped and another possible future economic activity generator.

Schematics for the next phase of small boat harbor expansion are in the Transportation chapter and roughed out on the sketch in Figure L-17B. The next (Phase II) expansion will increase the number of available slips in the small boat harbor by 32, from 104 to 136.

Could tighter placement of boats and containers, as well as potentially requiring some non-boat harbor storage to relocate, result in a slightly smaller area needed for the MOS small boat harbor yard in order to accommodate a reconfigured area that accommodates boat harbor expansion, increased harbor-related and bus parking, and the Pullen Creek RV Park?

### ***Underutilized Uplands***

There is a lot of competition for uses at the limited Skagway port. Yet, close examination reveals a number of underutilized uplands spaces (see Figure L-18 B). New infrastructure, owners, leases, and lessees should provide some opportunities to look for more efficient configuration of port uplands in order to increase efficiency, capacity, and safety at the port.

### ***Pullen Creek RV Park***

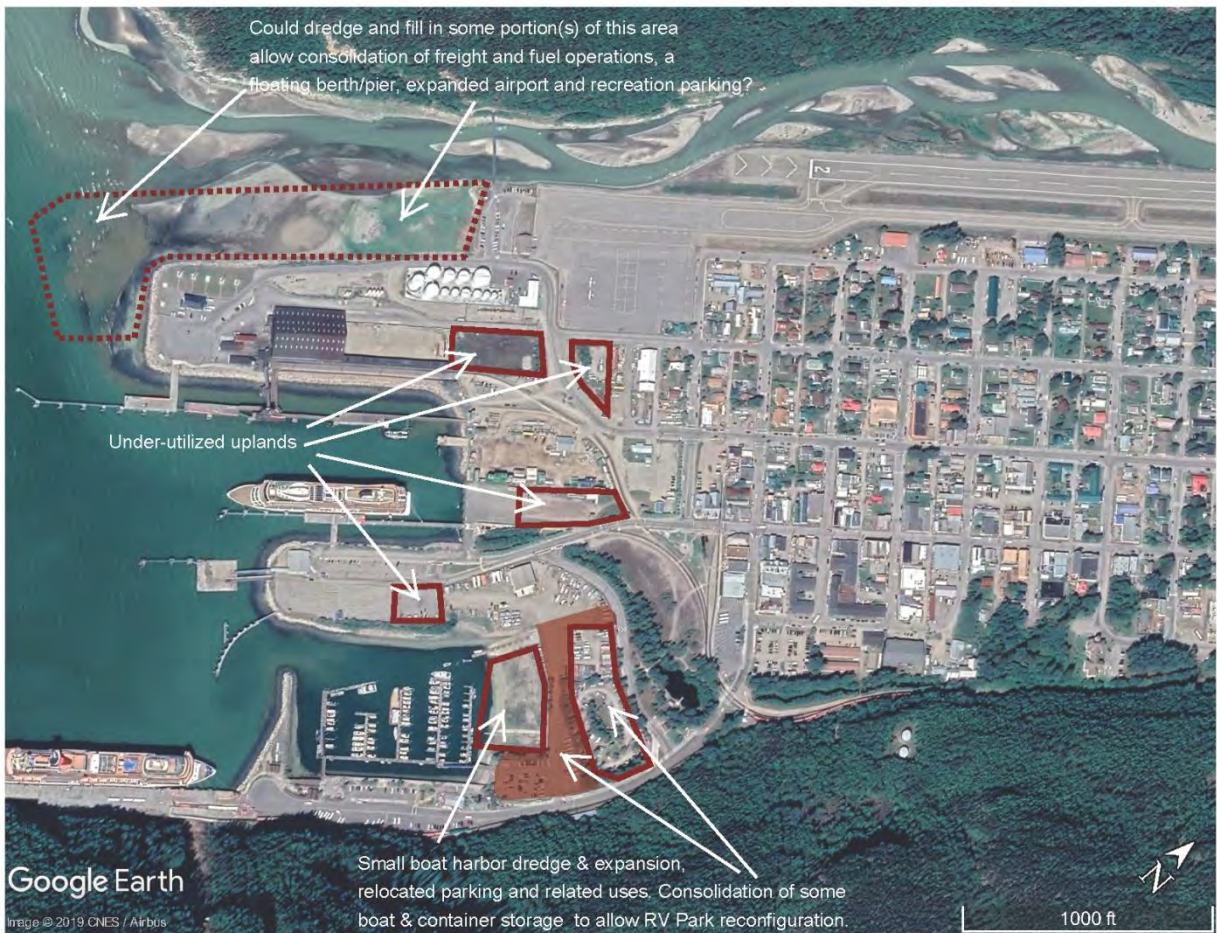
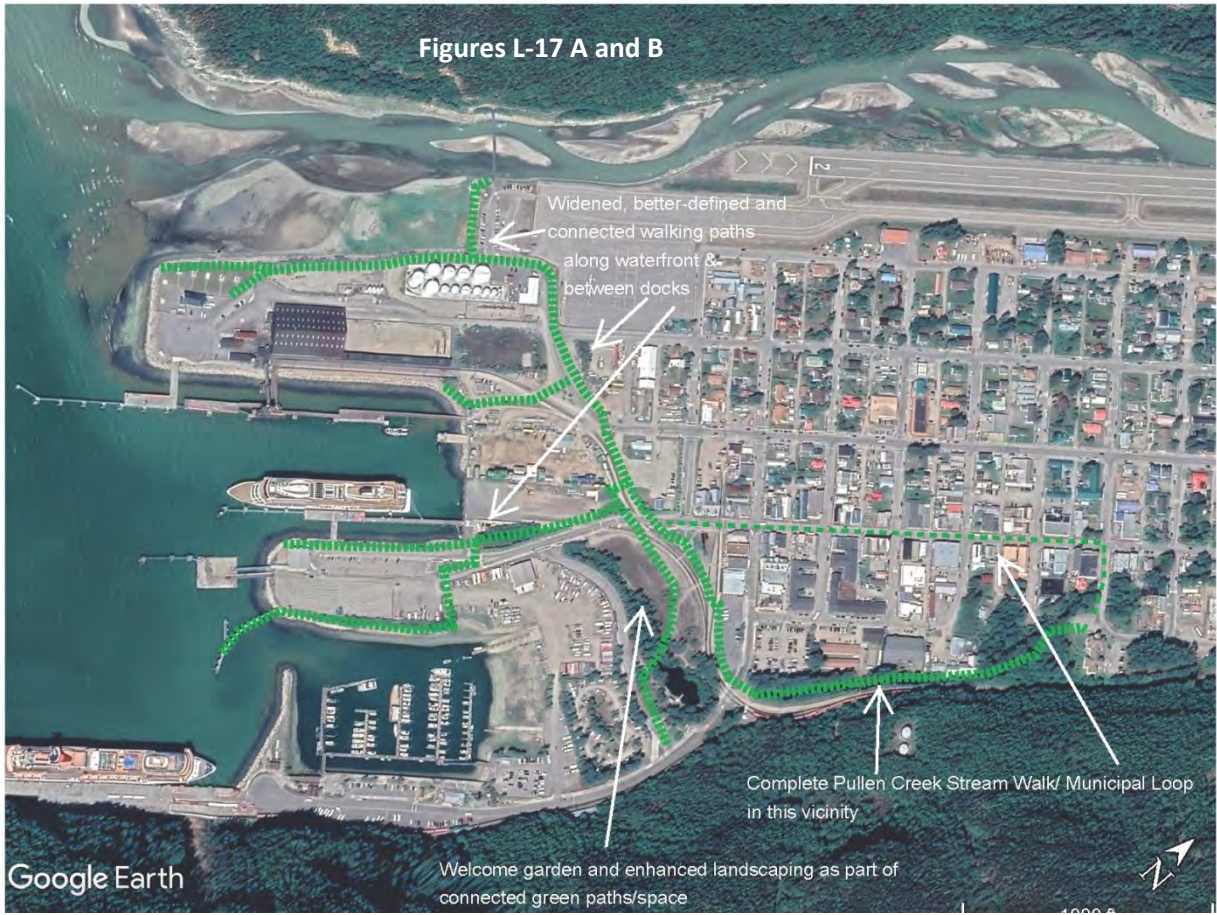
Independent visitors love the 3-acre Pullen Creek RV Park. It's 34 RV stalls are well used in the summer and it generates revenue for the Municipality. However, it is not a water-dependent or related use. Harbor expansion as well as a need to add more restrooms in the area and provide better bus transport areas could require reconfiguration or relocation of all or part of the RV Park.

### ***Dock Infrastructure***

New dolphins were installed at the end of the Railroad Dock in winter 2018 to extend the dock for the 2019 season and allow larger and multiple cruise ships to tie up. Several studies over the last 10 years have generated options to accommodate the larger cruise ships that are calling in Skagway and to reduce conflicts among freight, fuel, ore barges, and cruise ships. Ideas include installing a new swinging ore transfer arm that is repositioned closer to the shoreline, installing a floating dock, possible relocation to the west side of the port of cargo and fuel operations, and other options. This is beyond the scope of the Comprehensive Plan, but from a land use perspective it is important to recognize that the port will continue to be a highly used area of town and that actions to reduce congestion to and from docks, and along the waterfront, are critical.



Figures L-17 A and B





## Focus Area: West Creek Vicinity

### Challenges and Opportunities

- Identify areas suitable for low density large lot residential development within the 12 acres of MOS land just before the West Creek Bridge, survey land, and have a residential land sale.
- Create a new, less steep (zig zag) trail from the Jay Frey Bridge to Lost Lake, consider rental cabin and outhouse at Lost Lake.
- Install low key signage at West Creek Bridge and Jay Frey Bridge with rules for area use on items such as firewood gathering, packing out your trash, no shooting, the level of fire danger, if trap lines are active, and some back-woods etiquette on trail-sharing.
- In 2022-2023, it will be 20 years since the MOS installed 20 culverts along West Creek Road; a program to inspect, clean ditches, and other maintenance will likely be warranted.
- Recognize firewood collection as an important use in the area. Better management is needed to make sure it is possible long-term, prevent people from leaving messes, to manage fire danger, to ensure a healthy forest, to spread harvest activities out so that there isn't too much taken from one spot for aesthetic and forest health reasons, and to clarify borough code and rules for firewood harvest. There is no support for large scale clear-cut timber harvesting. Create a program to "piggy-back" firewood harvest and trail development. See West Creek Master Plan, Management Area 1.

In 2014, the [West Creek Master Plan](#) was adopted by the Planning Commission and Skagway Assembly as an addendum to the Skagway 2020 Comprehensive Plan. The West Creek area is highly valued by residents as a place to "escape," for its recreational uses, remoteness, and firewood.

The West Creek Master Plan was prepared using an extensive program of public outreach, fieldwork, research and agency consultant, and public meetings. It:

1. Includes a Current Land Use map and a Future Growth, Management, and Improvements map for the area.
2. Establishes a priority list of desired trail improvements and clarifies road and trail maintenance schedules and priorities.
3. Details a new Skagway Firewood/Timber Trail annual permit, identifies several proposed Firewood/Timber Trails for future firewood collection and firewood/timber trail building and harvest.
4. Creates three Management Areas each with a description of desired future land use, activities to allow and not allow, and recommended improvements.
5. Updates the Skagway Comprehensive Plan Future Growth Map for the area by changing an earlier 'future growth area' holding place to a combination of Resource Reserve; Recreation, Open Space, or Park; and Recreation Reserve.
6. Identifies actions needed to implement West Creek Area Master Plan, including Skagway Municipal code changes.

7. Recommends a new “Remote Recreation and Resources Zoning District” and sets out the district’s allowed, conditionally allowed, and prohibited uses as well as other rules.
8. Identifies concerns and possible impacts to be addressed if a hydroelectric facility is built in the area and suggests several mitigation measures.

The intent of the West Creek Master Plan is to promote continued use and enjoyment of the entire West Creek area, including municipal land, as a place to hike, walk, ride horses, ride ATVs, camp, hunt, gather berries and plants, and get away from the summer crowds in town and Dyea. In the winter, it is a place to ski, snow-machine, snowshoe, trap, and experience deep winter. Natural resources in West Creek are respectfully used and enjoyed including lawful hunting, gathering, fishing, trapping, prospecting, and a combination of firewood gathering and managed trail-building or timber thinning that makes wood available for local use. Management is primarily for remote to moderately remote recreation, firewood, and wood harvest, and to ensure the area continues as a nearby accessible place that screams, “This is Alaska!”



*Field Trip during West Creek planning, June 2014*

If a hydroelectric power project is developed in the future, some changes to the character of West Creek Valley cannot be avoided; others can be minimized or mitigated. Some ideas to help identify and mitigate losses and ensure recreational use of area, while protecting the ability to get away from summer crowds that West Creek is highly valued for, are:

1. Identify how noise will change where people hike and recreate.
2. Continue prohibition on commercial tourism in area.
3. Allow and encourage removal of timber for firewood and other purposes from within the lake inundation area, prior to inundation.
4. On the north side of the dam/lake, provide a space to park and stash gear; warming hut (winter); canoe and kayak launch (summer); vault toilet; and trash disposal.
5. Build a trail, designed for non-motorized and motorized users, along the north side of lake to the end of the lake. If desired, consider a system to alternate non-motorized and motorized use so that there can be known days of quiet along the lake for recreating, and days when motor/engine noise is expected.
6. Prohibit motorized use on south side of West Creek.
7. Provide funding for a part-time forester to inspect and manage firewood harvest on municipal land.



8. Fund installation of a community garden, in an appropriate location, near the West Creek Bridge area with a water storage /collection system.
9. Do not improve, or else camouflage any improvements, to West Creek Road near the West Creek Bridge. The goal is that casual users cannot tell that the road has been improved. The road should continue as a pioneering road with one traffic lane and places to pull-off for vehicles to pass. Communication for construction truck traffic can be via CB. Past the Hump, long-term access should not be for cars or trucks, if needed bollards that hydro workers have keys to remove when needed, could be installed.

In the West Creek Master Plan, community opinion on Residential Use notes that, “Clarity is needed on whether or not the Municipality should offer some land between the two bridges for recreational cabins or even year-round residential use. It must be clear that there can be no expectation for road maintenance, utilities, or electricity.”

The management intent for Residential Development (page 40 of West Creek Plan) states that, “This area is highly valued by residents for its recreational uses, remoteness, and firewood. Even Dyea has a lot of activity in the summer now. Regardless of what Skagway states, there will be demand for services here over time if people purchase land for privately owned cabins sites. Every road accessible area does not have to have residential land disposal.” The Management Action: “Maintain this area, including the ‘Gateway’ to it just across West Creek Bridge, for what it is used and valued for – recreation and ‘as an escape valve’; do not let other uses encroach. Do not sell land for residential use; do not allow further residential development. Review this management action every 5-10 years to ensure it still reflects the Municipality of Skagway and community’s best interests.”

Five years later, this 2030 Skagway Comprehensive Plan suggests that the 12 or so municipal acres west of and just before the West Creek Bridge could satisfy resident interest in a place for low density (one acre minimum) rural residential living (see Future Growth Map L-12).

## **Focus Area: Municipal Land and Facilities**

The dual role of the MOS with regard to land management is reviewed earlier in this chapter in the Current Land Use and Status section. A comprehensive list of MOS land is on Figure L-2.

Over the next 10 years:

- Continue the residential land disposal program for Borough-owned land. Subdivide and sell land for residential development (see Future Growth Maps). For list of parcels and lots see Actions L 3K or H 1C
- Reserve municipal land for a future water treatment facility adjacent to one or two wellheads (may be most land at 16<sup>th</sup> and Alaska, the new wellhead).
- Consolidate Public Works/Utilities facilities at the Wastewater Treatment/old Police station area and on half the new 15-acre site off Klondike Highway. When this has been accomplished, sell the 3.5 municipal lots at 5<sup>th</sup> Avenue and Alaska Street for residential development. Similarly either sell the 4.5 municipal lots west of Alaska Street or through land exchange assemble four contiguous lots and seek to have congregate housing or condo built.

- Determine best use for former municipal fire hall.
- Reserve land adjacent to the wastewater facility for future expansion of that facility.
- Determine landfill/ash disposal areas/options (linked to solid waste handling, composting, future of incinerator etc).
- Designate the old city hall for a year-round Senior Center with parking and an outdoor area in the back for relaxing and playing music. The facility will need renovation.
- Pursue an EPA Brownfields clean up and renovation grant and other funding to clean up the former health clinic site. Then, facilitate construction on the cleaned site of Senior Apartments. Alternative location for Senior Apartment (and Senior Center) is as part of Garden City development.

## Focus Area: Rezoning

### Opportunities and Challenges

- An update to modernize Skagway's Zoning Code is needed to provide consistent modern definitions, ensure rules facilitate the types of development Skagway wishes to encourage, and remove and prevent unintended consequences or loopholes. This is discussed in detail in the Housing chapter.

This section addresses the need to rezone a few areas either now, to provide clarity and avoid misleading the public, or in the future to implement direction on the 2030 Comprehensive Plan Future Growth Maps and as described in this chapter.

#### Rezoning is needed now:

1. At the incinerator and ash fill area from Residential Conservation to Industrial.
2. At the area between the railroad tracks and Spring Street, from 1<sup>st</sup> to 5<sup>th</sup> Avenues from Industrial Light to Business General.
3. At Centennial Park and the six lots south of the alley between 1<sup>st</sup> and 2<sup>nd</sup> Avenues, and between Broadway and Spring Street should be rezoned from Industrial to Waterfront, and an allowable or conditional use added to Waterfront Zoning District for parks and landscaped walking paths, and similar uses that add to the beauty and enjoyment of the waterfront.
4. At all or part of the West Creek Area from Residential Conservation (RC) to a new Remote Recreation and Resources Zoning District, because the uses approved, conditional allowed, and prohibited in RC don't match the management intent for the West Creek area.

#### Rezoning will be needed soon:

1. The Future Growth Maps (Figures L-10, 12, 14, and 16) designate a Transition Area to indicate that over the next 1 to 10 years or so, a transition in land use (and zoning) is expected to achieve desired future growth.

The best way to do this is likely to create a Transition Overlay zoning district. An overlay zoning district literally is ‘on top of’ the underlying zoning. The areas on the Future Growth Maps marked as Transition Areas would be rezoned to add the Transition Overlay zoning . The Transition Overlay zoning district will be accompanied by code changes to set consistent rules and govern development reviews within the Transition Overlay zone. Code will likely include some combination of a bonus point system, Cottage Housing, Planned Unit Development (PUD), or other provisions that either apply everywhere, or most likely just in the Transition Overlay zone.

## 10.6 Land Use/Future Growth Goals, Objectives and Actions

### GOAL

**Make public land available and regulate orderly use of both public and private land to:**

- **Maintain air, land, and water quality**
- **Reduce risks from natural hazards**
- **Foster economic development**
- **Provide for year-round and seasonal workforce housing**
- **Offer both dispersed and more urban recreation opportunities**
- **Preserve and enhance Skagway’s historic character**
- **Enhance the quality of life for current and future generations**

### 4 Land Use and Future Growth Objectives

1. Help protect air, land, and water quality in Skagway including efforts to remediate contaminated sites and streams.
2. Help protect residents and property from natural hazards.
3. Manage municipal land use, land acquisition, and land disposal in an orderly manner to accomplish municipal goals. This includes providing an adequate supply of residential, commercial, industrial zoned land.
4. Ensure state and federal agencies give the Municipality of Skagway adequate notice of proposed actions within the borough to allow municipal review and comment.

### Objectives and Actions

#### Table Key

Time: S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing  
 Funds Needed: L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objectives and Actions		Time	Resp.	Funds
<b>L-1 Help protect air, land, and water quality in Skagway including efforts to remediate contaminated sites and streams.</b>				
L 1A	In order to ensure compliance with federal and state air quality standards, establish an air quality baseline that captures data from all sources including cruise ships, buses, WPYR trains, incinerator, and other. Subsequently, conduct ongoing monitoring.	S	MOS, WPYR, NPS, cruise companies	L
L 1B	Maintain the drinking water wellhead protection program. <i>Cross reference with U 4B</i>	O	MOS	L

Objectives and Actions		Time	Resp.	Funds
L 1C	Encourage remediation of the ore terminal property so infrastructure decisions and improvements can occur (see ADEC map and summaries in this chapter).	S	WPYR, MOS	H
L 1D	Encourage remediation of the nine active contaminated sites in Skagway (see ADEC map and summaries in this chapter).	O	MOS, land owners	L-M-H
L 1E	Pursue EPA Brownfields grant funding to help accomplish remediation of Old Health Clinic site. <a href="https://www.epa.gov/brownfields/types-brownfields-grant-funding">https://www.epa.gov/brownfields/types-brownfields-grant-funding</a>	S	MOS	L to M
L 1F	Continue to implement the 2006 <a href="#">Pullen Creek Action Plan</a> , including repeating the Pullen Creek 2004-2005 water quality sampling to identify improvement or deterioration.	O	MOS, STC, TIWC, SAWC	L
L 1G	Complete Phase II of the Pullen Creek Stream Walk/Municipal Loop. Market as a Walking Loop that is part nature and part historic/shopping district so it helps relieve area congestion. <i>Cross reference with R 2B and T 2C</i>	S	MOS	L (grant funds)
L 1H	Ensure that development along Pullen Creek and other anadromous streams uses best management practices including setbacks to maintain and enhance natural vegetation, water quality, fish passage and habitat, reduce erosion and maintain natural water flow.	O	MOS, WPYR, land owners	L
L 1I	Provide a higher level of protection and stewardship on publicly owned land.	O	MOS, State, feds	L
L 1J	Systematically improve fish passage by continuing to fix culverts and enhance streamside habitat, eliminate urban runoff into Pullen Creek and other anadromous waterbodies, and clean up pools and streams that feed anadromous streams.	O	MOS, TIWC, STC, WPYR, NPS, property owners	L
L 1K	Track program funding (USFWS, ADF&G, NPS, NRCS, EPA, others) available to property owners to accomplish stream and habitat improvements. Support property owners pursuing these opportunities.	O	MOS, TIWC, STC, SAWC, NPS	L
L 1L	Amend the zoning code at 19.04.020(c) to add a minimum 10 foot no disturbance setback from anadromous streams banks.	S	MOS	L
L 1M	Size storm water infrastructure to handle extreme weather events.	O	MOS	U
L 1N	Support efforts to identify and label stormwater drainages that exit to fish bearing streams and eliminate drainage of hazardous and toxic materials down these storm drains. Install and maintain oil/water separators if appropriate. Ensure public is aware of storm water catchment system locations, put locations on Skagway <a href="#">online map</a> . <i>Cross reference with U 6F</i>	O	MOS, TIWC, STC, School	
<b>L-2 Help protect residents and property from natural hazards.</b>				
L 2A	Develop public outreach and education programs regarding potential natural hazard impacts and personal planning preparations.	M	MOS	L
L 2B	Make geo-hazard maps available to the public.	S, O	MOS	L



Objectives and Actions		Time	Resp.	Funds
L 2C	Keep natural hazard emergency response plans up-to-date, gather multi-agency first responders and test plan with table top and in-field exercises.	O	MOS	L
L 2D	Prevent development in areas at high risk for rockslides and flooding unless risks can be mitigated, including on municipal land. <ul style="list-style-type: none"> <li>Work with landowners to identify responsibilities and action plans for mitigating risk.</li> </ul>	S, O	MOS	U
L 2E	Identify buildings that must remain operable during and following an earthquake, flood, tsunamis, rockslide and other emergencies; ensure building engineering is adequate to accomplish this.	O	MOS	U
L 2F	Develop, adopt, and enforce burn ordinances that control outdoor burning, require burn permits and restricts open campfires during identified weather periods (wind, dry etc.). <i>Cross reference with PS 2E</i>	S	MOS, FD	L
L 2G	Build and/or reinforce dikes or revetment walls to prevent subsidence, erosion, and flooding (revetment walls are sloping structures placed in such a way as to absorb the energy of incoming water).	O	MOS, land owners, State	H
<b>L-3 Manage municipal land use, land acquisition, and land disposal in an orderly manner to accomplish municipal goals. This includes providing an adequate supply of residential, commercial, industrial zoned land.</b>				
L 3A	Extend water and wastewater systems across the 23 <sup>rd</sup> Avenue Bridge to enhance firefighting capabilities, allow higher density development, and to discontinue need for septic leach fields near the Skagway River drinking water aquifer. Size the system to support development in area north of bridge over next 30 years. <i>Cross reference with U 5 and PS 3</i>	S	MOS	H
L 3B	Rezone portion of area north of the 23 <sup>rd</sup> Avenue Bridge to add a Transition Overlay Zone, per Future Growth Map L-16 and Klondike Highway Focus Area, to encourage higher density residential and other development in area with public water and sewer. <i>Cross reference with H 1E</i>	S	MOS	L
L 3C	Prioritize land use and facilities at the Port for water-dependent, water-related, and water-oriented uses.	O	MOS	L
L 3D	Facilitate an efficient blend of land use and facilities for large and small cruise ships, other visitor-oriented moorage, the boat harbor, ore and fuel transshipment, general freight transshipment, and fishing activities in the Skagway port and waterfront.	O	MOS	varies
L 3E	Build or redesign docks to berth up to two of the largest cruise ships to retain market share. <i>Cross reference with ED 1C</i>	S-M	MOS, cruise lines	H
L 3F	Ensure plans, facilities, infrastructure, and land use can accommodate growth in transshipment-related development (ore, fuel, cargo, seafood).	S-M	MOS, AML, PM, Hunz	L-H

Objectives and Actions		Time	Resp.	Funds
L 3G	Assess the need for and economic impact of expanding the small-boat harbor, including transient moorage for small cruise ships and independent yachters.	M-L	MOS	L
L 3H	Create a system of linked green walking paths and spaces along the waterfront from Pullen Creek to Yakutania Bridge, accessible to all users, with wayfinding signage for tourists to/from docks and town. Include trees and landscaping to better screen pedestrians from wind and dust; include Welcome Garden and connected walking paths in grassy area between Pullen Pond and Centennial Park. <i>Cross reference with ED 1B and R 2A</i>	S	MOS, OASIS, SGY organic gardening society, STC, waterfront businesses, others	L-M
L 3I	Periodically inventory land use and compare to the supply of undeveloped land in various zoning categories.	O	MOS	L
L 3J	Continue the residential land disposal program for Borough-owned land. Subdivide and sell land for residential development (see Future Growth Maps): <i>Cross reference with H 1C</i> <ul style="list-style-type: none"> <li>NW of Dyea Rd, about 14 acres of MOS land in the vicinity of the AP&amp;T microwave repeater (Figure L-14);</li> <li>NW of Dyea Rd, about 12 acres of AMHT land adjacent to Hilltop Lot 1, Block 2 (Figure L-14);</li> <li>About 12 acres of MOS land before and west of West Creek Bridge (Figure L-12);</li> <li>Build a pioneer road, then sell Taiya Overlook lots (already surveyed) (Figure L-12);</li> <li>The 3.5 MOS lots that are now Public Works shop on 5<sup>th</sup> by Alaska after building no longer needed and demolished (Figure L-15).</li> <li>Either sell the 4.5 MOS lots west of Alaska Street (between 4<sup>th</sup> Avenue and alley north of 5<sup>th</sup> Avenue) when not needed by Public Works, or, through land exchange assemble four contiguous lots and seek to have congregate housing or condo built (Figure L-15).</li> </ul>	O	MOS	H
L 3K	Consolidate Public Works facilities at Wastewater Treatment Plant /former Police Station ‘campus’ and on half of 15-acre site on Klondike Highway.	S	MOS	L
L 3L	Reserve and designate municipal land for: <ul style="list-style-type: none"> <li>Land around one or more wellheads for future water treatment needs;</li> <li>Rest of block east of Wastewater Treatment Plant for future expansion;</li> <li>Old city hall at 5<sup>th</sup> &amp; State for a year-round Senior Center;</li> <li>Senior Apartments at 11<sup>th</sup> and Broadway (after remediation, old clinic site) or at Garden City.</li> <li>Identify site for a water storage tank on Dyea Road above the airport to provide gravity feed water to homes in area, to enhance fire protection capabilities, and provide for higher density development.</li> </ul>	S-M	MOS	L

Objectives and Actions		Time	Resp.	Funds
L 3M	<p>Develop (or cause to develop) a seasonal (no RV) campground in the old paintball area north of Railroad Shops.</p> <p><i>Cross reference with H 6B and ED 3D</i></p> <ul style="list-style-type: none"> <li>Install a 4,000-gallon water tank and a porta-potty and shower.</li> </ul>	S	MOS	L
L 3N	<p>Update the Zoning Code to modernize and provide consistent definitions; ensure rules facilitate the types of development Skagway wishes to encourage (see Housing section for many for details and additional actions); eliminate unintended consequences or loopholes; reduce required size of parking stalls; and create Zoning Overlay District.</p> <p><i>Cross reference with H 1D</i></p>	S	MOS	L
L 3O	<p>Support local gardens and food production by ensuring the municipal code encourages these agricultural land uses.</p>	O	MOS, SGY organic gardening society, businesses	L
L 3P	<p>Continue to improve borough geographic information system (GIS).</p> <ul style="list-style-type: none"> <li>Integrate Public Safety, Public Works, and Planning/Permitting use of GIS system.</li> <li>Merge tax parcel and other data in GIS system.</li> </ul>	O	MOS	L
<b>L-4 Ensure state and federal agencies give the MOS adequate notice of proposed actions within the borough to allow MSO review and comment.</b>				
L 4A	<p>When new state Commissioners or federal agency Regional Directors are appointed, send congratulations and welcome letter, invite them to Skagway, and remind them that Skagway requires notification about and intends to review all state or federal actions within Borough. This includes state or federal:</p> <ul style="list-style-type: none"> <li>Intent to acquire, sell or exchange land within the Borough;</li> <li>Land management plans, actions, or policies being prepared or considered in the Borough;</li> <li>MOAs or MOUs being signed among landowners or managers within the Borough.</li> </ul>	O	MOS	L



# 11 PUBLIC UTILITIES

## Goal

**Provide safe, effective and environmentally sound drinking water, solid waste, wastewater, and storm water services to residents.**

## 11.1 Current Status and Concerns to Address

Utilities are part of the infrastructure system upon which cities develop and run, and Skagway is no exception.

The Municipality of Skagway (MOS) Public Works Department provides and maintains solid waste collection and disposal, wastewater collection and treatment, sewers, and the borough's drinking water system. The department also provides grounds keeping, cemetery and municipal park, seawalk, and trail maintenance; maintains municipal streets and sidewalks; and maintains all municipal buildings (except for the Skagway School), kiosks, and pergolas.

### Solid Waste Collection & Disposal

#### *Solid Waste Collection*

Skagway's has had a solid waste program for many years, preparing its first solid waste plan in 1988. In 2013, a new Solid Waste and Recycling Management Plan was prepared.

Today, residential and commercial solid waste is collected by the Municipality from the waterfront, north to across the 23<sup>rd</sup> Avenue Bridge, and to Dairy Road, which branches off from the Klondike Highway at about 2-mile. Solid waste collection is also provided out Klondike Highway to the ADOT&PF maintenance shop and to the RV parks in the area as well as to the auto maintenance shop on Liarsville Road. There is no household collection service on the Dyea Road; residents there use a communal garbage shed (with a combo lock) located on the town side of the 23<sup>rd</sup> Avenue Bridge and must haul their own garbage to it. Regular residential trash collection is once a week, on Monday or Tuesday.



Commercial collection is three times a week with additional pickups available for any business or residence, by request.

The Municipality is implementing a new weight-based “garbage by the pound” collection approach to encourage volume reduction. In a weight-based trash collection system, composting (and recycling) waste gives the customer the opportunity to reduce the weight and cost of their trash. When garbage is collected from individual residential and commercial customers it will be weighed, using a RFID chip in each can, and customers will be charged—and incentivized—for volume reduction. This approach will be phased in over a year once the new compost program is up and running. The Municipality already has one garbage truck with the RFID reading and scale technology. There are three total garbage trucks in the Municipality’s fleet, with the plan to use the second-oldest truck as the compost truck, and the oldest truck remaining in reserve.

### ***Solid Waste Disposal***

Solid waste in Skagway was landfilled until 1997. The Municipality filled and closed two old landfills before it began using the incinerator. One landfill, at Mile 3.2 on the Dyea Road, was closed in 1991 and is now used as a fire department training and storage area. The other landfill, at Mile 4.5 on the Dyea Road, now has a permanent cover and is the municipal rifle range.

In 1998, an incinerator was installed approximately five miles out the Klondike Highway on municipal land. The last debt service payment on the incinerator was in 2019. The incinerator reduces solid waste volumes by 90 percent with an end product of ash. The burn is quite hot and very little smoke is emitted. The incinerator is permitted to burn a maximum of eight tons/day.

When a burn is completed, the incinerator floor opens and the ash is scooped out and placed in lined ash fill disposal areas behind the incinerator. Ash from the burns is stockpiled in the facility’s containment area and, during rainy periods this prevents rain and wind from spreading ash. There is a low cover-material to ash ratio.

The volume of municipal waste has steadily increased over the last decade, with 2,340 cubic yards burned in 2018 compared to 1,789 cubic yards in 2007. Until 2019, the volume of solid waste required a burn three days per week in the summer and once per week in winter. During summer of 2019, the increased volume required a burn every other day.

For future solid waste disposal, the 2013 Solid Waste and Recycling Management Plan recommended the eventual closure of the incinerator. Based on 2012 costs and assumptions, it determined that the incinerator cost of operation was more than twice per ton that of composting and shipping garbage out of Skagway by water. Today, however, the costs and availability of transportation, recycling and outside landfill options have changed so the analysis needs to be updated



to determine which solid waste disposal option is in Skagway’s best interest for the next 10-20 years. Barring a change that a new analysis could cause, the current thinking is that rather than shipping solid waste out of town, the MOS will either restore the current incinerator or purchase a new one. This option, rather than shipping untreated solid waste out of town, is favored because in conjunction with waste reduction, it recognizes the local desire to be self-sufficient and less reliant on shipping and other outside conditions that are beyond local control and might be variable in price.

There is an estimated five to seven years of space left for ash fill at the current site. If a new or restored incinerator is located at the same site, expansion of space for ash fill would either require construction of cells closer to the Skagway River that runs below it—which could pose a contamination risk—or mining the current ash fill and shipping it to a landfill outside, and then reusing the ash fill cells.

**Costs**

In June of 2015, the Municipality of Skagway contracted with FCS Group to complete a Water, Wastewater, Solid Waste, and Harbor Service Rate Study, to assist the Municipality in maintaining financially stable utilities and promoting a fair and equitable allocation of system costs to its customers. The study concluded that the revenue received by the Municipality under the existing rates was not adequate to meet the forecasted needs of the utility, with the Garbage Enterprise Fund bringing in approximately \$400,000 in revenues to cover approximately \$840,000 in expenses. The deficit is subsidized by sales tax. The goal of an enterprise fund is that it operates as a business, with revenues equaling expenses. To approach this, in January 2018, solid waste disposal rates increased by 9.5% to reduce deficits in the Garbage Enterprise Fund and to reduce required subsidy from other sources.

Figure U-1 Year 2019 Solid Waste Fees	
	QUARTERLY FEES
<b>Residential</b>	
Weekly service, one 30 gal can	\$75.95
Weekly service, two 30 gal cans	\$119.31
Per can in excess of two per week	\$52.10
Residential dumpster service, per pickup	\$42.84
Dyea dumpster	\$30.22
<b>Commercial</b>	
Weekly service, one 30 gal can	\$88.41
weekly service, two 30 gal cans	\$129.56
Per can in excess of two per week	\$56.24
Dumpster service, per pickup	\$42.84
<b>Ships/Vessels</b>	
Less than 125 passengers	\$400.77
More than 125 passengers	\$729.27
<i>Source: MOS</i>	

**Solid Waste Reduction, Recycling, Reuse Programs**

Recycling, reusing, and reducing solid waste volume are important to Skagway residents. Back in 2009, residents rated it a top program to grow and maintain, and these sentiments continue today. About one-third of Skagway’s waste stream is compostable and one-third recyclable, according to the Municipality’s solid waste and recycling management plan. The more waste that Skagway can divert from the incinerator, the longer the incinerator can function before costly upgrades are needed, and the longer the ash fill disposal areas will last.

Today, residents collect their recyclables and bring them to a collection point. Current recycling and waste reduction options include:

- **Household hazardous waste and E-waste:** The MOS and Skagway Traditional Council operate a series of household hazardous waste and E-waste collection events to prevent these materials from being incinerated and to promote recycling.

- **Aluminum and glass recycling:** The MOS provides a mobile dumpster outside the public works building to collect aluminum and glass for recycling or reuse. Once full, it is hauled to the incinerator where materials are separated for further processing. Glass is crushed and put in the ash fill as inert fill. The Municipality flattens aluminum into 25-pound “bricks” and usually ships these to Seattle for processing. In the past, the MOS earned modest revenue from this program but is currently stockpiling aluminum until the market price increases.
- **Cardboard recycling:** Cardboard is collected at the incinerator and compacted for eventual transport to markets in Seattle.
- **Paper and plastic recycling:** Paper and plastics are not collected or recycled. Some residents haul these products and other recyclables to Whitehorse.
- **Scrap metal recycling:** Scrap metal is collected for recycling, but there is no regular or efficient means of handling and disposing of it. Most of it is stockpiled in town next to the incinerator; appliances are stored at the incinerator, junk cars by the public works shop.
- **Rummage sale:** The Recreation Center sponsors an annual community rummage sale event where Skagway residents’ unwanted household items are collected and sold for reuse. Leftover items considered to be in excellent condition are boxed and transported to the Salvation Army in Whitehorse. Remaining items are taken to the Incinerator for disposal.
- **Construction Debris:** This is collected at the new solid waste collection site on Klondike Highway by the composter and shipped to Haines for disposal. A total of 206,000 cubic yards was shipped in 2018.
- **Biofuel program:** Since 2006, the MOS Public Works Dept. has run a biofuel program. Restaurant operators bring their used waste oil in labeled 5-gallon pails and leave it at the plant. There is no cost to the restaurateurs (though if water is mixed in with the oil there is a \$10/bucket charge). In 2008, a new Biopro 380 machine was installed. The Biopro requires very little labor; once the oil is loaded, it is turned on and 48 hours later, there is 100 gallons of finished oil at an estimated cost of about \$1/gallon to produce. The machine produces 100-200 gallons per week from the end of September through mid-May. The biofuel is being used to heat the Public Works Shop. There is another collection point at the small boat harbor.
- **Composting:** Reducing the volume of garbage that needs to be incinerated or shipped makes sense no matter what solid waste disposal option is chosen for the future. Recognizing this, the MOS is implementing the 2013 SCS Engineers’ Solid Waste and Recycling Management Plan recommendation to construct a compost facility. The MOS new composting facility and program should be online in May 2020. The composting facility includes an approximately \$900,000 building and an \$180,000 composter. It is on 15 acres the Municipality recently purchased for \$1.8 million off Klondike Highway at the Dyea Road turn. This 15-acre site will also host an RV Park and potentially other housing.
  - The municipal compost service will provide volume pick up for commercial customers and self-haul for residential customers and will supply each residence with two 5-gallon compost buckets. The program will divert heavy, moisture-filled food from trash going to the incinerator. Yard waste would also be accepted, with a maximum of 5 yards of yard waste per customer per haul. Commercial customers will be required to compost, either as part of the municipal program or, by waiver and inspection by Public Works, through their own efforts.
  - Fees have not yet been set but will be less than garbage rates for commercial customers and a minimal annual subscription for residential customers. The finished compost could

be used in municipal landscaping projects and could also be sold back to members of the public. The purchased composter is sized for growth but can operate at slow speeds to maintain the necessary heat for smaller loads. The MOS will relocate all sorting to the 15-acre site at the new compost location, including the cardboard bailer, to reduce the amount of recyclables that goes to incinerator. This site will reduce time and fuel spent hauling recyclables from the incinerator site.

## Drinking Water

### Source

Since 1966, the Municipality of Skagway has supplied drinking water from an underground aquifer below the Skagway River (a gravity system from the Dewey Lakes watershed was used prior to that time). Water from the Skagway River and its tributary streams enter alluvial deposits to recharge this floodplain aquifer that provides the community’s drinking water. Additional surface water enters the aquifer as precipitation runoff that percolates downward into the aquifer. Most of the surface water accumulating on paved surfaces and buildings is carried away in Skagway storm drains or evaporates. Groundwater entering the floodplain aquifer moves southeasterly through the aquifer toward the inlet.

Four wells tap the Skagway River aquifer. Three are located on 15th Avenue between Main Street and the Skagway River (well No. 1 taps it at 80 feet, well No. 2 at 75 feet, and well No. 3 at 120 feet). A new well was installed in 2018, located at behind the school on Alaska Street and tapping the aquifer at 100 feet deep.

### Quality of Source and Treatment

Skagway water quality is good and currently no treatment is required. Skagway routinely receives a waiver from ADEC for water treatment due to adequate testing results. Skagway must routinely reapply for a treatment waiver, and there is always the possibility that due to either testing results or changing regulations, treatment (chlorination) will be needed in the future. Therefore, the MOS should reserve an area adjacent to one or more wellheads for a future water treatment facility.

**Figure U-2 Drinking Water Usage (millions of gallons)**

MONTH	2007	2017	2018
January	Unavailable	9.7	10.2
February	Unavailable	8.5	10.3
March	Unavailable	9.4	9.8
April	Unavailable	9.5	11.4
May	Unavailable	14.9	17.3
June	Unavailable	20.1	20.2
July	23.6	19.4	21.1
August	24.1	17.6	19.9
September	19.3	13.1	15.0
October	11.9	7.9	9.5
November	9.8	8.2	8.3
December	10.0	8.8	8.8
Total	Unavailable	147.0	161.9

*Source: MOS*

In 2004, ADEC completed a Source Water Assessment for the Skagway water system to analyze the potential for contamination to Skagway’s drinking water aquifers. Wellhead protection zones were delineated based on watershed area and groundwater information. The Assessment found the Skagway water system has a “very high” susceptibility to contamination rating for the actual wellheads and a “high” rating for the aquifer. Identified potential and current sources of contamination include sewer lines, residential areas, fuel storage tanks, roads, a campground, a rail corridor and yard, foot trails, the former oil tank yard, and an ADEC contaminated site undergoing remediation. ADEC suggest use of the Assessment as a foundation for local voluntary protection efforts as well as a basis for the continuous efforts on the part of the Municipality to protect public health. The Municipality adopted a wellhead



protection plan in 2007 and is updating the plan in 2019, with the intent to update the zoning of the wellhead protection in 2020 to reflect the addition of the fourth well.

### Water Storage

Drinking water is pumped to three storage tanks that provide a total community storage capacity of 515,000 gallons (up from 300,000 gallons 10 years ago). Two water tanks, installed in 1986 and 1993, are located on a topographic bench below the Dewey Lakes. Another 215,000-gallon tank (250,000 total original capacity) redwood stave tank was installed behind the new public safety building. With the additional well and the additional storage capacity, there were no water supply emergencies during the summer of 2019.

### Water Usage and Fees

Figure U-2 shows total drinking water usage in Skagway in millions of gallons for selected months in 2007 and all months in 2017 and 2018. Usage increased by approximately 10% from 2017 to 2018. The month with the highest total usage in 2018 was July (21.1 million gallons), while the month with the lowest total usage in 2018 was November (8.3 million gallons), an approximately 61% decrease in total monthly usage.

MONTH	2007	2008	2017	2018
May	-	-	4.2	5.0
June	-	-	7.7	6.3
July	-	-	4.7	12.6
August	-	-	4.8	6.5
September	-	-	2.2	1.7
October	-	-	-	0.1
Total	16.0	26.0	23.6	32.3

*Source: MOS*

The Municipal Water and Wastewater Utilities experience a substantial service load increase and maximum capacity impacts for the months of May-October due to cruise ship passengers' and crew's water and sewer use, far exceeding the use of residents and other visitors to Skagway, which constitutes a service provided to the cruise ship vessels and/or cruise ship passenger within the Alaska statutory guidelines for the use of Commercial Passenger Vessel (CPV)

MONTH	2008	2017	2018
January	5.484	9.222	7.432
February	Unavailable	8.231	7.347
March	Unavailable	7.713	7.788
April	Unavailable	6.123	7.787
May	Unavailable	9.420	9.286
June	6.918	10.452	9.552
July	Unavailable	10.293	9.660
August	9.306	9.611	9.826
September	Unavailable	9.914	7.717
October	Unavailable	7.685	7.447
November	Unavailable	6.896	6.810
December	Unavailable	7.695	7.687
Total	Unavailable	103.256	98.338

*Source: MOS Public Works*

funds. Exploring the use of CPV funds as a source of funding for drinking water and wastewater infrastructure improvements and expansions could reduce the Municipality's financial burden for these projects. Figure U-3 shows the amount of drinking water purchased by cruise ships in millions of gallons in 2007, 2008, 2017, and 2018. The amount of drinking water purchased by cruise ships in 2018 was about 36% higher than in 2017, about 24% higher than in 2008, and about 102% higher than in 2007.

### Wastewater

The Municipality of Skagway's municipal wastewater and storm water system is a series of 8-, 10-, and 12-inch diameter underground collector lines that collect domestic wastewater from buildings and a separate pipe series to collect storm water from the streets. These pipes were originally installed in the 1940s and 1950s. High flows in the 1930s of about 700,000 gallons per day raised major concerns about

excess water in the system and infiltration. In the early 1930s, Skagway began a program to replace and separate collector lines on Broadway and Main Streets. More work occurred later and today the storm water and wastewater intake and collection systems are separate. This reduced system wastewater flow to the treatment plant to about 200,000 gallons per day.

The wastewater treatment plant is on Main Street just south of 1<sup>st</sup> Avenue. It can currently process 300-400,000 gallons per day (gpd) and maintain required residual chlorine levels. Sludge that remains after treatment is burned at the Municipality's incinerator. Approximately eight cubic yards of sludge is dewatered one to two times a week for incineration. The treatment plant effluent line and diffuser are between the last two dolphins on the west side of the ferry terminal at -60 ft.

Violations of fecal coliform concentration resulted in plant modification in summer 2008 to install an onsite chlorine generation system and a new contact basin. However, now the plant uses a self-feeding bleach system instead of the chlorine generation system. A secondary building was added in 2012 with two new clarifiers with two treatment trains, which dramatically improved the quality of effluent.

The treatment plant is currently operating at the maximum that it can regarding the concentrations of effluent flow. If population and visitor numbers continue to increase, it is likely that plant upgrades will be needed to process effluent concentrations and greater flow. The MOS contracted a capacity study in 2019, which will inform its approach.

During summer, the wastewater volumes are higher due to the large number of visitors in town and the commercial bus lines that empty their wastewater systems for processing in Skagway. Figure U-4 shows wastewater flows in millions of gallons per month for 2017 and 2018 with available months from 2008. The month with the highest total flow in 2018 was August (9.8 million gallons), while the month with the lowest total flow in 2018 was November (6.8 million gallons), an approximately 45% decrease in total monthly flows. Total annual flows decreased slightly (about 4.5%) between 2017 and 2018, with the decrease likely due to differences in rainwater, snowmelt, or groundwater.

Demand for wastewater treatment in summer is high enough that sludge processing capacity can't keep up and there can be odor problems, created by the sludge that hasn't yet been dewatered. Once sludge is dewatered and hauled away for incineration there is no odor. The plant tried ozone treatment for odor control, but this was not effective. The plant piloted a photo-ionization unit the summer of 2017 that worked, and the Municipality is now implementing this improvement in time for upgrades to be in place by summer 2020. The upgrades will include UV lamps and activated carbon chambers with curtaining in the building.

The Municipality is also trying to reduce the amount of grease that is transferred from restaurants to the wastewater treatment plant and has notified restaurants that they are required to install grease traps in their plumbing.

At an April 2019 Comp Plan booth, when residents of Skagway were asked to vote for the three infrastructure projects or operating agreements they favored the most to improve Skagway's capacity to handle summer visitor numbers, "wastewater treatment plant assessment and capacity upgrades" received the most votes (see Appendix A).

The MOS wastewater collection system extends from the waterfront to the 23rd Avenue Bridge. Over the next few years a major capital project will extend the water and water collection system across the bridge approximately two miles out the Klondike Highway to the ADOT&PF shops. It also appears that the state intends to extend wastewater collection to the AMHS ferry terminal building.

For those living in the borough beyond the wastewater collection system, onsite septic systems with leach fields are the most common option in use. They require periodic pumping-out of “septage” which is trucked to town and processed through the treatment plant.

Alternative systems are available for areas with soil conditions that are inadequate for septic systems due to poor absorption or bedrock. These include systems that use septic tanks as a pretreatment but employ various methods of ultimate disposal such as mounds, sand filters, and over-flow systems. Alternatively, small diameter pressure systems have been built for clusters of homes. Other possibilities are waterless, recycling, or low-toilet systems with water conservation household fixtures and appliances. These include compost toilets, recycling systems, and flow restrictors for bath and faucets. With this range of possible treatments and disposal options it is possible to provide onsite sewage disposal within the rural areas. Special care must be taken in the wellhead zones around and just north of the 23rd Avenue Bridge, as the groundwater aquifer in this area is the source of Skagway’s drinking water. Extension of wastewater collection to this area will help eliminate this potential pollution source.

The previously mentioned Water, Wastewater, Solid Waste, and Harbor Service Rate Study conducted by FCS Group in 2015 identified that the Water Fund and Wastewater Fund collects less user revenue than required to cover expenditures, requiring subsidy from other sources. The FCS study recommended these enterprise funds increase user fees to cover expenses. The Assembly initiated annual increases of 5% for water and 7% for wastewater each year beginning in 2019. These services, with the exception of vessel watering, are unmetered.

All stormwater on Skagway’s streets either filters through the ground or is collected in numerous catch basins into pipes and through outfalls to the Skagway River, Pullen Creek, or Taiya Inlet. Water quality of these waterbodies, as well as the aquifer that is the source for community’s drinking water, can thus be affected by waterborne pollution or hazardous materials that enter the stormwater system.

### ***Public Works Facilities***

The Skagway Public Works Department is currently housed across several locations through town including facilities at the Wastewater Treatment Plant, the former Police Station, 3.5 lots on 5<sup>th</sup> Avenue and Alaska Street, which are mostly used for parking vehicles and storing equipment, at the new compost side out Klondike Highway, and at the incinerator. With the future opening of the composting facility on 15-acres of municipal land on the Klondike Highway, there is the opportunity to consolidate Public Works facilities to a Public Works campus at the Wastewater Treatment Plant/ former Police Station and on about half the 15-acre site on Klondike Highway. Then, the Municipality can sell the 3.5 Public Works lots on 5th Avenue and Alaska Street to the public for housing development.

### ***Staffing & Budget***

The Public Works Department employs 10 full-time year-round employees and seven summer employees. The Public Works Department’s fiscal year 2020 budget is about \$760,000.

## 11.2 Challenges & Opportunities for the Future

- Reline the incinerator very soon (update cost estimates re: in-town versus ship out options).
- Ash fill disposal site has estimated five to seven years of life left.
- Implement composting and other reduce-reuse-recycle options to minimize need for solid waste treatment and disposal.
- Littering (cigarette butts, wrappers, etc) during summer and overuse and improper use of dumpsters at end of tourism season.
- Wastewater treatment plant capacity (flow concentration) and upgrades needed to meet 2030 demand for 100+ new homes, 130+ more residents, and increasing visitors.
- Potential future requirement to treat drinking water; identify site for facility.
- Extend water and wastewater utilities to Klondike Highway increases residential development opportunities there.
- Watershed protection for drinking water.
- Consolidate Public Works/Utilities facilities at the Wastewater Treatment/old Police station area and on half the new 15-acre site off Klondike Highway. When this has been accomplished, sell the 3.5 municipal lots at 5<sup>th</sup> Avenue and Alaska Street for residential development. Similarly either sell the 4.5 municipal lots west of Alaska Street or through land exchange assemble four contiguous lots and seek to have congregate housing or condo built.
- Identify regulation/policy priorities for higher level of enforcement (i.e., commercial use of grease traps, ban on commercial vehicle washing on streets, etc.).
- Water meters and cost recovery for industrial users.

## 11.3 Public Utilities Goals, Objectives, and Actions

### GOAL

**Provide safe, effective and environmentally sound drinking water, solid waste, wastewater, and storm water services to residents.**

### 6 Objectives

1. Analyze and implement the best long-term plan for solid waste disposal.
2. Continue to expand and incentivize use of solid waste volume reduction programs including recycle-reuse-reduce.
3. Maintain, upgrade, and budget for required wastewater treatment equipment and infrastructure.
4. Maintain, upgrade, and budget for required drinking water equipment and infrastructure.
5. Extend water and wastewater systems across the 23rd Avenue Bridge to enhance fire protection capabilities, provide for higher density development, remove septic system and leach fields close to Skagway River aquifer and municipal drinking water source. Size the system to support development in area north of bridge over next 30 years. (Cross reference with PS 2)
6. Use practices that protect environmental quality.



## Objectives and Actions

### Table Key

**Time Frame:** *S* Short-term (0-2 years), *M* Mid-term (3-5 years), *L* Long-term (5-10 years), *O* Ongoing

**Funds Needed:** *L* Low (\$0-99,999), *M* Mid (\$100,000-\$999,999), *H* High (\$1,000,000+), *U* Unknown

Objectives and Actions		Time	Resp	Funds
<b>U 1 Analyze and implement the best long-term plan for solid waste disposal</b>				
U 1A	Investigate capital and operating costs and environmental implications of buying and operating a new incinerator versus alternatives including rehabilitation of the current incinerator, shipping out solid waste, opening a new landfill site, participating in any regional solid waste solutions, and newer incinerator/co-generation options.	S	MOS	L-M
U 1B	Implement solid waste disposal solution. <ul style="list-style-type: none"> <li>Size the solution to allow for growth of population, housing, and number of visitors while considering waste reduction possible due to new compost program.</li> <li>If purchasing a new incinerator as the solid waste disposal solution, analyze options for disposing of the ash, including mining the current site for reuse.</li> </ul>	S	MOS	H
<b>U 2 Continue to expand and incentivize use of solid waste volume reduction programs including recycle-reuse-reduce</b>				
U 2A	Complete construction of composting building and begin operation of composting program.	S	MOS	H
U 2B	Develop additional programs to encourage greater adoption of recycling-reduce-reuse practices and to reduce the quantity of solid waste requiring disposal.	S	MOS	M
U 2C	Implement “garbage by the pound” collection and ensure program in place to prevent people avoiding charges by burning or dumping garbage.	S	MOS	M
U 2D	Reduce quantity of single-use plastic waste (bags, water bottles, to-go containers, etc.) used in Skagway.	S, O	MOS, Businesses	L
<b>U 3 Maintain, upgrade, and budget for required wastewater equipment and infrastructure</b>				
U 3A	Enact odor reduction and control devices and operating techniques at Wastewater Treatment facility.	S	MOS	
U 3B	Maintain and operate the Wastewater Treatment facility in a manner that complies with current federal and state regulations.	O	MOS	M
U 3C	Plan and budget now to upgrade Wastewater Treatment facility given results of capacity study. <ul style="list-style-type: none"> <li>If improvements linked to cruise passenger volume, use Alaska Commercial Passenger Vessel (CPV) funding to accomplish.</li> </ul>	S-M	MOS	H
U 3B	Base utility rates on an equitable and true assessment of the costs to operate, maintain, and contribute to an equipment replacement fund.	O	MOS	L
<b>U 4 Maintain, upgrade, and budget for required drinking water equipment and infrastructure</b>				
U 4A	Monitor EPA’s approach to drinking water quality and prepare to add treatment if needed.	O	MOS, EPA	L

Objectives and Actions		Time	Resp	Funds
U 4B	Maintain the drinking water wellhead protection program. <i>Cross reference with L 1B</i>	O	MOS	L
<b>U 5 Extend water and wastewater systems across the 23rd Avenue Bridge to enhance fire protection capabilities, provide for higher density development, remove septic system and leach fields close to Skagway River aquifer and municipal drinking water source. Size the system to support development in area north of bridge over next 30 years.</b> <i>Cross reference with PS 3 and L 3A</i>				
U 5A	Complete Phase I extension of water and wastewater across the 23 <sup>rd</sup> Avenue Bridge along Klondike Highway to State DOTPF Shop by 2023. Complete Phase II extension from DOTPF Shop to end of Liarsville in future.	S-L	MOS	H
U 5B	Install a water storage tank on Dyea Road above the airport and provide gravity feed water to homes in area to enhance fire protection capabilities to this part of Skagway, provide for higher density development. <i>Cross reference with PS 3B</i>	M	MOS	M-H
U 5C	Per Skagway Municipal Code Title 13 Public Utilities, develop a resolution that clarifies a fair cost share between landowners and the Municipality for utility extension across 23 <sup>rd</sup> Avenue Bridge. This could include metering for industrial users.	S	MOS	L
U 5D	Connect restrooms at Seven Pastures to drinking water and wastewater service.	M	MOS	L-M
<b>U 6 Use practices that protect environmental quality</b>				
U 6A	Use education, enact new measures if necessary, and enforce to prevent littering and stop dumpster overloading by businesses and seasonal residents at the end of summer.	S, O	MOS	M
U 6B	Initiate a green purchasing program for MOS departments. Team with STC, NPS, large businesses, and others for cost-effective purchasing.	S	MOS	L
U 6C	Enforce ban on commercial vehicle washing and maintenance on public streets.	O	MOS	L
U 6D	Implement and enforce program requiring restaurants to add grease traps to their wastewater disposal systems.	S, O	MOS	L
U 6E	Continue to separate storm water and wastewater collection systems.	O	MOS	M
U 6F	Maintain the storm water collection and disposal system so that it does not pollute the marine waters, soils, or groundwater. <i>Cross reference with L 1N</i> <ul style="list-style-type: none"> <li>Support efforts to identify and label stormwater drainages that exit to fish bearing streams and eliminate drainage of hazardous and toxic materials down these storm drains.</li> <li>Ensure public is aware of storm water catchment system locations and put locations on Skagway <a href="#">online map</a>.</li> <li>Install oil-water separators where needed in the storm water collection and drainage system to protect water quality where drainage is to the drinking water wellhead areas or fish bearing streams.</li> </ul>	O, S	MOS, TIWC, STC, School	L
U 6G	Monitor storm water collection and drainage systems in the outlying areas as needed to ensure there is no soil, groundwater, or marine water pollution and to allow fish passage.	O	MOS	L



*Photo by Dawson Construction*

## 12 PUBLIC SAFETY

Public Safety is very important to residents of Skagway. Resident's sense of safety and low crime are qualities mentioned frequently in their high rating of quality of life in Skagway. This is essentially a report card for the positive view of police, fire, and emergency response in town. While it's not visible to most, a public safety concern mentioned was increasing drug and opioid use and alcohol abuse.

The high value that the community has for public safety is evident in the beautiful new 26,000 sf Public Safety Building at 17<sup>th</sup> Avenue and State Street that was completed in 2017. The facility consolidates under one roof Skagway's fire, emergency medical services, search and rescue, animal control, police, holding cells, emergency dispatch center, and fire department living and sleeping quarters. It will meet Skagway's public safety facility needs for years to come.

The new Public Safety facility freed the former Police Building at 1<sup>st</sup> Avenue and State Street and two adjacent lots to serve as office space for the Public Works director and staff at the wastewater treatment plant across the street. In addition, a public parking lot was created at the site. Uses for the former Fire Hall at 5<sup>th</sup> Avenue and State Street are still being discussed. The Skagway Development Corporation would like to develop a Creator Space for Skagway entrepreneurs, artists, and small businesses potentially with housing on upper floors. Other suggestions have been to sell the property or turn it into a Fire Museum.

In 2018-2019, the Skagway Police Department initiated a new GIS-based addressing system to provide certainty and expedite emergency responses for all public safety matters. Police, fire, and emergency response personnel will be able to access online maps from their response vehicles that show the exact destination of the emergency.

### 12.1 Fire Department

#### **GOAL**

**Promote the safety of all residents and visitors by providing fire protection and prevention and emergency rescue services.**

## Current Status, Issues to Address

### *Services*

The Skagway Volunteer Fire Department (SVFD) responds to fire protection, emergency medical, rescue, hazardous materials incident needs. SVFD provides fire and medical training, fire prevention education, and fire inspection services. Additionally, the fire department collaborates with the police department and administration to develop and implement the Municipality's Local Hazard Mitigation Plan and Emergency Response Plan, that together address natural disasters, highway disasters, hazmat incidents, railroad accidents, air disasters, power plant and fuel tank fires, and snow emergencies.

The Municipality and fire department have taken steps to improve the community's fire protection capabilities over time. Major improvements were made to the water system distribution lines in the early 1980s to improve flow capabilities, and fire hydrants were upgraded. During that time a crosstie connection was installed with the power plant penstock to intercept water if a major fire demand warranted. In 1987 and 1993, two new 150,000-gallon water storage tanks were installed on a topographic bench below Dewey Lake, which significantly improved water storage capacity for fire protection. In 2007, another 215,000-gallon tank (250,000 total original capacity) redwood stave tank was installed behind the new public safety building. The fire department also has two 6,000-gallon water tanks that have been placed at the fire department training site on the Dyea road to be used for firefighting purposes. With a new well and the additional storage capacity, there were no water supply emergencies during the summer of 2019.

Beginning in the 1980s Skagway initiated a significant and successful effort to install sprinklers and fire alarms in buildings in the downtown Historic District. This was to address the fire threat posed by all the old wooden frame buildings abutting one another and Skagway's near constant wind. Safeguarding the Historic District from fires is prudent community policy because the area is an historic and economic resource that is a major attraction and economic mainstay of town. The installation of sprinklers in commercial buildings in the historic district and installation of fire alarms in all commercial buildings tied directly to dispatch has improved fire protection in Skagway. This is reflected both in lower ISO ratings and in the assessments of firefighting personnel.

These and other fire prevention and protection measures are reflected in Skagway's fire protection insurance rating issued by the Insurance Services Office (ISO). This rating determines the insurance rates for residential and commercial buildings. ISO ratings are based on the availability and training of personnel, availability and capability of water service, storage, and firefighting equipment. Skagway's ISO rating improved from a class 7 in 1960 to a class 5 in 2009 to the current rating of a 4 for those buildings serviced by hydrants. The ISO rating for Skagway's outlying areas that are not served by hydrants is 9 (Dyea Road between the Klondike Highway, Long Bay and Dyea). The rating of 9 could be reduced for the Klondike Highway area when water and hydrants are extended, and the rating for Dyea could be reduced if a fire substation is built. See "Areas of Skagway of Higher Risk" section below for more details.

### *Areas of Skagway at Higher Risk*

The fire department recommends extending the water main beyond the Skagway River toward Liarsville. This is needed to address the risk to and exposure of the community north of the 23rd Avenue Bridge. A



100,000-gallon water tank, water mains, and a hydrant system should be installed in this area to address future residential, commercial, and industrial development. These needs will become more critical as this is a key growth area.

Also, the homes and structures beyond the paved section of the Dyea Road are at risk for significant fire damage due to the distance from the fire station, particularly in the winter when Dyea Road conditions are poor. The Municipality should eventually build a fire substation in the Dyea area with a pumper and a tanker to meet the increased needs for fire protection there. This would improve the life safety services and reduce the ISO rating resulting in lower insurance premiums to the residents and businesses.

Other fire suppression concerns are a major fire at the Petro Marine Services bulk fuel plant, which could exceed the borough's fuel-fire foam retardant supply. Of note, given concerns emerging in other places in Alaska, Skagway does not have a polyfluoroalkyl substances (PFAS) issue.

Other waterfront fire concerns include visiting cruise ships, ore ships, tugs and barges, ferries and fuel barges. However, most new cruise ships and ore ships are now sprinklered so fires likely do not pose the concern that they did a few years ago. And although it is a long distance from the last hydrant to the most distant cruise ship when two are tied up at the Railroad Dock, the new fire engines the department owns have the ability to draft a much larger quantity of water from the ocean in order to supplement the municipal water supply for firefighting. With the addition of the Public Safety Boat and its firefighting capabilities, Skagway is well prepared to respond to these types of waterfront and maritime emergencies. Finally, there are often two tugs in port that can assist with enough horsepower to pull a cruise or ore ship away from the dock if needed. In the event local fire fighters were asked to assist fighting a cruise ship fire, the policy is to not board until the ship's captain requests assistance. Then, Skagway's fire fighter's role is strictly as support since they are not well acquainted with the ship's layout.

Another risk in the area is the preponderance of Lodgepole Pine in the Lower Dewey Lakes-Sturgills area and the Dyea area. This species is dependent on fire to reproduce and burns fast and hard if it does ignite. There was a fire in the Sturgills Creek area in the mid-1990s that took almost two days to extinguish. Wildland-Urban Interface fires are a growing concern.

### ***Equipment***

The Municipality of Skagway's current major fire-fighting and emergency response equipment includes:

1. **PUMPER** - Engine 23 – Pierce Dash 2002 – 2000 GPM Pump – 1000 Gallon Tank (replacement needed soon)
2. **PUMPER** - Engine 4 - Pierce Saber 2008 – 1500 GPM Pump – 1500 Gallon Tank
3. **TENDER** - Engine 20 – General Motors 1991 – 750 GPM Pump – 1800 Gallon Tank (Reserve)
4. **AMBULANCE** - Ambulance 22 – Amtech Freightliner FL70 1996 – Four Wheel Drive (Reserve)
5. **FORESTRY** - Brush 26 – Precision Ford F-550 2002 – Four Wheel Drive – Skid load 500 GPM Pump – 150 Gallon Tank with Foam capability
6. **UTILITY** - Utility 24 – Ford F-350 Super Duty 1993 – Four Wheel Drive - Crew Cab (due for replacement)
7. **COMMAND/RESPONSE** - Command 1 – Chevrolet Tahoe 2006 – Four Wheel Drive
8. **TRAINING** - Burn Trailer – 42' Trailerman Trailer 2004 – Controlled Burn Training Trailer

9. **TRAINING** - SCBA Confidence Trailer – 45’ Haulmark Trailer 2003 – SCBA Confidence Course with Video Taping Capability
10. **MASS CASUALTY/MOBILE COMMAND/SUPPORT** - Mass Casualty Trailer – 30’ Interstate Trailer 1999 – Stocked with Medical and Support Supplies for a Mass Casualty Incident
11. **PUBLIC SAFETY RESCUE BOAT** - SERV-U – Munson 32’ Pack Cat 2006 – 2 Honda 225 HP Outboards – Landing craft bow door – Enclosed 12’ x 10’ Crew Cabin – with trailer
12. **MASS CASUALTY/MOBILE COMMAND** - MMRS Trailer – 24’ Gatekeeper Trailer 2007 – Equipped with 18’ Double Wall Mobile Tent, 25kVA Generator, Electrical Distribution Center, 3 Ton HVAC System, etc.
13. **VESSEL** - Public Safety Boat, 32 ft pac-cat built by Munsun Marine
14. **AMBULANCE** - Medic 30 – 2012 Northstar
15. **WATER TENDER** – Water Tender 31 – 2017 Pierce, 3000 gallon tender
16. **AMBULANCE** - Medic 32 – 2017 Northstar

Equipment upgrade or replacements currently needed include a Type 3 urban interface engine, a Type 1 engine replacement, and a 95-foot aerial ladder truck.

Ladder trucks assist in fighting fires in taller buildings and structures. The Fire Department has one engine that has a 35’ ladder; this ladder stands 35’ straight up and down. When it is deployed to a safe and proper angle for climbing, it is only effective to 24’-27’ or to the roofline of a 2-story building<sup>10</sup>. Given that Skagway’s building code allows 3-story structures, and the fact that multiple buildings include a 4<sup>th</sup> occupiable floor (above ground), a taller ladder is critically needed for effective fire-fighting capability.

The building permit process should include a review and sign-off by the Fire Department prior to final sign-off by the municipal permitting official; this is common in other fire jurisdictions (i.e. Fire Department Plan Review).

There is no public safety equipment replacement fund in Skagway. One is needed, with regular additions of incremental funding, to provide for future public safety equipment purchases and thus prevent “crisis” funding needs. The fire department will continue to seek grants to subsidize municipal purchase of major equipment and apparatus.

### ***Calls for Service***

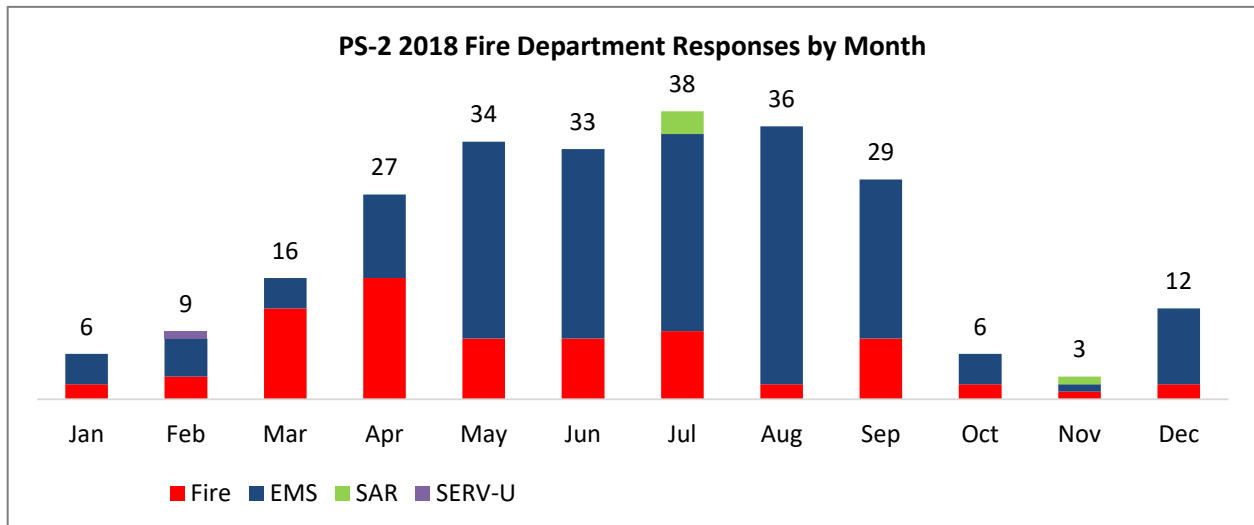
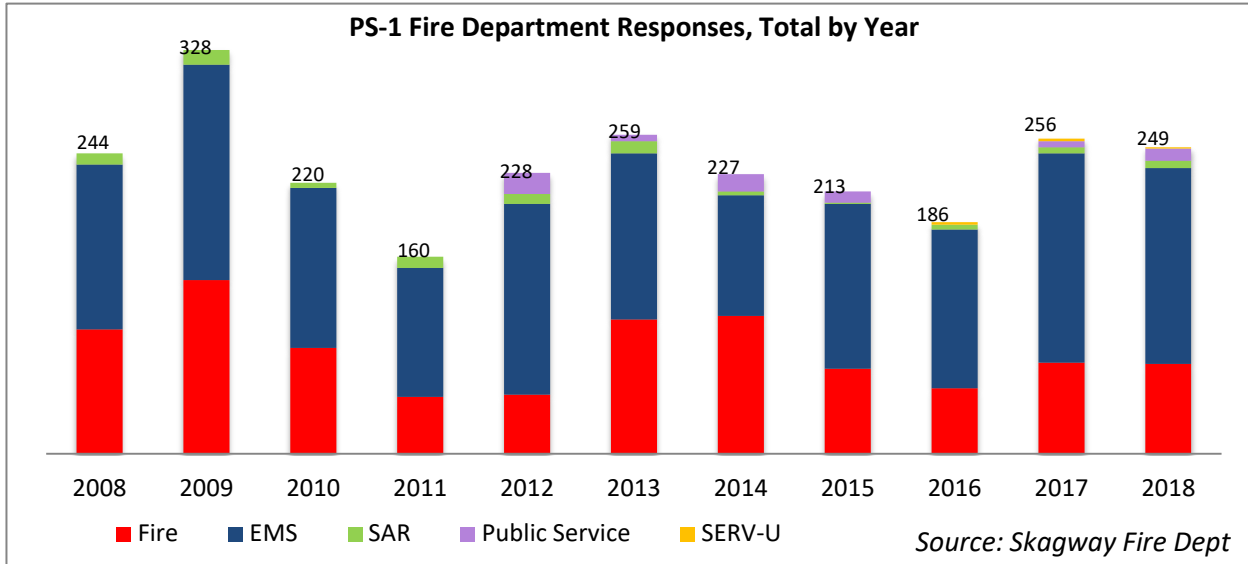
Over the last decade, annual calls for fire department services are up some years and lower others; the average annual number of calls for service since 2000 are about 240. There are typically more calls for EMS services than fire response. In 2018 (Figure PS-2) the calls for fire response were highest in the spring months.

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<sup>10</sup> Per National Fire Protection Association (NFPA) standards, if you are to ladder a fire building, the rungs of the ladder should extend a minimum of 3-5 rungs above the roofline and a second ladder will be deployed on the opposite side of the structure for safety and egress.

## Staffing and Budget

The Municipality of Skagway has a fulltime career fire chief. In addition, there are four other fulltime employees (up from two in 2008), including a combined Emergency Medical Services (EMS) and administrator; a training coordinator and fire inspector; and lead and assistant maintenance providers.



In terms of volunteers, while numbers vary over time, those living in town nine months or more a year now include six trained volunteer fire fighters and 15 trained in emergency medical response to at least the technician level. In the winter when many residents travel, there can be as few as five fire fighters and ten EMS technicians in town. All employees are trained to provide medical care and perform firefighting duties.

The Skagway Volunteer Fire Department needs more trained and available personnel. Like many of the nation's firefighting forces, Skagway is challenged by a decreasing number of volunteers. This is a constant and pressing concern. During the summer, the department's volunteer membership increases

by approximately 20-50%, but even with this boost there are still times without an adequate number of volunteers to respond to calls due to conflicts with work schedules.

Department professionalism and volunteer capabilities would be served by increased funding to support continuing professional training.

Required State Training hours are difficult to meet with volunteers. Demands are increasing to train department volunteers to the FireFighter-I level, EMT-I, II, III level, Haz-Mat Technician level, Red Card wildland and various levels of rescue work.

Retaining members is a chronic problem in the department; fire department officers and volunteers have full-time jobs and families, making it hard to spend the time that is needed. These personal demands sometimes compel volunteers to resign, and attrition rates are highest after five years. Since it takes three years to sufficiently train a firefighter, this attrition of experienced members hurts the effectiveness of the force. It might help if, in recognition of the fact that Skagway depends on a volunteer fire fighting force, more employers compensated their employees that have to leave to provide an emergency response.

The department recommends that all staff have “responder” added to their job title. This was removed from the EMS position in the past and should be reinstated for all staff that currently operate in that capacity to meet the Municipality’s needs.

The department recommends that the current four full-time staff members be increased to six. This level of staffing is needed to meet the increased volume of duties and mandates placed on the department by state and federal agencies. There is a sense that the department and its volunteers are stretched thin to meet current needs. Volunteerism has diminished considerably over the last decade and the workload and demands have significantly increased.

During plan development there were suggestions that, for the safety of the community, the Fire Department should hire or train a Paramedic. However, Skagway does not have enough medical calls to keep a Paramedic’s certification current. There is discussion of the possibility that the State of Alaska EMS authority will reorganize the EMT program, eliminating EMT IIs and IIIs, forcing any jurisdiction that wants to employ advanced care above an EMT I to go to a Paramedic level, whether certified by the State of Alaska or a National Registry certification. The Fire Department has recognized this possible trend and the benefits to having Paramedic level of care for Skagway. However, a challenge will be having to send Paramedics to a larger city like Juneau, Anchorage, or Fairbanks to ride-a-long to obtain the required patient contacts necessary to maintain their annual Paramedic certificates. That would bring significant additional costs in order to cover Paramedic travel, housing, and continuing education.

The fire department’s fiscal year 2020 budget is about \$1,354,000.



## 12.2 Police Department

### GOAL

Promote the safety of all residents and visitors in the community of Skagway by providing law enforcement and public safety services.

### Current Status, Issues to Address

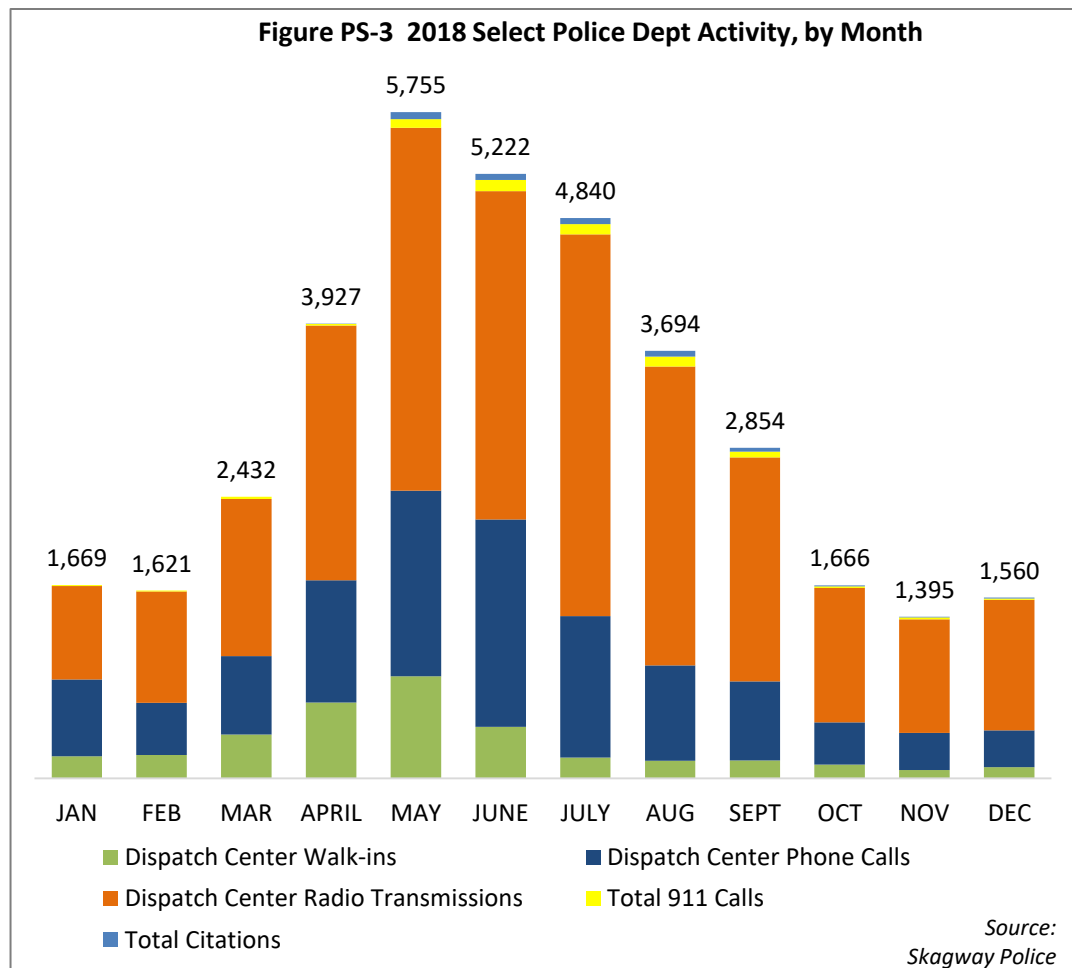
#### Services

Law enforcement in Skagway is provided by the Municipality of Skagway Police Department, U.S. Customs, U.S. Immigration, National Park Service, and a State District Court Magistrate, First Judicial District. Local police protection is provided by the Skagway Police Department.

The Skagway Police Department coordinates with the State of Alaska for enforcement of State law. Felony and misdemeanor arraignments and preliminary hearings are under the jurisdiction of the State Magistrate.

Violators are held in the police department's holding cells until their arraignment, after which prisoners are transported to either Haines or Juneau, due to contractual relationship those communities have with the State.

Dispatch coverage for the Skagway Police and Fire Department is 24 hours, seven days a week,



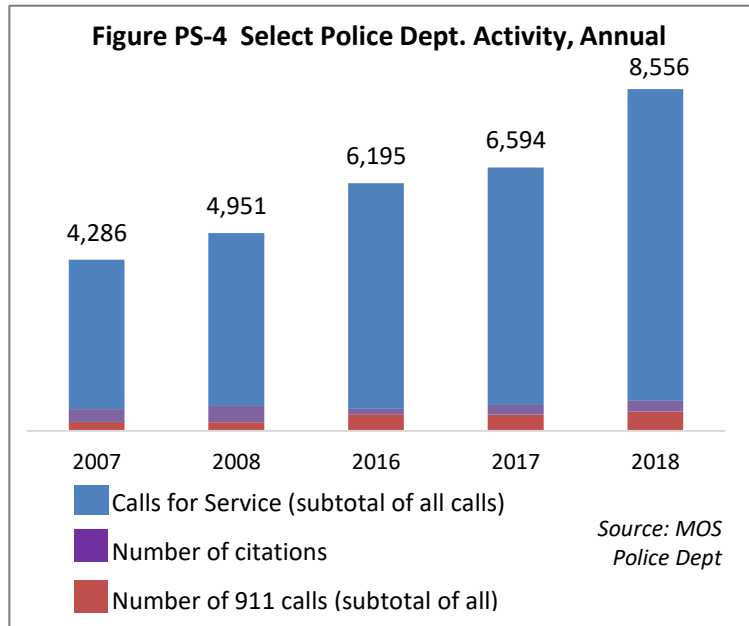
which is a goal achieved over the last ten years.

**Equipment**

The Skagway police force has four quality patrol vehicles for the police chief and police officers. The cars are well-maintained and meet the needs of their intended use. Continuation of the current program of upgrading the oldest police car every two years is recommended.

**Calls for Service**

The demand for police service in Skagway doubles in the summer months, as shown on Figure PS-3. The total number of citations, 911 calls, and action at the Dispatch Center in May-Sept of 2018 was just over 22,000 while for the remainder of the year it was 14,200. Similarly, the number of arrests during May-Sept in 2018 was nine compared to a total of four during the remaining months that year.



Figures PS-4 shows trends over the last decade in police department calls for service, citations issued, and 911 calls. Compared to a decade ago, the volume of work is increasing. However, caution is needed when reviewing PS-4; the Police Department deployed a new automated system in 2018 to track calls for service, which eliminated human error and likely resulted in the increased number in 2018 compared to 2017.

Figure PS-5 shows types of crimes in Skagway, as reported by the department to the state’s Uniform Crime Reporting system. While theft of personal property (larceny) is a concern as it is in many towns, the lack of serious crime shows why Skagway residents are justified in their feeling of personal safety.

YEAR	MURDER	RAPE	ROBBERY	ASSAULT	BURGLARY	LARCENY-THEFT	MOTOR VEHICLE THEFT	ARSON
2007	0	0	0	1	1	16	2	0
2008	0	1	0	6	5	53	0	0
2009	0	0	0	1	8	16	0	0
2010	0	0	0	3	5	21	1	0
2011	0	0	0	3	4	13	3	0
2012	0	0	0	3	0	19	0	0
2013	0	0	0	4	1	13	1	0
2014	0	0	0	3	2	16	0	0
2015	0	0	0	0	3	17	0	0
2016	0	0	0	4	1	9	0	0
2017	0	0	0	4	2	13	1	0

Source: Crime in Alaska, Uniform Crime Reporting, Alaska Department of Public Safety

### ***More Enforcement Desired***

During plan development there were a number of comments that the Police Department does not effectively enforce some laws of concern to the community such as speeding, illegal parking, running stop signs, and abuse of drugs.

Like other places around the US and Alaska, opioid and related drug abuse is growing. The Police Department should continue to work with Skagway's Opioid Taskforce, Health Clinic, and the Skagway School to develop comprehensive strategies to address drug abuse in town. The Assembly, Police Department, Permitting Official, and other municipal staff should work together to identify the community's top public safety priorities and consistently enforce them.

### ***Staffing and Budget***

The Police Department workforce includes a fulltime Police Chief, three officers, and seven civilian employees: a Community Service Officer for ordinance and parking enforcement; four dispatch positions; and one staff to fill Department of Motor Vehicle requests.

Employing four fulltime officers is considered full staffing, so the department is currently one position short. The Chief of Police recommends a long-term target of five fulltime officers. There is concern that if appropriate staff coverage is not achieved, morale of current staff will decrease, and turnover will increase due to overworking. Reviews of municipal wages should continue every two years to ensure that high-quality officers will apply to work for the department and extend their tenure in the community. Signing bonuses and other benefits could be considered to make Skagway more competitive with other locations in Alaska (some locations provide housing for officers or as much as \$20,000 in signing bonuses).

There is a relationship between the ability of the Police Department to effectively enforce public safety priorities, appropriate levels of staffing and funding, and public support for increasing staffing. One way to address this is to integrate the capacity needed to address and enforce the community's top public safety concerns when conducting assessments to determine the appropriate level of staffing for the department.

To address seasonal summer demands, Skagway used to hire additional summer-only officers. However, Alaska State policy has made it more difficult to hire part-time officers or to recruit volunteers to a pool of Commissioned Reserve Officers (e.g. the State of Alaska no longer assists Skagway with Police Academy fees of \$15,000/person). The Police Department currently has one Commissioned Reserve Officer who also works for the Fire Department.

The Community Service Officer's responsibilities include ordinance and code enforcement along with parking enforcement. The Police Chief recommends a review of staffing alignment for this position; there may be efficiencies to be gained between the Community Service Officer and Municipal Permitting Official positions. However, this would also likely require hiring a second Community Service Officer for all or part of the year.

The police department is committed to providing a strong, ongoing training program. Training accomplishes four goals: increased knowledge of the job, maximizing job performance, prolonging tenure and reducing turnover, and decreasing liability.

The police department's fiscal year 2020 budget is about \$1,257,000.

## 12.3 Challenges & Opportunities for the Future

- Identify regulation/policy priorities for higher level of enforcement (i.e., speeding by school, running through stop signs, illegal parking, drug abuse, etc.).
- The fire department needs more trained and available personnel.
- Number of fire department volunteers is down over the last decade while workload demands have increased; review strategies and business collaboration for increasing volunteerism.
- The police department struggles to maintain full staffing of officers.
- Review compensation packages and benefits periodically to maintain and attract officers. Ability to offer housing would assist with attracting and retaining emergency response personnel.
- Realign duties of the Community Service Officer to work more closely with the Permitting Official.
- Select equipment purchases needed now; provide predictability by establishing an equipment replacement program and funding mechanism.
- Improve fire-fighting capacity along Klondike Highway and Dyea Road.
- Wildland-Urban Interface fires are a growing concern.
- Calls for all emergency services and arrests continue to increase dramatically in the summer compared to the winter. Yet, MOS is no longer hiring seasonal police.
- Identify use for former Fire Hall.

## 12.4 Public Safety Goals, Objectives, and Actions

### GOALS

**Promote the safety of all residents and visitors by providing fire protection and prevention and emergency rescue services.**

**Promote the safety of all residents and visitors in the community of Skagway by providing law enforcement and public safety services.**



#### 4 Objectives

1. Identify the community's top public safety priorities and enforce them.
2. Ensure fire and police protection and emergency medical services can meet the local demands for service.
3. Extend water and wastewater systems across the 23rd Avenue Bridge to enhance fire protection capabilities, provide for higher density development, remove septic systems so close to drinking water aquifer and thus protect the drinking water wellhead area. Size the system to support development in area north of bridge over next 30 years.
4. Maintain a highly motivated and professional staff.

#### Objectives and Actions

##### Table Key

**Time:** S Short-term (0-2 years), M Mid-term (3-5 years), L Long-term (5-10 years), O Ongoing

**Funds Needed:** L Low (\$0-99,999), M Mid (\$100,000-\$999,999), H High (\$1,000,000+), U Unknown

Objectives, and Actions		Time	Resp	Funds
<b>PS 1 Identify the community's top public safety priorities and enforce them</b>				
PS 1A	Assembly, Police Department, Permitting Official, and other municipal staff work together to identify the community's top public safety priorities for enforcement. <i>Cross reference with T9</i> <ul style="list-style-type: none"> <li>• Identify any equipment needs (e.g. movable speed bumps, flashing speed signs, tire boots, etc.).</li> <li>• Set milestones to assess progress in improved enforcement.</li> </ul>	S	MOS, PD	L
<b>PS 2 Ensure fire and police protection and emergency medical services can meet the local demands for service.</b>				
PS 2A	Establish an equipment replacement list and fund to reliably maintain and upgrade public safety equipment on a predictable schedule with predictable funding.	O	MOS, FD	M
PS 2B	Purchase immediate fire department needs, including: a Type 3 urban-wildland interface engine; a Type 1 engine replacement; and an aerial ladder truck.	S	MOS, FD	M-H
PS 2C	Continue program to upgrade the oldest police car every two years.	O	MOS, PD	M
PS 2D	Seek grant opportunities to subsidize municipal funds to help purchase equipment.	O	MOS, PD, FD	L
PS 2E	Develop, adopt, and enforce burn ordinances that control outdoor burning, require burn permits and restricts open campfires during identified weather periods (wind, dry etc.). <i>Cross reference with L 2F</i>	S	MOS, FD	L
<b>PS 3 Extend water and wastewater systems across the 23<sup>rd</sup> Avenue Bridge to enhance fire protection capabilities, provide for higher density development, remove septic systems so close to drinking water aquifer and thus protect the drinking water wellhead area. Size the system to</b>				

Objectives, and Actions		Time	Resp	Funds
<b>support development in area north of bridge over next 30 years.</b> <i>Cross reference with U 5 and L 3A</i>				
PS 3A	Complete Phase I extension of water and water storage system (along with wastewater) across the 23rd Avenue Bridge along Klondike Highway to State DOT by 2023 and complete Phase II extension from State DOT Shop to end of Liarsville in the future.	S-M	MOS	H
PS 3B	Install a water storage tank on Dyea Road above the airport and provide gravity feed water to homes in area to enhance fire protection capabilities to this part of Skagway, provide for higher density development. <i>Cross reference with U 5B</i>	M	MOS	M-H
PS 3C	Construct a fire substation in the Dyea area to improve life safety services.	M-L	MOS, FD	M-H
<b>PS 4 Maintain a highly motivated and professional staff</b>				
PS 4A	Provide adequate staff training. <ul style="list-style-type: none"> <li>Assess training and staff development needs.</li> <li>Support participation in continuing education activities.</li> <li>Create, review, and amend fire and police department policies and procedures on an ongoing basis and provide clear guidelines for staff performance and behavior.</li> </ul>	O	MOS, PD, FD	L
PS 4B	Create and execute a plan for attracting additional volunteer firefighters. <ul style="list-style-type: none"> <li>Encourage businesses to encourage seasonal staff to volunteer as firefighters.</li> <li>Publish a Welcome Packet in the Spring that includes firefighter recruitment information. Also include key public safety guidance.</li> </ul>	S	MOS, FD	L
PS 4C	Assuming demand for service stays the same or grows, increase non-Fire Chief staffing from four to six.	S-M	MOS, FD	M
PS 4D	Conduct an employee capacity assessment to determine the appropriate level of staffing for the Police Department, integrating into the assessment the capacity needed to address and enforce the community's top public safety concerns. Pending results of the capacity assessment: <ul style="list-style-type: none"> <li>Assuming demand for service stays the same or grows, increase non-Police Chief police officer staffing from four to five;</li> <li>Create and execute a plan for attracting and maintaining police officers, including review of benefits package and signing bonuses;</li> <li>Determine if realignment is warranted between Community Service Officer and Permitting Official duties;</li> <li>Determine if demand warrants hiring a second fulltime Community Service Officer, either year-round or seasonally.</li> </ul>	S-M	MOS, PD	L-M



## 13 PUBLIC SERVICES

### 13.1 Skagway Library

#### GOAL

**Support the educational, civic, and cultural activities of the community. Promote an enlightened citizenship and enrich personal lives.**

#### Current Status, Issues to Address

The Skagway Public Library was started by the Skagway Women's Club in 1920. By their volunteer efforts, they acquired a book collection and purchased a library building in 1927. In 1979, a beautiful new library was constructed on municipal land at 8<sup>th</sup> Avenue and State Street.

#### Services

The library provides a variety of services, including book and periodical loans, interlibrary loan program, audio/video library and video viewing, reference services, government tax and document service center, Alaska employment information resources, copying services, children and adult literacy programs, audio/visual equipment loan, and public internet access services. New services in the last ten years include an early literacy station in the Children's Room and the loaning of downloadable e-books, audio books, and streaming videos.

The library collection is diverse and library resources are well used by more and more patrons each year. In addition to the traditional lending of books and videos, the library now loans a variety of items: from a GoPro camera, projectors, and laptop computers; to musical instruments and thermal leak detectors. Other resources include:

- computers for internet access, document processing and photo editing;
- meeting room and programming space used by non-profit groups, civic committees, and informal community groups;

- services such as passport application acceptance and Alaska PFD application form distribution; and,
- online resources for language learning, and business, technology and creativity classes.

Other library materials also receive regular in-house use, particularly magazines and newspapers. The library maintains a collection of over 11,000 items valued at over \$330,000.

The library is open 45 hours per week during the winter and 67 hours per week in the summer, plus additional open time for special programs such as the weekly children’s story hour and holiday programs.

### ***Facilities & Space Constraints***

In 1990, the library was expanded to provide a room for public meetings and community and library events. In June of 2013, a major renovation and addition was completed, bringing the library’s total size to 5,100 square feet. With this project, a Conference Room and Young Adult Area were added, a new Adult Reading Area was created (including a fireplace), and the Children’s Room was enlarged. Even with these additions, the library is so popular that in the summer it is often quite crowded and it can be difficult to find quiet space to sit, read and write. Outdoor seating has been added, which alleviates some of the indoor congestion during nice weather.

### ***Staffing, Usage, and Budget***

The Skagway Library is a municipal-operated department with paid staff and active volunteers. The mayor appoints a five-member Library Board to oversee operating policies. Current paid staff include a fulltime library director and two part-time library assistants. During the summer, there is an additional part-time clerk. Volunteers help with library programs and with upkeep of the grounds. Information Technology services are provided via the Municipality’s global IT contract.

In 2019, there were more than 1,500 registered card holders borrowing more than 12,000 physical items and more than 1,200 digital items; this is 300 more registered card holders than in 2007.

Library expenditures are covered by Municipality of Skagway general funds. The library’s fiscal year 2020 budget is about \$271,000.

### ***Internet Usage***

In the past three years, wireless internet usage in the month of July (the highest-use month) increased from just over 100 gigabytes (GB) of data, to over 800 GB. Some suggest this large increase is an issue because it represents large use by visitors and crew checking in with family and sharing traveling experiences, which is not a service covered by the library’s mission; others suggest that serving the public means all members of the public, regardless of whether they are Skagway residents. This heavy internet use is also a concern in that it can slow transfer speeds. If summer guests used other mobile internet hot spots in town it could take the burden off the library, but it is difficult to find other hot spots in downtown. A way to provide free internet service for summer visitors, without overburdening library services, is needed. Alternatives are being explored by various working groups, but no clear path forward has been articulated.



## 13.2 Edward A. and Jenny Rasmuson Community Health Center—Dahl Memorial Clinic

### GOAL

Promote the health and wellness of all residents and visitors in Skagway by providing comprehensive primary, preventative, and emergency health care services.

### Current Status and Issues to Address

#### *Background Information*

The Edward A. and Jenny Rasmuson Community Health Center—Dahl Memorial Clinic (DMC) is the sole provider of primary care medical services in Skagway and has served the community for 50 years. When the City of Skagway dedicated its new clinic in 1968, they named it the Dahl Memorial Clinic in honor of their longest serving doctor: Dr. Peter Dahl, who served Skagway for 25 years and delivered more than 200 babies. After more than 40 years, the old Dahl Memorial Clinic closed its doors in March 2010, simultaneous with the opening of the new 13,000-square-foot clinic. The new clinic is named for the Rasmusons, who encouraged Wells Fargo Bank to donate land (former National Bank of Alaska) to the Municipality for the new clinic. Edward and Jenny Rasmuson settled in Skagway in the early 1900s where Edward worked as a magistrate. The construction of the current \$10 million clinic was funded by the Municipality of Skagway, the Rasmuson Foundation, Denali Commission, Skagway municipal bond sales, state grants, Wells Fargo Bank, and individual donations.

#### *Services*

The Edward A. and Jenny Rasmuson Community Health Center—Dahl Memorial Clinic (DMC) offers primary medical care, urgent care, laboratory services, a dispensary, physical therapy, ultrasound, and x-ray in the present facility. DMC also provides limited emergency

services, facilitates medical evacuation as necessary, and houses a morgue. DMC also offers limited clinic visits in the home. For those that qualify, these visits generally occur once per week and last about an hour. This would typically be a patient needing hospice services, battling cancer, or having similar needs that makes coming to the clinic very difficult.



*The old White Pass Hospital, painting by Bea Lingle, photo courtesy of Carl Mulvihill,*

Two major changes—becoming a Federally Qualified Health Center (FQHC) in 2007 and opening of the new clinic in 2010— significantly improved health services in Skagway. Becoming a FQHC was enabled by a HRSA Community Health Center 330 grant (CHC 330), plus multiple service enhancement grants, a Behavioral Health Integration grant, and Outreach and Enrollment grant. This allowed the DMC to employ more staff, offer additional services, and purchase new or upgraded clinic equipment.

In the last few years the DMC purchased a fetal monitor, dental equipment, optometry equipment, behavioral health therapy tools and resources, and physical and occupational therapy equipment. Together these improvements mean Skagway residents have local access to mental health therapy, dental hygiene, optometry, and physical therapy services. The clinic also offers many educational services free of charge.

In 2018, the DMC fully integrated Athena Health, an Electronic Health Record System (EHR), which streamlines workloads and increases providers’ quality patient care time. Also, this EHR system provides a private portal of access to every patient for paying bills, contacting providers, viewing medical records, or scheduling appointments.

The clinic’s summer hours are now 7 am to 7 pm, Monday through Friday, and 10 am to 6 pm on Saturdays. Winter hours are 8 am to 5 pm, Monday through Friday.

**Facilities and Space Constraints**

The DMC is equipped with nine general exam rooms, one pediatric room, three urgent care rooms, a behavioral health suite, and rooms for visiting providers for ultrasound, physical therapy, occupational therapy, optometry, dentistry, and public health. With the addition of new staff, new patient services, and increased visiting providers, the clinic uses every inch of space in the facility with some rooms doing double duty and several offices housing two staff members.

The lack of available space is already an issue and is only going to become a bigger challenge in the future as the clinic expands its services.

**Staffing, Usage, and Budget**

**Figure HC-1 Edward A. and Jenny Rasmuson—Dahl Memorial Clinic**

YEAR	BUDGET / REVENUE			NO. PATIENTS	NO. TOTAL ENCOUNTERS
	PATIENT-BASED REVENUE	FEDERAL HEALTH CENTER GRANT, OTHER	MOS CONTRIBUTION		
2018	\$887,423	\$1,459,374	\$709,892	1,611	4,740
2017	\$1,132,089	\$1,183,116	\$629,603	1,627	4,974
2016	\$1,175,381	\$1,300,000	\$275,860	1,551	4,953
2008	\$476,133	\$678,581	\$248,276	1,165	3,226
2007	\$515,498	n/a	\$380,000	1,011	3,504

*Source: Edward A. and Jenny Rasmuson—Dahl Memorial Clinic*

The DMC employs three fulltime mid-level providers (Nurse Practitioner or Physician Assistant), three fulltime medical assistants, a fulltime Registered Nurse, a dispensary technician, a health IT specialist, an

outreach and enrollment specialist, and a fulltime behavioral health counselor, and has an administrative staff of three. DMC's Board of Directors consists of nine regular members, two alternates, plus an Assembly liaison.

As a Federally Qualified Health Center, DMC is able to offer patients a sliding scale discount on most clinic services based on household size and gross income. DMC's fees are set biennially by the board of directors. DMC bills all private insurers, Veterans Administration, Medicare, and Medicaid and serves all patients regardless of ability to pay.

The DMC's fiscal year 2020 budget for expenses is about \$3,210,000 and is about \$2,580,000 for revenue. Recent financial trends and patient numbers are summarized on Figure HC-1.

## 13.3 Skagway Museum

### GOAL

**Enrich community life by collecting, preserving, and interpreting the cultural heritage, arts, and history of the Skagway and Taiya Valleys.**

### Current Status, Issues to Address

#### *Background Information*

The volunteer Skagway Museum and Historical Commission was established by the Skagway City Council in 1955 with a mission to preserve the records and artifacts relating to the development of Skagway and vicinity, and particularly to the Klondike Gold Rush. In 1961, community volunteers opened the museum in the historic McCabe College building on 7<sup>th</sup> Avenue and Spring Street.

#### *Services*

Over the last decade, the Skagway Museum has upgraded the care of its collections, provided access to the Municipality of Skagway's historical archives, improved facilities, and managed an increasing number of visitors.

The museum coordinates with the National Park Service (NPS) to provide visitors and residents with the best experience of Skagway's past. The museum and NPS share expertise and materials and each refers patrons to the other facility for specific information they may be seeking. The Skagway Museum's expanded mission now gives greater emphasis to the history and culture of the Skagway and Dyea /Taiya Valley communities over the past 150 years, particularly as a transportation corridor and gateway to interior Alaska and northwestern Canada, rather than just the Klondike Gold Rush era interpreted by the NPS. The museum also emphasizes the artwork of local and regional Alaska artists in its collections and exhibits.

The museum collection includes Klondike Gold Rush historical artifacts, the Alaska Native heritage collection, a contemporary art collection, photograph collections, and records and artifacts depicting life in Skagway and Dyea over the past century. The museum also has responsibility for a transportation collection including early 20<sup>th</sup> century vehicles, 19<sup>th</sup> century cedar dugout canoes, WPYR railroad rolling stock, WWII locomotive 195, and buildings reflecting World War II history.

Services offered by the Skagway Museum include collecting, preserving, interpreting and exhibiting the museum collections; traveling and temporary exhibits; educational programs in the museum and community; preservation of Skagway government's historical records and databases; a reference library and services; and visitor services, including tourism information and coordinating with community and Convention and Visitors Bureau programs.

Museum staff is taking steps to improve public access to archive information. As of 2019, over 131,000 records from the Skagway Historical Records (1897-1918) were digitized into a research database. Researchers are particularly interested in the museum photograph collections; museum staff have digitized over 9,800 images. In 2009, the Municipality of Skagway also acquired the Dedman Photo Collection and has digitized over 2,400 images that document Skagway's development and community life for the past century. The museum is developing a website with museum collection software to provide online public access to its collections and electronic photographs, documents, and artifact records.

The museum is open 55 hours a week, seven days/week from May to September, plus additional hours for special events and programs. Museum hours in October–April vary, with the museum gallery open 20 hours each week and by appointment. The museum coordinates its winter hours with the ferry schedule, the Skagway Visitors Center, and Convention and Visitors Bureau events, meetings and conferences, and community events such as Yuletide and the Buckwheat Ski Classic. The museum is publicized on the websites of the Skagway Convention and Visitors Bureau, the Skagway Chamber of Commerce, and the Municipality of Skagway.

### ***Facilities and Space Constraints***

Since 2001, following renovation of the historic McCabe College building and completion of a two-story addition, the museum exhibit gallery occupies the building's first floor, with collection storage and archives in a first-floor addition. The McCabe Building represents a major improvement in facilities to care for and showcase the collection—providing exhibit galleries, and collection and archival storage. The major challenge over the next five years will be development of a climate-controlled collection storage facility to museum standards.

The museum does not have enough climate-controlled facilities for exhibits or collection storage for the greatly expanded permanent collections. Maintaining consistent temperature and humidity levels is critical for the long-term preservation of artifacts. The museum's collection storage room in the McCabe Building is too small to adequately store the museum's permanent collections and lacks work areas for collection care and exhibit preparation. Additionally, in its current location in the McCabe Building, the museum does not have space to accommodate archive researchers making them inaccessible to the public.

In 2007, the Rasmuson Foundation, in partnership with the Municipality of Skagway and the NPS, acquired the George and Edna Rapuzzi Collection of Klondike Gold Rush and 19<sup>th</sup> and 20<sup>th</sup> century



Skagway materials. The Rasmuson Foundation also donated two historical buildings from the Rapuzzi estate, the 1899 Rapuzzi House and the World War II Commissary building on Second Avenue, to the Municipality for public use. More than 4,600 selected artifacts and archival records from the Rapuzzi collection are now part of the permanent collection of the Museum.

The museum board's discussions and planning focus on a multi-faceted approach to resolving the space needs for the museum. Proposed renovations of the Rapuzzi House (2<sup>nd</sup> Ave. and Main St.) and the WWII Commissary building (2<sup>nd</sup> Ave. near Broadway) provide a unique opportunity for the museum to acquire needed space for collection care and conservation; provide public access to exhibits and community education programs; and expand the museum experience for independent visitors, researchers and local residents. Specifically, the use of the Commissary building for exhibits and programs featuring life in Skagway, 1930s-1960s; and the use of the Rapuzzi House for a history resource center and arts education center, encouraging community use of the buildings throughout the year.

The Skagway Museum's vision for 2030 includes providing individual and diverse experiences for an increasing number of visitors at the Museum, located adjacent to the Pullen Creek Streamwalk and Municipal Loop, which will provide a better connected and advertised walking trail and green space system encircling the historic district; and at the Museum history and arts education centers in both the Commissary and the Rapuzzi House on 2<sup>nd</sup> Avenue—adjacent to the historic district. Together these three facilities will provide local residents, children, and visitors convenient access just off of Broadway and also within easy walking distance of the historic district.

### ***Staffing, Usage, and Budget***

The Skagway Museum is a department of the Municipality of Skagway with paid staff and volunteers. The mayor appoints a five-member Museum Board, which oversees operating policies. Current paid staff includes a fulltime museum director and four seasonal, part-time museum assistants (May through October). Volunteers help in the summer with visitors and in the winter with school programs and community events.

Training is a priority in the care and handling of the collections by staff and volunteers. Due to the seasonal turn-over in staff and the lack of staff in the winter, it difficult to train staff for museum collection, archival, exhibition or educational projects, and to maintain continuity in the projects. Volunteers are a valuable resource, but it is difficult to find volunteers who are free to work in the summer. In winter, a consistently funded program for training staff and volunteers in collections care is required.

In 2017 and 2018, Museum attendance from May to October averaged 25,000 visitors, including 1,000 children. In 2019, non-tour visitors increased from 15% to 91% of total admissions (tour groups equal 9%). Due to the number of summer visitors, at least two staff members must be in the facility at all times.

The museum is approached frequently by local residents, visitors, film companies, and others for information from the Municipality's historical records and the museum archives. The number of information requests averages over 300 requests annually.

Museum operating expenses are covered by Municipality of Skagway general funds. The museum budget for fiscal year 2019 was about \$308,000. These expenses are offset by museum revenues of

about \$66,000 (deposited to the borough general fund). The museum collection's care, restoration, and exhibits are funded with municipal sales tax receipts and capital project funds. The museum's budget for expenses for fiscal year 2020 is about \$313,000, with about \$42,000 forecasted for revenue.

## 13.4 Challenges & Opportunities for the Future

### Library

- Use of the library increases dramatically during the summer months.
- Increasing heavy demand for free public Wi-Fi and data usage. For example, in last 3 years, Wi-Fi internet use in July increased from just over 100 GB of data, to over 800 GB.
- It is difficult to find volunteers in the busy summer months.
- Library is crowded in the summer and it can be difficult to find quiet space to sit, read, and write.
- Renovation and addition provided more space in children's room but did not address the sound that carries to the rest of the building.
- In addition to all the varied services and resources provided by the library, it is still expected to maintain a traditional quiet atmosphere.
- Library staff needs advanced training in order to maintain a professional facility. Training in computers and technological resources is a priority.

### Dahl Memorial Clinic

- The clinic uses every inch of space in the current facility, more space is needed.
- Demand for service exceeds ability to provide it in summer.
- It is difficult to provide adequate in-home visitation services in the summer.
- Skagway relies on visiting practitioners for many services.
- Update clinic strategic plan. Determine if a physician is needed, given breadth of services the Clinic's mid-level providers can do. A behavioral health provider, OB/GYN and pre-natal services needed.
- Ability to offer housing would assist in attracting and retaining health providers, including seasonal providers.
- The increased number of seniors expected over the next decade (see Figure D-2 and D-3 in the plan chapter "Changes That Are Shaping the Future") will bring increased demand for a variety of in-clinic and at-home health care services.

### Skagway Museum

- The McCabe Building is a major facility improvement and allows better care for and showcasing museum collections—providing exhibit galleries, and collection and archival storage.
- A major challenge over the next five years will be development of a climate-controlled collection storage facility to museum standards.

- Proposed renovation of the Rapuzzi House (2nd Avenue and Main Street) and the WWII Commissary building (2nd Avenue near Broadway) provides a unique opportunity for the museum to acquire needed space for collection care and conservation; provide public access to exhibits and community education programs, and expand the museum experience for independent visitors, researchers, and local residents.

## 13.5 Public Services Goals, Objectives, and Actions

### GOALS

**Library: Support the educational, civic, and cultural activities of the community. Promote an enlightened citizenship and enrich personal lives.**

**Health: Promote the health and wellness of all residents and visitors in Skagway by providing comprehensive primary, preventative, and emergency health care services.**

**Museum: Enrich community life by collecting, preserving, and interpreting the cultural heritage, arts, and history of the Skagway and Taiya Valleys**

#### 2 Library Objectives

1. Continue to improve library services.
2. Continue to improve library facilities.

#### 3 Health Clinic Objectives

1. Support health care service delivery and opportunities that allow all Skagway community members including seniors, and families, to comfortably live in Skagway year-round.
2. Continue to improve use of clinic facilities.
3. Maintain a highly motivated and professional staff and ensure excellent customer service.

#### 2 Museum Objectives

1. Acquire needed space for collection care and conservation and expand the museum experience for independent visitors, researchers and local residents.
2. Continue to improve museum services.

## Objectives and Actions

### Table Key

**Time:** *S* Short-term (0-2 years), *M* Mid-term (3-5 years), *L* Long-term (5-10 years), *O* Ongoing

**Funds Needed:** *L* Low (\$0-99,999), *M* Mid (\$100,000-\$999,999), *H* High (\$1,000,000+), *U* Unknown

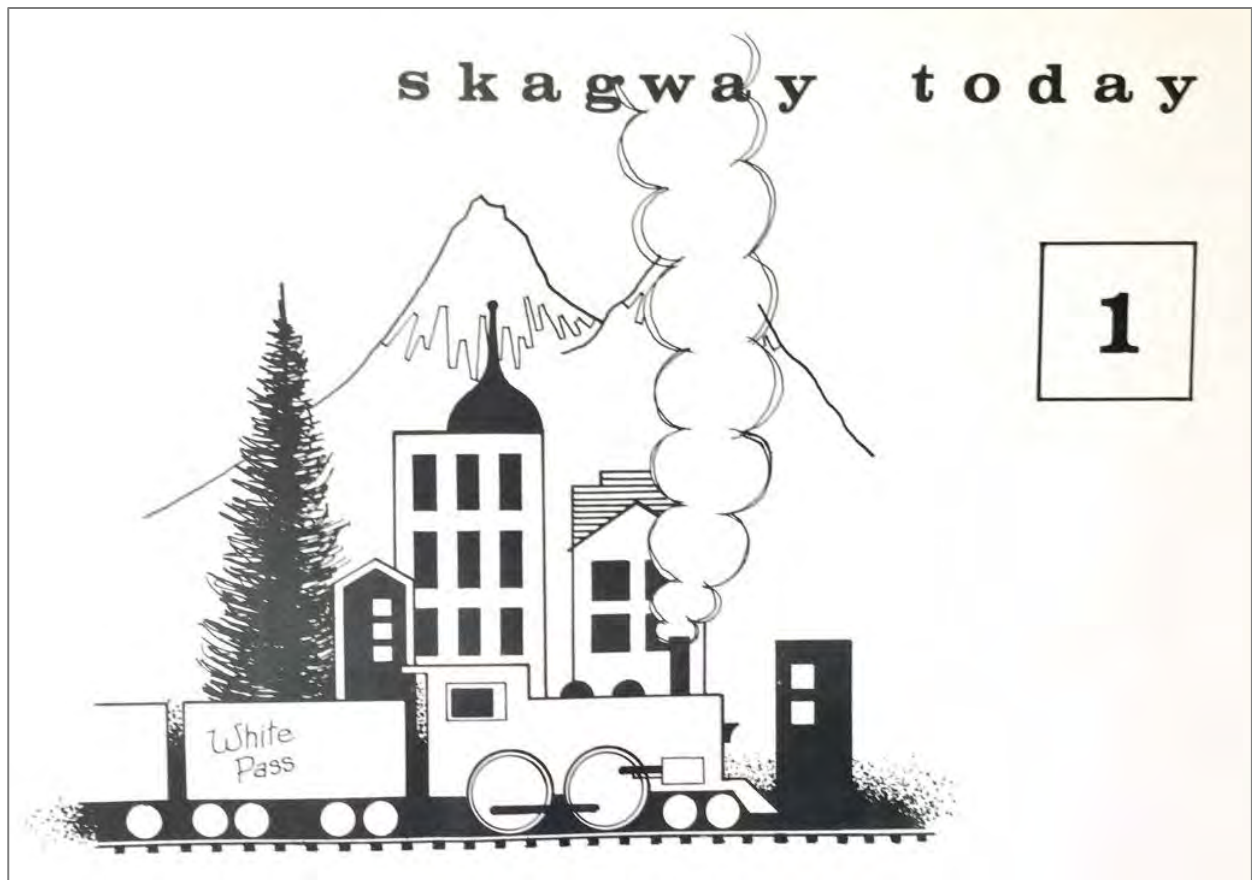
Objectives and Actions		Time	Resp	Funds
<b>Library (LIB) L 1 Continue to improve library services</b>				
LIB 1A	Conduct usage and satisfaction user surveys to identify areas for improvement.	O	Library	L
LIB 1B	Assess the sustainability of internet usage trends and identify solutions. <ul style="list-style-type: none"> <li>Work with Alaska Power and Telephone Company and MOS Convention and Visitors Bureau to explore solutions for alternative access points to the internet for visitors/crew.</li> <li>Explore technical solutions for the large amount of data use (e.g. throttling, cutting service, or charging for large downloads or streams).</li> </ul>	S	Library, CVB, APT	L
LIB 1C	Continue to offer the latest in technology.	O	Library	L-M
LIB 1D	Use library science best practices for maintaining and expanding the collection.	O	Library	L
LIB 1E	Maintain a highly motivated and professional staff and ensure excellent customer service. <ul style="list-style-type: none"> <li>Assess training and staff development needs.</li> <li>Support (funding as available) participation in continuing education activities.</li> <li>Create, review, and amend library policies and procedures on an ongoing basis and provide clear guidelines for staff behavior.</li> </ul>	O	Library	L-M
LIB 1F	Partner with the Skagway School to ensure the library meets the curriculum needs of Skagway students.	O	Library, School	L
LIB 1G	Explore creation of a Friends of the Library group to encourage more consistent volunteerism.	S	Library	L
LIB 1H	Plan, schedule, and organize celebration of the library's 100th Anniversary in 2020.	S	Library	L
<b>LIB 2 Continue to improve library facilities</b>				
LIB 2A	Continue to provide a safe environment for patrons and staff.	O	Library	L
LIB 2B	Explore options for maintaining a traditional quiet atmosphere. <ul style="list-style-type: none"> <li>Assess options for reducing or dampening sounds from children's room.</li> <li>Explore offering library internet access at an alternative site to disperse crowds.</li> <li>Assess options for altering the layout of furniture and other interior design elements to create more quiet</li> </ul>	S-M	Library	L-M



Objectives and Actions		Time	Resp	Funds
	spaces to sit, read, and write.			
<b>Health Care (HC) 1 Support health care service delivery and opportunities that allow all Skagway community members including seniors, and families, to comfortably live in Skagway year-round</b>				
HC 1A	Conduct service usage and satisfaction client surveys to identify priorities for year-round residents and areas for improvement and develop strategies to address.	O	DMC	L-H
<b>HC 2 Maintain a highly motivated and professional staff and ensure excellent customer service</b>				
HC 2A	Provide adequate staffing. <ul style="list-style-type: none"> <li>Assess training and staff development needs.</li> <li>Support participation in continuing education activities.</li> <li>Create, review, and amend health clinic policies and procedures on an ongoing basis and provide clear guidelines for staff behavior.</li> <li>Plan for continuing significant increase in senior population and attendant in-clinic and in-home health care needs.</li> </ul>	O	DMC	L-M
HC 2B	Assess the need for and explore options for hiring and retaining a physician.	S-M	DMC	L-M
HC 2C	Create a recruitment, succession, and retention plan for providers including medical providers, behavioral health provider, occupational therapist, physical therapist, and ultrasound technician.	S	DMC	L-M
HC 2D	Bring physical therapist on as a full-time benefited employee.	S-M	DMC	M
<b>HC 3 Continue to improve use of clinic facilities</b>				
HC 3A	Continue to provide a safe environment for clients and staff.	O	DMC	L
HC 3B	Explore options to create more usable space for visiting providers, health center staff, and clinic events.	S	DMC	L-M
<b>Museum (M) 1 Acquire needed space for collection care and conservation and expand the museum experience for independent visitors, researchers and local residents</b>				
M 1A	Create a secured climate-controlled storage area or building for municipal archives and records and Skagway Museum records and artifacts with work areas for collection care and exhibit preparation.	S	Museum	M
M 1B	Renovate the Rapuzzi House (2 <sup>nd</sup> Ave. and Main St.) for a history resource center and arts education center.	S	Museum	M
M 1C	Renovate the WWII Commissary Building (2 <sup>nd</sup> Ave. near Broadway) for exhibits and programs featuring life in Skagway, 1930s-1960s.	S	Museum	M
<b>M 2 Continue to improve museum services</b>				
M 2A	Provide public access to quality Skagway Museum exhibits and programs of interest to Skagway residents and visitors.	O	Museum	L
M 2B	Develop and provide museum and archive services that enhance educational opportunities and experiences for Skagway's children and adults, researchers and visitors.	O	Museum	L-M
M 2C	Continue to integrate the Skagway Museum into community	O	Museum	L

Objectives and Actions		Time	Resp	Funds
	economic development efforts to enhance both on and off-season tourism in Skagway.			
M 2D	Develop a web site with museum collection software to provide online public access to the museum collections.	S	Museum	L
M 2E	Maintain a highly motivated and professional staff and ensure excellent customer service. <ul style="list-style-type: none"> <li>Assess training and staff development needs.</li> <li>Support (funding as available) participation in continuing education activities.</li> <li>Create, review, and amend library policies and procedures on an ongoing basis and provide clear guidelines for staff behavior.</li> </ul>	O	Museum	L-M

*Drawing from the 1964 Skagway Comprehensive Plan*



## Appendix 1 – Community Opinions

# Skagway 2030 Comprehensive Plan

## Community Opinions

(Polling, Surveys, Ranking Actions)

### CONTENTS

Introduction and Public Outreach Summary

What Makes Me Proud to Live in Skagway

Project + Improvement Priorities

Skagway's Cruise Ship Capacity

Rating My Quality of Life

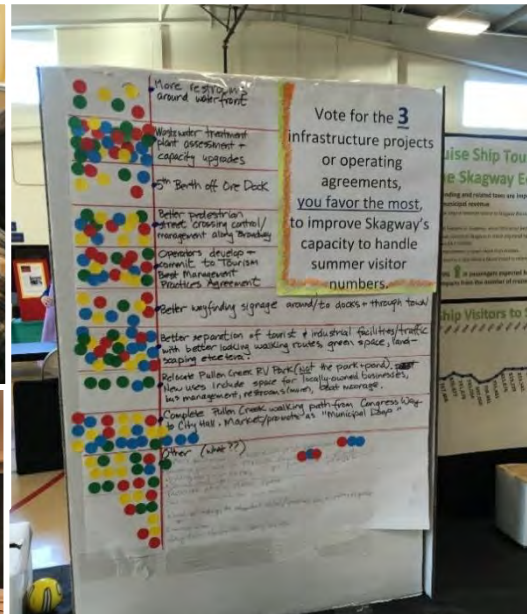
Three Things Important to my Quality of Life

20-Year Vision

Detailed Responses

What Makes You Proud To Live In Skagway?

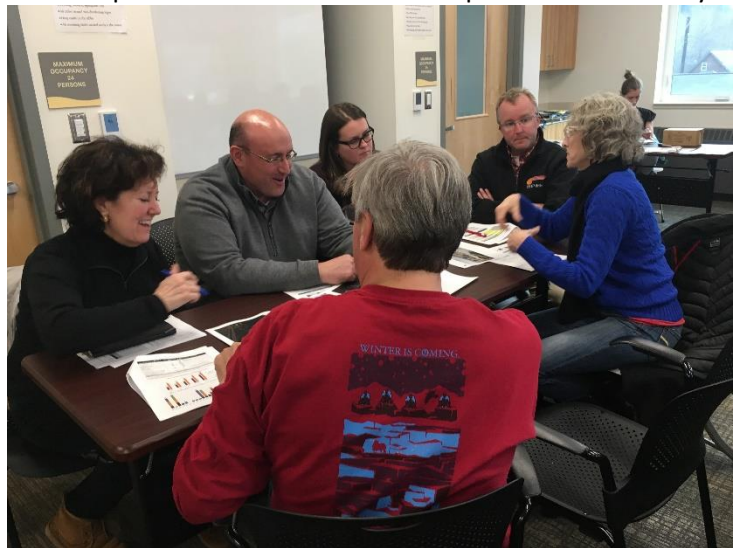
Three Things Important to My Quality of Life



## Introduction and Public Outreach Summary (to date)

There has not been a community-wide opinion survey yet as part of the Skagway 2030 Comprehensive Plan. This will occur in early fall 2019, as we kick-start the post-summer effort to complete the plan. However, there have been several efforts to hear resident's opinions, including:

- Well attended Planning & Zoning Commission work sessions generally occur the 4<sup>th</sup> Thursday of every month, 30-35 residents have been at each to participate in wide-ranging discussions. Download meeting summaries for each from the project website: <https://www.skagway.org/2030>
- In order to “jump-start” issue identification and the Skagway 2030 Comprehensive Plan process, a short online survey was distributed to 99 local government officials in February 2019 who were either elected (Assembly, Skagway Traditional Council), appointed (planning commission, other boards and committees), or were municipal department heads. A total of 48 responses were received. This report calls this survey the “February Officials Survey.”
- Skagway residents rated their quality of life in Skagway and wrote down three things that were important to their quality of life during the April 25 meeting work session.
- A good cross section of several hundred residents attended the Skagway Health Fair on April 27, 2019. The Skagway 2030 Comprehensive Plan had a table with a number of planning-related activities for residents to complete.



This report summarizes the results of all the polls and surveys to date.

## What Makes Me Proud to Live in Skagway

About 90 answers to, “what makes you proud to live in Skagway” came from 48 respondents on the February official’s survey. The answers are inspiring, see appendix 1. To make the responses easier to digest, we grouped them into broad categories. Five categories had the most responses:

- 1. Skagway is a caring, friendly community, with supportive, close-knit people who can put aside differences to look out for each other. We are respectful of one another. (52% of answers)**
- 2. Skagway’s beauty, scenery, environment, and location are amazing (15%)**
- 3. The economy is strong and Skagway’s residents are hardworking and business-minded. (10%)**
- 4. Skagway Schools are wonderful. (7%)**
- 5. Skagway is multi-generational with a rich history. (7%)**



## Project + Improvement Priorities

At the Skagway 2030 Comprehensive Plan table during the April 27 Skagway Health Fair two activities asked about project priorities. One was general, the other specific to projects to improve Skagway’s capacity to handle summer visitors. There was some overlap among the projects choices for these two questions.

For the Spend City Bucks exercise, residents each received 10 pennies to spend. Each penny equaled \$1 million of city money. Therefore, they were holding \$10 million in their palm! This was their chance to spend city money (or recommend spending to the assembly) in a manner to reflect their priorities. There were 10 projects listed with one jar per project to collect pennies. A total of 76 residents participated.<sup>1</sup>

Based on how they spent their pennies/city bucks, the 76 residents voting this day prioritized:

1. **Port Improvements**
2. **Recreation Center Expansion**
3. **Affordable Housing Construction**
4. **Addressing Solid Waste Management**

SPEND CITY BUCKS!	
<b>\$1.00</b>	<p><b>Port Improvements</b> Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• More seawalk restrooms</li> <li>• Complete remediation of Ore Basin/Terminal area</li> <li>• Partner with other entities for a 5<sup>th</sup> berth and other port development</li> <li>• Better separation &amp; buffering of industrial and tourism uses of port</li> </ul>
<b>99¢</b>	<p><b>Expand Recreation Center</b> to accommodate community demand for court, exercise space. If feasible, include modest-size pool for aqua-aerobics, learn to swim programs, laps.</p>
<b>85¢</b>	<p><b>Construct 5-10 Dwelling Units of Permanently Affordable Housing</b> Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Facilitate development of a Community Land Trust (CLT).</li> <li>• CLT (in conjunction with high school) builds 5-10 units over time on combination of private, trust, and city land.</li> <li>• Various income targets from low (2 person family making \$27,000-\$33,000) to moderate (2 person family making \$33,000-\$44,000) to those making 120% AMI (2 person family making up to \$65,000).</li> <li>• If desired, limit eligibility to Skagway residents working year-round 30 hr/wk or more &amp; earning target income, offer by lottery.</li> <li>• Possible sites include part of Garden City RV Park, old clinic site, areas north of 23<sup>rd</sup> St. Bridge, and individual lots in town.</li> </ul>
<b>82¢</b>	<p><b>Comprehensive Solid Waste Handling and Management Plan given Aging Incinerator</b> Ideas and actions in this category include:</p>

<sup>1</sup> A few asked where the money was coming from. We responded that depending on the project it could come from taxes, bonds, savings, or grants – but for the point of this exercise was to get their priorities so don’t worry about where it is coming from. We mentioned that in fact for some projects the city’s role would be larger and for some other parties might have a larger role. At this point – just spend the money in a way that reflects their priorities!

	<ul style="list-style-type: none"> <li>• Provide reliability, needed capacity, and disposal for general waste stream, biohazards, sewage sludge, oils, recyclables, metals, etc.</li> <li>• Address incinerator fate and future uses, ash disposal or shipment/solid waste shipment, aggressive waste stream reduction through recycling and composting, transfer station.</li> </ul>
<b>79¢</b>	<p><b>Build Senior Center Open Year-Round &amp; up to 6 Senior Apartments</b></p> <p>Thought: Portion of Garden City may be better location than old clinic site for Senior Center in order to collaborate between seniors and students, and create a “village” center (community garden, music, fire pit, barbecue, etc.).</p>
<b>77¢</b>	<p><b>Open Space, Trail and Recreation Improvements</b></p> <p>Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Build Lost Lake trail from Jay Frye Bridge, continue developing West Creek area trails.</li> <li>• Welcome Garden along waterfront, improved walking paths</li> <li>• Install dike/levee adjacent to Seven Pastures Recreation Area to protect parking and Pavilion, walking path on top.</li> <li>• Additional overnight rental cabins</li> </ul>
<b>69¢</b>	<p><b>Complete Garden City RV Park Relocation across Bridge</b></p> <p>Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Size replacement across the across bridge to house 135 “spaces” through combination of RVs, bunkhouses, and multi-family units. <ul style="list-style-type: none"> <li>○ (135 = 80 RV spaces from Garden City RV + 30 RV spaces from Shoreline RV park + 25 additional)</li> </ul> </li> </ul>
<b>69¢</b>	<p><b>Reduce Fossil Fuel Use, Enhance Air Quality</b></p> <p>Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Install EV car chargers at 2-3 locations</li> <li>• Replace street light fixtures along state-owned streets with LED</li> <li>• Electric power for cruise ships while in port to eliminate diesel burning.</li> </ul>
<b>53¢</b>	<p><b>Develop a Dual Use Voc-Tech Center and Maker-Space / “Fab Lab”</b></p> <p>Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Take advantage of Skagway’s carpentry and diesel and machinery facilities and expertise</li> <li>• Support and encourage local designers-makers-artists to be more creative and productive.</li> <li>• One goal is to perform more carpentry, machine, diesel, railroad maintenance in town rather than shipping work out.</li> </ul>
<b>48¢</b>	<p><b>Pedestrian Enhancements &amp; Safety, Traffic Calming</b></p> <p>Ideas and actions in this category include:</p> <ul style="list-style-type: none"> <li>• Adding and better sidewalks along Main Street (as part of road work)</li> <li>• Phase 2 of Pullen Creek walking path improvements (Congress Way to City Hall) and making/marketing this as Municipal Loop Walk (part nature, part historic/shopping in town) to help disperse visitors</li> <li>• Additional crossing guards to organize and manage pedestrian crossings in summer’</li> <li>• Paint crosswalks or add raised crosswalks at select intersections along Broadway (yes, it’s the historic district, but it’s time). Also, consider speed bumps.</li> <li>• Modify traffic circulation patterns May 1-Oct 1 (1-way streets, pedestrian-only areas)</li> </ul>

In another activity, residents each got three stickers with directions to:  
 “Vote for the 3 infrastructure projects or operating agreements you favor the most to improve Skagway’s capacity to handle summer visitor numbers.”

There were nine choices and a row for “other” where residents could write other ideas. People that came by could vote for one of the “other” projects as a top priority too. The 56 residents who participated prioritized:

1. **Wastewater Treatment Plant Upgrade**
2. **Better Separation of Industrial And Tourism Uses Of The Port**
3. **Completing a Pullen Creek “Municipal Loop”**
4. **Developing and Implementing Tourism Best Management Practices<sup>2</sup> agreement/program in Skagway.**

VOTE FOR 3 INFRASTRUCTURE PROJECTS OR OPERATING AGREEMENTS TO IMPROVE SKAGWAY’S CAPACITY TO HANDLE SUMMER VISITORS	
28	<b>Wastewater treatment plant</b> assessment and capacity upgrades
25	<b>Better separation of tourist and industrial facilities/traffic</b> with better looking walking routes, green space, landscaping etcetera.
24	<b>Complete Pullen Creek walking path from Congress way to City Hall.</b> Market/promote as “Municipal Loop.”
17	Operators develop and commit to <b>Tourism Best Management Practices (TBMP)</b> agreement.
15	<b>Better pedestrian street crossing</b> control management along Broadway
10	<b>Better wayfinding</b> signage around/to docks and through town
1	Other: Walking visitor information officer or walking police officer
9-10	Other: <b>Swimming pool</b> (small) for PT and health ailments
8-9	Other: <b>More restrooms</b> in town (not just waterfront)
6	More <b>restrooms</b> around waterfront
7	<b>5<sup>th</sup> berth off Ore Dock</b>
5	<b>Relocate Pullen Creek RV Park</b> (NOT the pond & park). New uses include space for locally owned businesses, bus management, restrooms (more), and boat moorage.
1	Other: Building new tourist RV Park
4	Other: <b>Shut down Broadway Street to vehicle traffic</b>
3	Other: <b>Recycling</b> of tin, plastic, paper
2	Other: <b>Composting</b> facilities
1	Other: A brochure/campaign for independent visitors/travelers about <b>visitor etiquette</b>

<sup>2</sup> Tourism Best Management Practice (TBMP) is a highly successful Juneau program started in 1997 to address resident’s concerns with the impacts of cruise ship visitor industry and operations and thereby bring the residents and industry into alignment. The goal is to minimize the impacts of tourism in a manner that addresses both resident and industry concerns. Operators voluntarily commit to the Guidelines by signing an annual agreement and holding themselves and their employees accountable for compliance. Complaints to a Hot Line at City Hall are addressed by both the city and industry. In fact, complaints often form the basis for new guidelines for the next season. In 1997, operators and businesses agreed to 30 items; for 2019, there are 90 agreement items. The 2019 TBMP Guidelines can be viewed at: <http://www.tbmp.info/index.html>

## Skagway's Cruise Ship Capacity

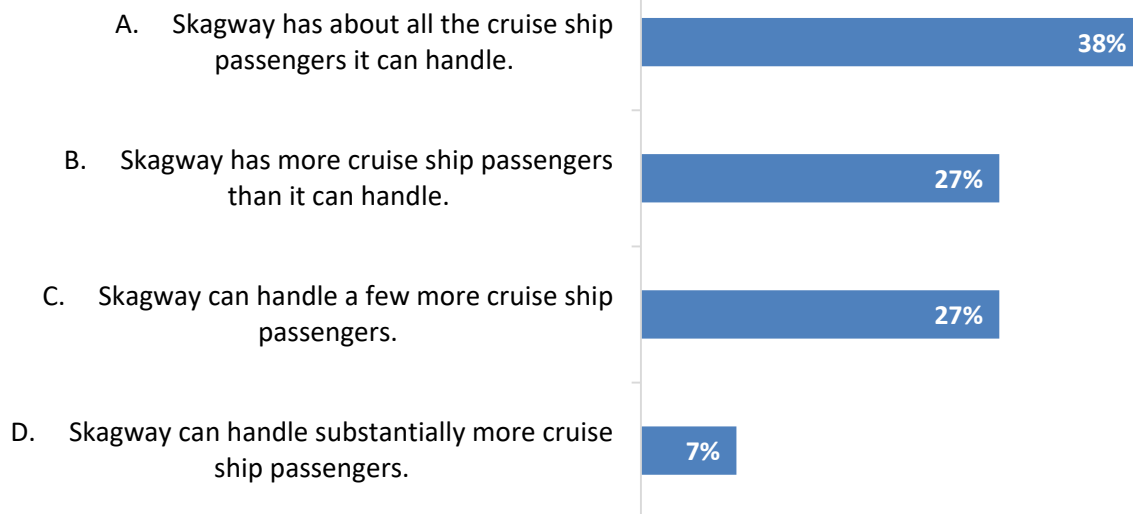
Cruise ships visitor numbers were another topic evaluated by an activity during the April 27 Health Fair. Residents were asked their opinion on:

“How do you think the volume of cruise ship tourism compares to Skagway’s capacity to handle cruise visitor volume? Vote for the choice that best reflects your beliefs.”

The 55 residents who voted had split opinions:

- Just over one-quarter (27%) think Skagway is currently over its capacity to handle cruise visitors.
- One-third (34%) think Skagway could accept a few, or many, more passengers.
- The highest number (38%) thought Skagway was now at its capacity to handle cruise visitor volume.

### Opinions on Volume of Cruise Ship Tourism Compared to Capacity to Handle It

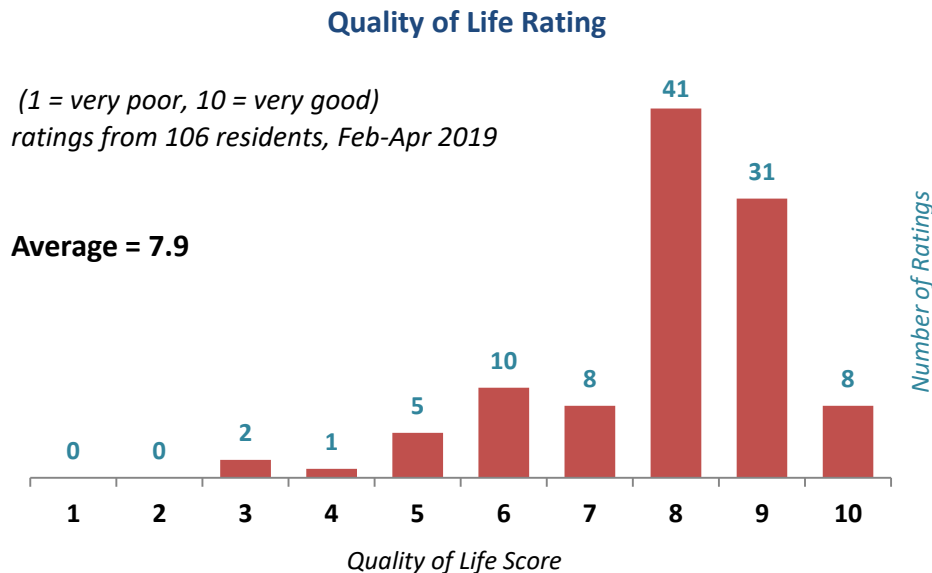




## Rating My Quality of Life

There were three opportunities for residents to rate their Quality of Life (QOL) in Skagway on a scale from 1 to 10 where 1 = very poor and 10 = very good. A total of 106 residents participated<sup>3</sup>.

- The average score was 7.9
- No respondents rated QOL at 1 or 2
- 3 respondents rated QOL at 3 or 4
- 15 respondents rated QOL at 5 or 6
- 49 respondents rated QOL at 7 or 8
- 39 respondents rated QOL at 9 or 10



## Three Things Important to my Quality of Life

There were three opportunities for residents to list up to three things important to their quality of life in Skagway. When comments were broken apart by topic – to assist with categorizing them – there were 288 answers.

**Most (238) were positive factors that contribute to a high QOL rating. Top factors are**

- Access to great indoor and outdoor recreation
- A strong economy
- The caring community and people in Skagway

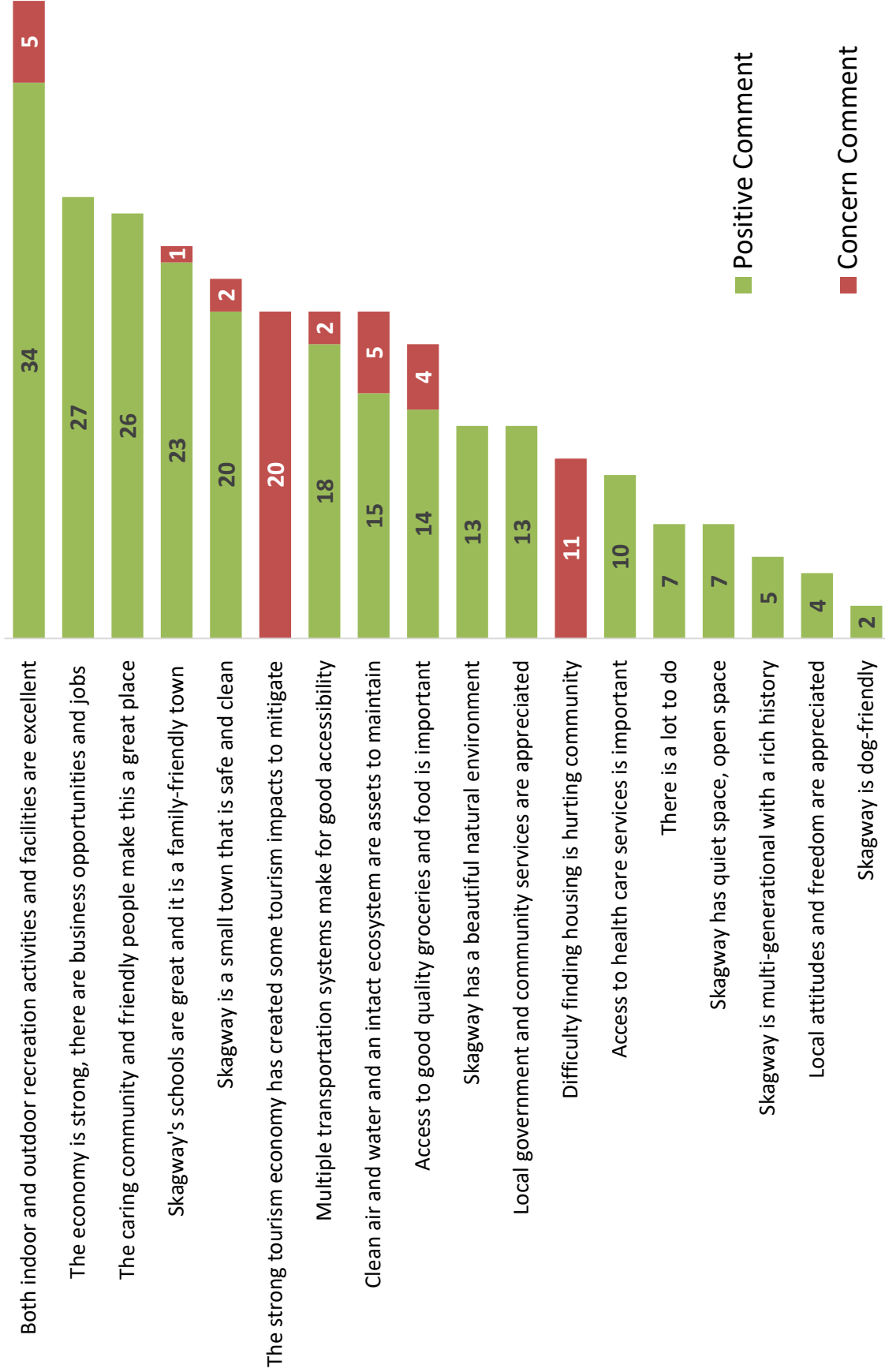
However, there were also 50 answers with factors needing improvement. These concerns caused residents to rate their QOL at a lower score. There were:

- A variety of impacts that need mitigating linked to the volume of visitors
- A need for more housing

<sup>3</sup> Care was taken to assure no single resident voted more than once, though a few could have slipped through the cracks. The three opportunities were the February officials survey, during the April 25 Planning & Zoning Commission work session, and at the Skagway 2030 Comprehensive Plan table at the April 27 Health Fair.

### Categories of Responses (see Appendix 1 for details)

288 total responses



## 20-Year Vision

**Imagine that it is 20 years in the future and that your hopes for Skagway have been achieved. What does this future look like? Write a sentence or two about your desired vision for Skagway's future.**

No categorizing...answers in the words of 47 residents from the February Officials Survey - - -

- 
- I envision the continued excellence of the Skagway School District, comprehensive care of our senior citizens, and decreased substance use issues for the population.
- 

- 1. Long term housing in town
  - 2. Camp ground with capability for visitors and seasonal workers
  - 3. # of visitors per week up with new dock
  - 4. a Pool for the city
- 

- The Tidelands are controlled by MOS and the new docks and uplands are contributing revenue from the Tideland improvements to the citizens.
- 

- 20 years from now, I how we have 150ish kids pre-k through 12 in School. That our year-round population hovers around 1800. That Skagway and Alaska as a whole is more self-sustainable. That Skagway welcomes cruise ships into a new crew ship dock of Broadway while also being able to accommodate industrial ships and the ferry. The small boat harbor is expanded. We are capped at no more than 16,000 visitors a day. We have at least 15 stores open downtown in the winter. That housing is no longer a crisis. That we are a Creators Space. That ore is still shipping ore of here but that docking area is more versatile in what else can be shipped out. We are exporting and importing more with Canada. That some type of renewable energy source has been found to work perfect in Skagway and people start implementing it.
- 

- 20 years?! I always like to imagine what Skagway would look like cleaned up. No more junk in people's yards. No more power lines. A beautiful waterfront walkway for locals and tourists alike to enjoy. A dog park out of town so there would be less free roaming dangerous dogs in town. I imagine a Skagway that offers better information on the docks (i.e.: maps, someone to answer questions, restrooms on each dock, better signage, more flowers, etc.) to passengers getting off the cruise ships. I imagine more late night options that do NOT revolve around alcohol (i.e.: a coffee shop, a game store, a cozy bookstore, etc.). I imagine more community events in the winter, such as first Friday's or movie nights every Saturday. I love Skagway but I also highly enjoy my time away from it. It's not the easiest place to live in the winter. And it's a hard place to relax in during the summer. Thank you for listening!!
- 

- A community that has grown somewhat (inevitable) but still retains the small town atmosphere that Skagway is most known for.
-

- A community that has the infrastructure to handle the 1.4+ million visitors it receives annually. A clean, neat, safe community where our children can continue to walk to and from school by themselves without the worries of a parent in a city down south. A welcoming waterfront. A public works crew with all the proper tools to keep town running clean and efficiently.
- 
- A focused community that values the importance of the visitor industry in Skagway while utilizing the benefits of that strong industry to further the growth of the town. We need the tourism dollars to improve the quality of life in our valley.
- 
- A healthy and stable relationship with the cruise industry with structures that are functional and beautiful to support the continuation of our visitor economy. I hope to see the tourism season grow outside of the cruise season; encouraging independent travel and hosting large events to encourage this and see year-round businesses succeed and even grow.
  - We need a strong ferry schedule for that which will also support our school's extracurricular programs that contribute to the overall success in educating our youth.
- 
- A more balanced approach to economic development i.e. expansion of a predominately summer tourism economy into the other seasons. More diverse and year-round businesses. Educational opportunities for all ages. More local food/ urban farming. Better relationships with Haines and Canada. Year-round train and ferry transport. Reestablished ability to go to Whitehorse for medical needs (federal govt. issue). Establishment of congregate housing while preserving the landscape (build up rather than outward). Air pollution reduction achieved by making it possible to connect cruise ships to hydro while in port.
- 
- A separate governing body controls and manages the Port of Skagway. Pedestrian and traffic management is improved, everyone knows where to go, and operations are seamless. All seasonal employees have safe and affordable housing. The School continues to thrive and produce upstanding, intelligent citizens.
- 
- A sustainable year round community.
- 
- A viable community that finally can afford a pool.
  - An open port that sees 1 million visitors and keeps moving freight and ore to and from the Yukon year-round.
- 
- Affordable housing opportunities have allowed our senior citizens to age in place and enjoy the quality of life that they deserve. Services provided to our aging population are creating jobs in the health industry and bringing more young families to Skagway. The families of Skagway have many programs to support them and offer various activities that engage both young and old.
-



- An all ages, active supportive community.
  - The 2nd Avenue Commissary, 5th Ave Fire Hall and City Hall buildings have been restored and turned into museum displays.
  - Sidewalks have been improved/maintained for safe walking. A bike path runs along the Klondike Highway to the Dyea road cutoff.
  - The Garden City RV property is developed with high-density housing - possibly run by a housing authority that ensures housing for year round residents is a priority.
  - A Senior Living complex is developed with 20+ housing units.
  - We continue to value and preserve our historic and natural assets for future generations to enjoy.
- 

- Borough of Skagway controls the port and receives reasonable income from it, dock(s) have been expanded so that we can accommodate all ships sailing in Alaska. Visitor services have been expanded to accommodate increased number of visitors, a larger campground has opened across the bridge which can accommodate a greater number of RVers and seasonals, sewer & water lines service this new campground. Affordable housing units available for year-round couples & families have been built on the Garden City property. Large dog park is near the new campground. There are many more outside benches available for visitors in the historic district.
- 

- Hey Joe, how's it going? I just mailed out a package to the grandkids. Boy, I sure appreciate no lines at the Post Office anymore. Good thing they hired more employees. By the way, don't you love this new grocery store? I don't know what they did but have you seen the date on the milk and eggs lately? It's better than a week out! They sure must have improved the transport. That new fish hatchery sure is something too, huh? We get the tourists to take the tour for a buck a head and we get guaranteed fish returns year after year. What a deal! It even helps our charter-fishing people. Ever since the city took over the waterfront, things have sure improved. I really like the way they integrated the commercial cruise component into the industrial side of the port. You know the tourists actually like to see what we do year round. Heck I bet you could have a tour of the ore loading facility and they would love to take it. Good thing the border stays open at night for the ore trucks.
- 

- Hopefully a road to Juneau and the continued success of our school. Skagway School District was rated first in the state last year. Also, affordable, decent housing would be great for the community.
- 

- Hopefully much the same, although I would like to see a stable year round population closer to 1800. I believe we can remedy many of our current woes, I also believe that the quality of seasonal employee we have is proportionate to the quality of living conditions we provide
- 

- Housing issue solved, city NOT in debt.
  - I have lived here for 5 years now but have been visiting for over 25 years. Once retired from the lower 48, decided to make Skagway our home because of this community.
-

- I hope Skagway continues to maintain a clean, safe, economically stable community. I also hope Skagway recognizes quality of life for locals, and what can be done to maintain that.
- 
- I hope the people planning for 20 years in the future don not continue to get lost in the rabbit hole of chasing profits and bottom lines, that they start understanding the importance of how life outside of money making is lived and how it can be improved for all our residents rather than continue to promote unregulated and unrestricted money making schemes.
- 
- I just hope the town can accommodate the influx of tourist in the next 20 years. It almost seems like we are at our limit now.
- 
- I would hope in 20 years Skagway would have a pool and a Recreation Center expansion. I would like to see the school with an active trades teaching program. There would be a large expansion of trails and outdoor recreation. There would be more year round jobs. There would be a road to Juneau.
- 
- I would like to see a clean environment. We spent a lot of time messing up the local environment in the past 100 years or so. It's time we correct our past environmental mistakes, especially with the harbor.
  - We must also preserve the historic character of our town, because our economic survival depends on the town's history, on the historic appearance. The city must have a strong and independent Historic District Commission. We must devote a lot of time to protecting the individual historic buildings still existing in own and must insure that any new construction blends in with the historic character of the town.
  - I would also like to see benches on every street side block so the older folks will have a place to rest on their journeys about town. I would also like to see the sidewalks graded of snow during the winter.
  - Finally, I would like the town to retain its small town friendly character where you don't have to lock your doors and you know most everybody in town.
- 
- Ideally a grocery store with fresh produce and meat not from Australia... A ferry system that allows our residents to travel to & from without difficulty. Affordable housing for ones that want to live here year-round.
- 
- If Skagway remains a tourism town and doesn't expand either horizontally or vertically, nothing will change. It will be the same story 20 years from now unless the tourism ceases or substantially reduces for any reason. It will just become more bipolar with seasonal migrations and housing shortages every year.
  - I have no intention of remaining here 20 years knowing what I know about the obstacles to our preferred types of recreation. Great place, just too little room for growth.
  - It feels like the seasonal community will have a greater influence than the year round community based on the demands of the summer season. The seasonal community's mentality is "get through another summer and go our separate ways and take our money with us". Few young families will buy in to this housing market due to the prices that the market demands that are out of reach without excessive mortgages for the median income.
-

- More commerce! Open Roads and better access for more tourism and access to hospitals and better groceries. Competition is a good thing. It will have current business owners' step up their games in the services they are providing to the amazing community!
- 
- My vision for Skagway would be a hopeful vision for the globe. A balance of meaningful business and personal time for the residents. Prioritizing the natural surroundings that draw people here in the first place and protecting that important resource for all concerned. An emphasis on quality of life and not quantity. Cleaner air and water and a healthier port for sea life. A place desirable to raise a family less encumbered by unnecessary stress and expectations. A place that my children would be proud to come back to as adults and not ridicule as a sold out tourist town. A place where the impossible is possible.
- 
- Not a quaint little town visited by 100,000 people a year and not a large-scale industrial tourist city (Disneyland). Somewhere significantly less than this.
- 
- Our waterfront should be developed comprehensively with a promenade between all docks. We may have a P3 partner, and the revenue will be sufficient to handle the infrastructure demands. In addition, revenue from tourism should be sufficient to satisfy the school and other lifestyle items in the season as well as in the offseason.
- 
- Public Safety: home security and roads
  - In the summer time the streets are jam-packed with walking tourists, cyclists, tour busses, smart busses, delivery vans etc. At least a handful of times I end up with a near miss accident with a cyclist etc. I feel that the municipality is trying to address this but perhaps needs more engagement and partnerships with outside entities.
  - Also, homes are invaded, bikes stolen, cars are broken into and heating fuel are stolen, and it feels like the safe town of some years ago is starting to change.
  - I am not sure what is preventing the community from addressing this. It seems that many of these issues are being handled by individual owners via cameras etc. and public shaming on Facebook.
  - I am not certain what can be done except that public safety division needs to step up their game.
- 
- SGY is a vibrant community of 1,500 residents, with its year-around transshipment economy centered on its well-developed harbor facilities. The White Pass Dock has 2 long floating berths; there are 2 berths on the long floating dock built out from the old Ferry Peninsula; the Broadway Dock berth has been lengthened, and with the Ore Basin completely cleaned of old contamination and dredged, the new Ore Dock has 2 long berths, both of which can take cruise ships, & also freight and commodity vessels alongside. The cruise season now extends out to 150 days, with 1.75 million passengers visiting SGY each summer. Shipments from mines in the Interior & new oil & gas discoveries & all the supplies and materials for resource development move north of SGY on the White Pass Railroad, which now operates year-around. SGY has captured truck traffic from the Alaska Highway with its RoRo facilities. Good jobs bring young families. There are 2 grocery stores, & 285 children in the school.
-

- Skagway continues to be a top tourist attraction and our economy is strong. We have an excellent ferry transportation system and fair airfare prices to and from Juneau. The Rec Center Expansion and Pool have brought more year round families - the school numbers continue to grow and we have many surrounding communities coming to our town year round to support our economy. Housing is affordable and land continues to open for permanent residents to build homes.
- 

- Skagway has strong leadership with a wide variety of people sitting on municipal boards and committees because they know they can get their projects supported and achieved (not just the same people who have been on boards for 20 years (it is the fun, cool thing to do!).
  - There is affordable housing to rent and buy and an expanded Rec. Center with a pool and several additional and expanded workout facilities for children, adults, and families to experience together (less bars and festivals, more healthy hangout options!). There are swim lessons for kids, a school swim team, senior exercise, physical therapy, open swim, birthday party swim, teen pool volleyball, and adult lap swim so the community on the ocean has residents who know HOW to swim!
- 

- Skagway is a thriving community with a strong port operation. There are cruise passengers in the summer and cargo operations in the winter. The winter economy is steady and the summer chaos is well orchestrated. There is good flow of vehicles and pedestrians during the busy summer season. The ferry system is updated and running more often and more efficiently for local & visitor transportation.
- 

- The future is so bright, you gotta wear shades!
  - I'll be retired and hopeful health care is decent in Skagway and I can live out my golden years!
- 

- The same loving, accepting and open community with less pollution, and filled with more local businesses than ever.
- 

- There is affordable housing for people who want to live here year round and there are jobs available too. Our school is still ranked number one in the state and there are other educational opportunities your students and adults alike.
- 

- Those who want to stay here can find affordable (and nice) housing. Businesses that want to be open year round are supported by the community and are able to stay open. Visitors feel welcomed and well informed.
- 

- Truthfully, Skagway is a wonderful place to live. I would love us to be at the forefront of the oncoming green revolution.
- 

- We are so blessed to live in this community with all of its natural beauty, rich history, endless opportunity and truly caring people. I hope that we can maintain all of that and share it with our visitors.
-



## Survey Response Details

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- We have a stable, clean, year round economy.
  - It is still a beautiful place that we are proud to share with the rest of the world.
- 

- We have redeveloped our comp plan a couple times. Reflection the constant change people bring to town with them.
- 

- We have retained single-family residential areas and have a good family to singles to elderly population.
  - In the summer, streets are walkable/bike rideable and people choose to do this over driving cars. There is no parking on Broadway. There is promoted and used off Broadway parking.
  - The Municipality has taken back control of the waterfront and works with Port Management to schedule passenger ships to maximize visitor enjoyment, which equals Skagway businesses successfully able to provide services visitors want.
  - Winter businesses have increased, school enrollment has increased, affordable Senior Housing has been built in conjunction with "Starter Home" construction built on land owned by the Municipality (MOS still gets real property tax but owners don't have to borrow \$ for land).
- 

- We'll have found a way to create our own bounty for ALL of us, not just a rich and landed few. We'll make our decisions based on respect and responsibility toward both our people and our natural resources.
- 

- Year round employment encourages permanent population, which makes for better environment businesses. This supports the cultural offering and hopefully more frequent ferry system
-

## What Makes You Proud To Live In Skagway?

**Skagway is a caring, friendly community, with supportive, close-knit people who can put aside differences to look out for each other. We are respectful of one another. (52% of answers)**

- The people this place attracts
- After living here for 35 years, it is the level of community support for our children and neighbors that makes me the most proud.
- Caring community
- Caring community
- Friendships
- Close knit relationships
- Welcoming community
- I love being a part of a caring supportive community, a place that values individuals, nature and the arts.
- I love how safe, interconnected, progressive and supportive of one another is in this community.
- Our friendly community.
- The majority of the people here and their sense of community.
- People are nice to each other.
- We allow each other space to be our own unique selves.
- We help each other without letting ourselves get used.
- People work together for the greater good of the community on many issues. They take pride in our community. Many people volunteer. Many help individuals when help is needed. Organizations partner to ensure successful programs, especially related to our youth and seniors.
- People
- The sense of community.
- Skagway is so unique! I am proud of the amount of people who love it enough to want to move and stay here :)
- Small town, great supportive community vibe...feel like your voice is heard.
- That the residents of Skagway truly care for each other and look out for each other.
- The community is strong - we look out for each other.
- The kind, supportive community in town. I am continually blown away by the ways people help each other and care for each other when needed.
- The People (community).
- The people and the sense of community.
- The people of the city
- The people- strong sense of community and belonging.
- The people.
- The people are friendly, artistic, skilled, outgoing.
- The sense of community and generosity.
- The sense of community for year round locals. We all watch out and support each other and our families.
- The sense of community, and togetherness this town has when the going gets tough.
- The way people take care of each other.
- Wonderful sense of community, a great town to raise kids in. I never tire of the scenery!
- Skagway also has a very friendly and welcoming personality that is appreciated by visitors to our community.

## Survey Response Details

- What makes me proud to live in Skagway is the respectful way we treat each other.
- How this community can put aside personal differences and help each other out when needed.
- I am also proud of the community feel and how willing to help each other out we are towards each other.
- Friendly people
- Great place to raise your children, and the community.
- Proud is not a word I would use. I am happy, appreciative and very lucky to live in Skagway for the life and lifestyle it has allowed me.
- Skagway does a great job of taking care of Skagway--our neighbors, the buildings and infrastructure, and our beautiful natural surroundings.
- Skagway is my home.
- The diversity of beliefs, people willing to discuss and problem solve the difficulties that we face.
- Skagway is a small Alaskan town with an active community.

### **Skagway's beauty, scenery, environment, and location are amazing (15%)**

- The beauty that surrounds us.
- I feel fortunate to be able to reside in a place that still has a mostly intact, functioning ecosystem (compared to some places down in the lower 48). I also appreciate efforts to maintain this status.
- I love Skagway's natural beauty: the mountains all around me, the swirling tides, and the changing seasons. I love that not every square inch is developed. I love how easily I can access that beauty; I can be on the trail in 5 minutes without ever getting in a car. I love the people. I love that we're remote, and I love coming home by boat or plane.
- The natural beauty
- Location
- Climate
- Nature is by our door here.
- The natural beauty.
- The natural beauty and fresh clean air and water.
- Skagway is beautiful, exciting, and a great place to live.
- I enjoy living in Skagway because of the clean environment and great natural beauty
- We, for the most part, respect our environment.
- Scenic views and wonderful trail systems
- Beautiful natural environment

### **The economy is strong and Skagway's residents are hardworking and business-minded. (10%)**

- Supportive business climate
- Everyone is very hard working and business-minded.
- Skagway gets things done, and done well.
- When it is time to work and get the job done, we do it.
- The fact that we are a top tourist attraction and people from all over the world visit us.
- World-class tourism destination.
- Favorable employment opportunities
- The overall seasonal nature of the economy that allows for a break from the chaos of the summer season
- We are a tough little town that has proved we can weather the economic ups and downs and still thrive as a community. We have good people who take care of each other.

### Skagway Schools are wonderful. (7%)

- Our School is excellent, and our community-minded citizens support the school and its students in every way they can.
- Our school.
- Our schools
- Our school is #1 in the state
- The community makes the children and school the major priority. The City fully funds all school initiatives which attracts new families and offers a superb education including preschool, music, art, Spanish, and a healthy (not federal) lunch program in addition to high level core academics and extracurriculars from sports to DDF and robotics.
- What makes me proud to live in Skagway is our amazing school

### Skagway is multi-generational with a rich history. (7%)

- I am proud of Skagway because it's where I was born and raised and I think it gave me great opportunities as a kid.
- Multi-generational
- Family history. Our great grandpa came north thru SGY in the gold rush, took his gold out of the Yukon, & bought a grocery store down south. I came north in Dec.1972 to work on the RR and stayed. Our son went to SGY school, our sister and brother in law moved here. We built our business here. SKG has given us the opportunity to better things.
- Extremely interesting history and historical setting
- Rich history
- Skagway has such a storied past and we are fortunate to be able to carry that story into the future. I am proud to be a part of that history.

### Good local government and services

- An honest and open local government
- Isolation from larger communities leading to less distractions from greatest priorities
- What makes me proud to live in Skagway is our incredible clinic

### It is safe and clean

- Our community is general safe and clean
- Small, safe, friendly, walkable in a beautiful setting.
- The care the community puts in to keeping the town clean and safe.

### Challenges to feeling proud

- You might want to ask what makes me least proud as well. That would be the way our government is allowing, even encouraging outside corporations to chip away at our quality of life in order to increase their profits.
- The score 6 on the scale below reflects the impact of typical small town social challenges (i.e. cliques, nepotism) and seasonal lifestyle challenges.



### Three Things Important to My Quality of Life

*NOTE: Concern Comments are in italics, red, and listed at end of each category*

#### Both indoor and outdoor recreation activities and facilities are excellent

- Outdoor access
- Recreation
- Recreation opportunities - place to be physically active & congregate with others
- Ability to get away, hiking
- Access to good trails
- Access to trail systems
- Build a pool
- Easy access to great outdoor activities
- Hiking, outdoor spaces that are all clean and maintained
- Outdoor environment, trails and hiking
- Outdoor recreation
- Recreation center is great
- Recreational opportunities
- Recreational opportunities
- Trails
- Healthy lifestyle options
- Access to outdoor activity areas (mostly hiking & camping)
- Access to the outdoors.
- Active outdoor activities.
- Being able to stay active outdoors on our hiking trails or other recreational areas like the ball fields and indoors at our recreation center.
- Having our incredible rec center is amazing with all of its classes and workshops.
- Hiking trails
- Hiking trails. Close access, trails of different lengths and difficulty, dogs may be off-leash, clean and well maintained, not so crowded.
- Outdoor activities
- Outdoor and indoor recreation
- Outdoor maintained trails, Seven Pastures, and parks
- Recreation
- Recreation
- Recreational Activities
- Recreational areas for walking, hiking, camping, and fishing.
- Skagway Rec. Center
- Ways to stay physically and mentally active
- Good trails
- Good Rec Centre
- Love to hike the lower/upper lakes trails, appreciate that they maintain them, let's you feel like you're out of the city environment and all the noise fades away
- *Recreation Center – glad it's available, wish we would make it bigger, can deal with the pool separately.*
- *Recreation center needs to expand, more opportunities for adult education*
- *The children of Skagway need organized swim lessons*
- *Investing into a rec center upgrade, including a swimming pool*
- *We need a Rec Center Expansion and a Pool.*

### The economy is strong, there are business opportunities and jobs

- Economic opportunity/strong economy
- Economic stability
- Economy - \$ for improving community
- How our work (jobs) are
- Work that I could love and can make a living doing
- A decent job, keeping busy
- Economics
- Economy
- Enough income to make it through the winter
- Summer jobs
- The economy
- A strong economy to provide jobs and services that wouldn't exist in a down economy.
- Good Employment
- A smoothly working waterfront and harbor that can handle the growing cruise industry traffic as well as the freight and commodity traffic to and from the Interior. From that

flows literally all of the jobs and the entire economy of SGY.

- New docks for larger ships
- Ocean access
- Open port
- Diverse local year-round economy.
- Earning a good living.
- Employment
- Encourage and support businesses who want to stay open in the winter
- Excellent work opportunities.
- Strong tourism industry = more opportunities to further my career. The stronger my career, the more invested I become in keeping the community strong.
- The stability of the cruise industry.
- Work
- Year round economy
- Room to grow both at home and at work

### The caring community and friendly people make this a great place

- Close community
- Community
- Community (very solid - love the community here)
- Have a tight knit community. A town that knows what it's about - priorities
- How united our community is
- Kind, inter-connected community. Nice folks
- Sense of community
- Strong community
- Community atmosphere, everyone helps
- Community awareness

- Community events, especially Yuletide
- Community of people, volunteers and saints
- Sense of community (despite divisions) with coming together to tackle issues
- Strong supportive community
- How happy my wife & family are
- Amazing support and friendships
- Friends
- Friends - support
- Friends and family
- People that I am with, pleasant interactions
- The friendliness of the people here

## Survey Response Details

- Community
- Community
- Friendships
- Saying hi to almost everyone
- Strong relationships

### Skagway's schools are great and it is a family-friendly town

- Family experience
- Youth programs
- Family Events
- Great community to raise your children.
- Opportunities for children
- Education system & children's activities
- Well supported school system
- Amazing public school
- Good education
- Good school
- School system
- The school
- Access to a great school;
- Addition of educational opportunities for adults would be great.
- Adult programming- continuing education and programming for adults besides bars.
- Education
- Education for my kids (including extracurricular school activities and trips),
- Education for the kids
- Great school
- Great school & teachers
- The Skagway School.
- Education
- Good school
- *Making Skagway a place where I would want to raise a family. Ensuring opportunities for young people and families are present in the minds of our leaders.*

### Skagway is a small town that is safe and clean

- Safety
- Safety - personal, community
- Safety for children
- Lack of crime and safety on streets
- Low crime
- Low crime
- Low crime rate
- Medical/physical (crimes etc.) Safety
- Safe streets, low theft
- Safety
- Safety
- Safety, community
- I like the friendly small town character of Skagway, where you don't have to lock your doors and you know most everybody in town.
- Public Safety
- Safety
- Safety for my kids
- Lack of corporate influence
- Low stress, small town
- Small community
- Small town atmosphere.

- *Illegal drug presence (personal and community security)*
- *PROPER enforcement of our laws.*

### Clean air and water and an intact ecosystem are assets to maintain

- Air Quality
- Clean air & water.
- Clean air and water--healthy environment
- Environmental considerations: clean water, clean air, proximity to wilderness, policies that are aligned with lessening our impacts on these features.
- Environmental safety and protection.
- Living in a clean environment.
- The best drinking water in the world.
- Good water
- Environmental factors, air, water, scenery
- Cleanliness
- Air quality
- Clean air and hiking trails
- Water quality
- Water, air, green spaces
- Environment - wild & human
- *Pollution from cruise ships*
- *Resiliency: willingness to address potential future challenges, moving toward ways for the community to be more self-sufficient including consideration of alternative energy systems, zero waste goals, increasing food security/ locally grown food. What impacts will climate change have on our hydropower?*
- *Clean air, which is frequently a problem*
- *Better air quality in summer [is needed]*
- *The air quality, and care and control of the environmental violations – greed is getting in the way now.*

### The strong tourism economy has created some tourism impacts to mitigate

- *Time: without time to ourselves to enjoy this beautiful place on a daily basis, then living here is diminished. The illusion that economic growth is more important than personal time chips away at the basic fabric of our community. We are spending less and less TIME with each other in order to satisfy the machine.*
- *Quality of Life needs to consider daily capacity of visitors in summer*
- *Balance/ create more opportunities for personal development: develop ways to expand economy/ residency in to the winter seasons. The seasonal work schedule is extremely stressful and exhausting for many and its impacts limit development of a well-rounded lifestyle.*
- *Less congestion in summer*
- *Less noise*
- *Less traffic, more biking lanes*
- *Overcrowded streets*
- *Too many buses*
- *Affordable cost of living.*
- *I worry quality of life will suffer if we continue expanding*
- *Limiting daily number of visitors off the ship (11,000+ is too many)*
- *Need a few no cruise ship days throughout the summer*
- *Too many ships*
- *Getting the terminal cleaned up*
- *We need control and revenue from the waterfront.*



## Survey Response Details

- *Diversify our downtown businesses. Enough jewelry stores already.*
- *The enclave aspect of our community tends to encourage carelessness from visitors (from Canada, seasonal employees, tourists)*
- *Ability to pull back from mayhem, which is getting harder and harder to achieve*
- *Space: Our community is becoming more and more crowded and not with year around residents. This is placing the core community in a diluted state during the summer season and leaving surrounded by more and more empty buildings and homes in the off-season. There is less and less space in the summer to go without a tour being part of your day. It has become a fight to save areas that are off limits to selling tours.*
- *Quiet: Lack noise and traffic on neighborhood streets (train whistles - bus exhaust)*

### Multiple transportation systems make for good accessibility

- Access (good with road & ferry)
- Ability to get out and in for emergencies, travel, entertainment; however, cost to fly and ferry is too much
- Ferry connection to Juneau
- Travel ease – ferry service
- Access to neighboring communities through the highway and state ferry service.
- Access to other communities.
- Access to year-round Alaska Marine Highway ferry service, especially winter service.
- Airplane service
- Alaska Marine Highway System
- Available & reliable transportation for people and freight.
- Easy access in and out of town
- Ferry access! For personal and business travel, for school activities, and for the life our community, we cannot lose this.
- Ferry service
- Good roads in and out of Skagway.
- Outstanding infrastructure.
- Reliable transportation for regional travel on AMHS.
- The Alaska Marine Highway System.
- Travel in/out of Skagway. I am pro-road.
- *Different laws permitting at use on more roadways (free up more parking, reduce wear and tear on larger highway vehicles with short run cycles being typical)*
- *Transportation- we need to be working toward making it more feasible to get in and out of Skagway with a better ferry system and lower airfare prices to and from Juneau to be able to come and go without major expense and hassles so we can access higher quality health care, recreational opportunities and entertainment that Skagway does not support.*

### Access to good quality groceries and food is important

- Grocery Store
- Access to quality foods/groceries
- Access to fresh produce
- Access to reasonably priced nutritious food
- Food
- Food source
- Good weather and places to eat
- Access to affordable and healthy groceries
- Access to restaurants
- Accessible, high-quality food

## Survey Response Details

- Availability of good quality food.
- Availability of Quality food.
- Healthy and quality food options
- Quality groceries.
- Fresh Food Sources- Good Groceries
- *The grocery store reminds me of the Gulag.*
- *Better, fresher groceries*
- *Groceries. Stores must be stocked and fairly priced. Better yet, we should put resources toward sustainability.*

### Local government and community services are appreciated

- Access to quality and affordable goods and services
- Basic Services such as a year-around grocery store, gas station, fire department, police, and emergency medical care, as well as year-around highway and airport maintenance.
- High quality city services. Great little library, great clinic (considering our size), public works (clean water, street maintenance, garbage, landscaping), dependable public safety (police & fire).
- Access to services
- Community oriented development
- Access to government officials.
- A small local government that is fairly accessible to needs if business and residents.
- Ability to walk to services in town
- A walkable community
- Employment/life-support facilities
- Services
- Access to amenities
- Senior activities

### Access to health care services is important

- Health Care
- Health care
- Health care
- Health care
- Health: Without this nothing else really matters. We need mental health as well as physical health. That means a balance of work and play throughout the year. It means quality water and air. And it means access to health professionals all year.
- Medical Services.
- Medical...our clinic is for the most part very good.
- Health services
- Glad we have clinic including dentist, eye care, and mental health
- Medical Care
- Respect for self and others.

### Skagway has a beautiful natural environment

- Access to nature - freedom to be in unspoiled beauty
- Beautiful environment
- Beautiful Scenes
- Stargazing, less light pollution
- Open spaces that are not junkyards / green spaces
- Easy access to green spaces/decompression zones.
- Beautiful outdoor spaces to hike in.

## Survey Response Details

- Close to nature - mountains, woodlands, rivers
- Ensure the natural beauty of our valley remains untouched. Being smart about how we plan for future growth will be key in the years to come.
- Nature
- The natural beauty of the area, the mountains, the water, the trees, the animals, the quiet in the winter, and the weather, which is always interesting.
- Trails and recreational areas! The ability to get outside, exercise, recreate, and gather together is vital.
- Wild clean outdoor spaces

### Skagway has quiet space, open space

- Quiet space
- A certain amount of isolation from the rest of the world. It's not easy to get here.
- Being uncrowded for a big hunk of the year
- Breathing space (i.e. places to go in all seasons that aren't jam packed with people)
- City is relatively quiet and not so crazy after the cruise ships depart each day.
- Being able to find quiet spaces to enjoy the daylight.
- Accessible solitude

### Difficulty finding housing is hurting community

- *Housing*
- *Housing (very frustrating & lacking housing options and the reason for my mark down in quality of life)*
- *Affordable housing*
- *Affordable housing that is in an environment that has not reached the end of its functional life (some of these properties should be condemned)*
- *Year round housing options*
- *Access to housing*
- *Affordable housing options*
- *Creating an environment that encourages people to stay (something we currently need to work on). Mainly, we need to work on affordable housing so that people who want to be here can actually find someplace to live (both rent and buy).*
- *Housing options are not being developed. The MOS should be a participant but not an owner.*
- *Housing...is always an issue*
- *Long term housing and options*

### There is a lot to do

- Community activities - access to rec center & arts program
- Arts and humanities
- Healthy outgoing activities and food
- Community events (whether hosted by community groups or private businesses)
- Quality activities for kids
- Variety of entertainment
- Entertainment

### Skagway is multi-generational with a rich history

- Family here
- Valuing, maintaining and preserving our historic and natural resources.
- Preservation of and education about native history.
- Preservation of our uniqueness
- The historic character of our town. This includes the historic buildings, the look of the old buildings and we must insure the new buildings mirrors the character of historic buildings.

### Local attitudes and freedom are appreciated

- Respect for self and others.
- Lack of political & racial intolerance
- Freedom
- Freedom to be oneself - no pretending

### Skagway is dog-friendly

- Canine-friendly community
- Easily Accessible off leash nature walks/hikes



# Skagway Community Opinion Survey 2020

PREPARED FOR:

**Municipality of Skagway**

October 2020

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PREPARED FOR:

**Municipality of Skagway**

October 2020

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# Table of Contents

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**Executive Summary..... 1**  
**Introduction and Methodology ..... 5**  
**Community Attributes ..... 6**  
**Land Use and Housing ..... 8**  
**Tourism ..... 11**  
**Environmental Issues ..... 12**  
**Arts and Recreation ..... 14**  
**Port Management ..... 16**  
**Education and Food Access ..... 17**  
**Demographics..... 18**  
**Appendix..... 19**

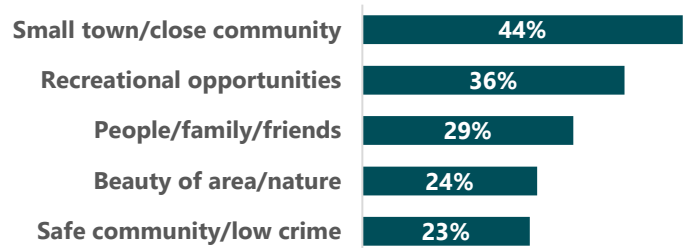
# Executive Summary

The Municipality of Skagway contracted with McDowell Group to conduct a telephone survey of households in September 2020. The survey gauged community sentiment around a variety of issues including land use, housing, tourism, environmental practices, recreation, education, and the arts. A total of 201 randomly selected households participated in the survey. Survey data was weighted by age to reflect population characteristics. Following are key findings from the survey.

## Valued Community Attributes

Respondents were asked what community attributes were most important to their quality of life. The top five responses were small town/close community (44%), recreational opportunities (36%), people/family/friends (29%), beauty of area/nature (24%), and safe community/low crime (23%).

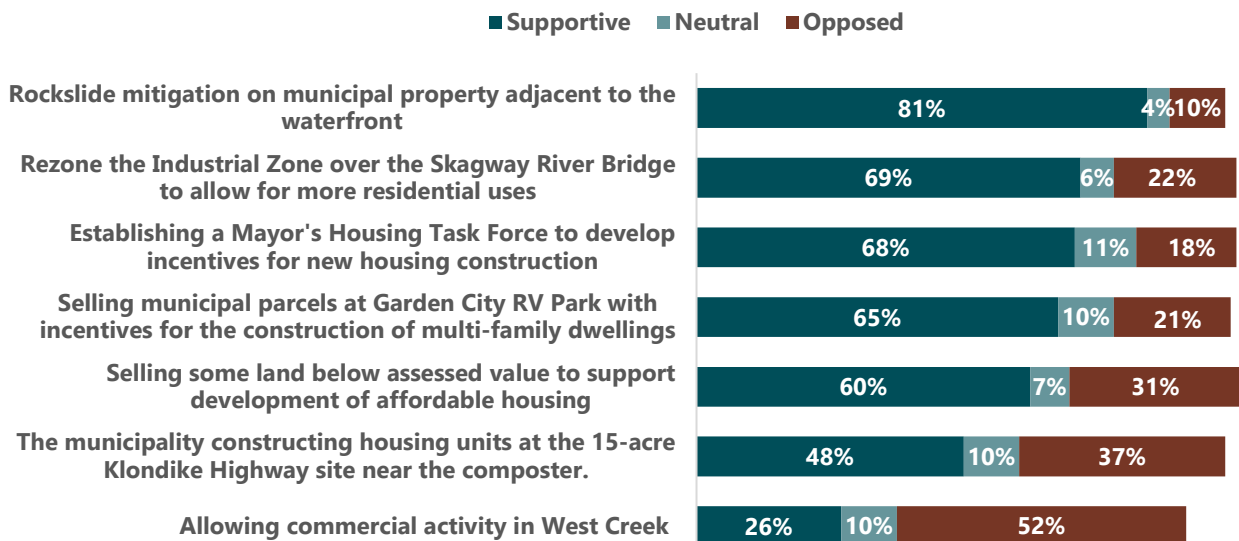
### Most Important Attributes to Quality of Life in Skagway, Top Five



## Land Use and Housing

Respondents were asked to rate their support or opposition to seven potential municipal actions around land use and housing. The most supported action was *Rockslide mitigation on municipal property adjacent to the waterfront*, with 81% supportive and only 10% opposed, followed by *Rezone the Industrial Zone over the Skagway River Bridge* (69% supportive/22% opposed) and *Establishing a Mayor's Housing Task Force* (68% supportive/18% opposed). Initiatives earning the least support were *Allowing commercial activity in West Creek* (26% supportive/52% opposed) and *Constructing housing units at the 15-acre Klondike Highway site* (48% supportive/37% opposed).

### Support/Opposition to Potential Municipal Actions Regarding Land Use and Housing (Very Supportive and Supportive combined; Very Opposed and Opposed combined)



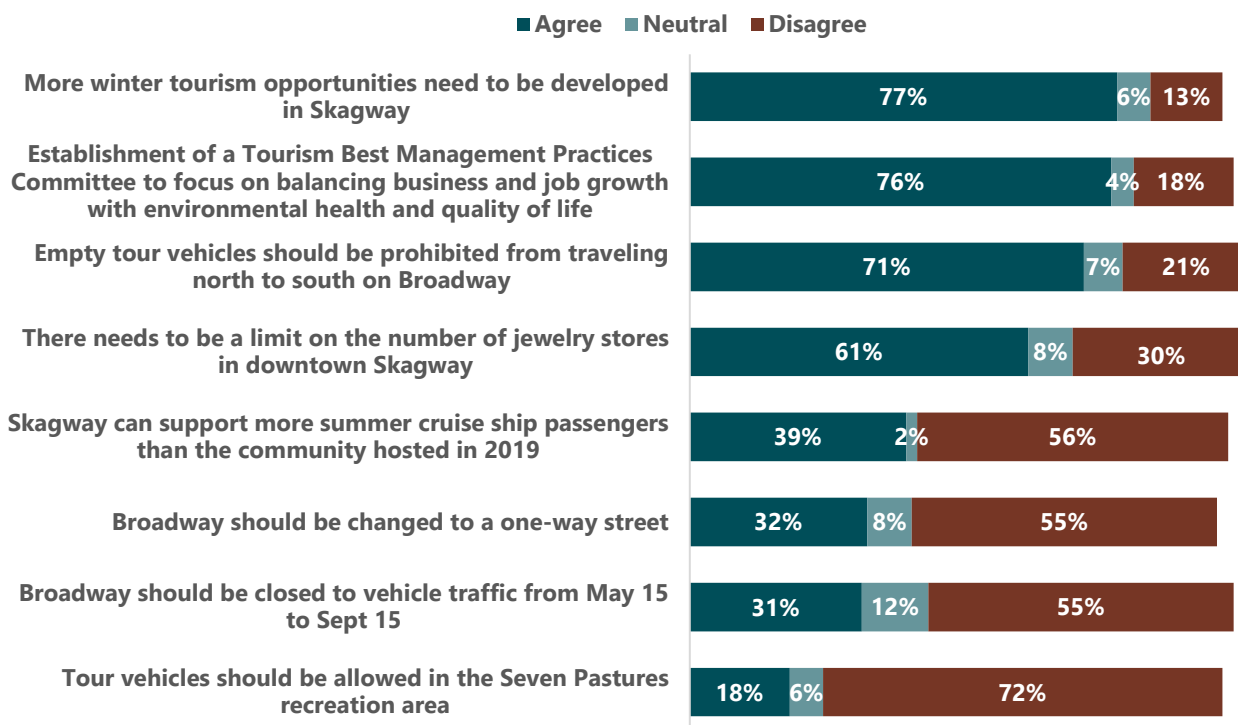
Note: Rows do not add to 100% due to "don't know" responses.



## Tourism

Respondents were asked to indicate their level of agreement with eight statements regarding tourism. The statements with the highest levels of agreement were *More winter tourism opportunities need to be developed in Skagway* (77% agreed) and *Establishment of a Tourism Best Management Practices Committee* (76% agreed). Fewer than half of respondents (39%) agreed that *Skagway can support more summer cruise ship passengers*; 56% disagreed. The statement with the lowest level of agreement was *Tour vehicles should be allowed in the Seven Pastures Recreation Area* (18% agreed; 72% disagreed).

**Agreement/Disagreement with Statements Regarding Tourism**  
(Strongly Agree and Agree combined; Strongly Disagree and Disagree combined)

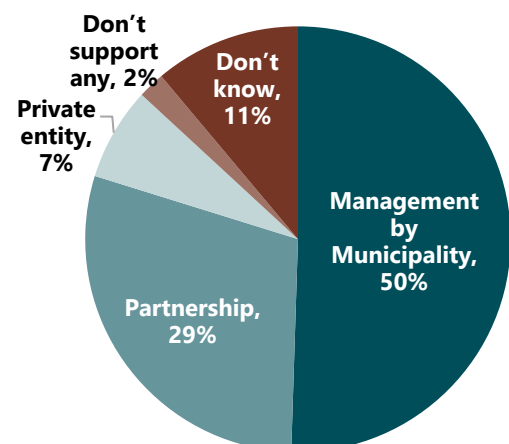


Note: Rows do not add to 100% due to "don't know" responses.

## Port Management Models

Respondents were asked to select which port management model they most supported. The most popular was management by the Municipality, selected by 50% of respondents, followed by a partnership between the Municipality and a private entity (29%); only 7% preferred a private entity through a service contract with the Municipality. Two percent said they don't support any of the three suggested models, and 11% didn't know which model they most supported.

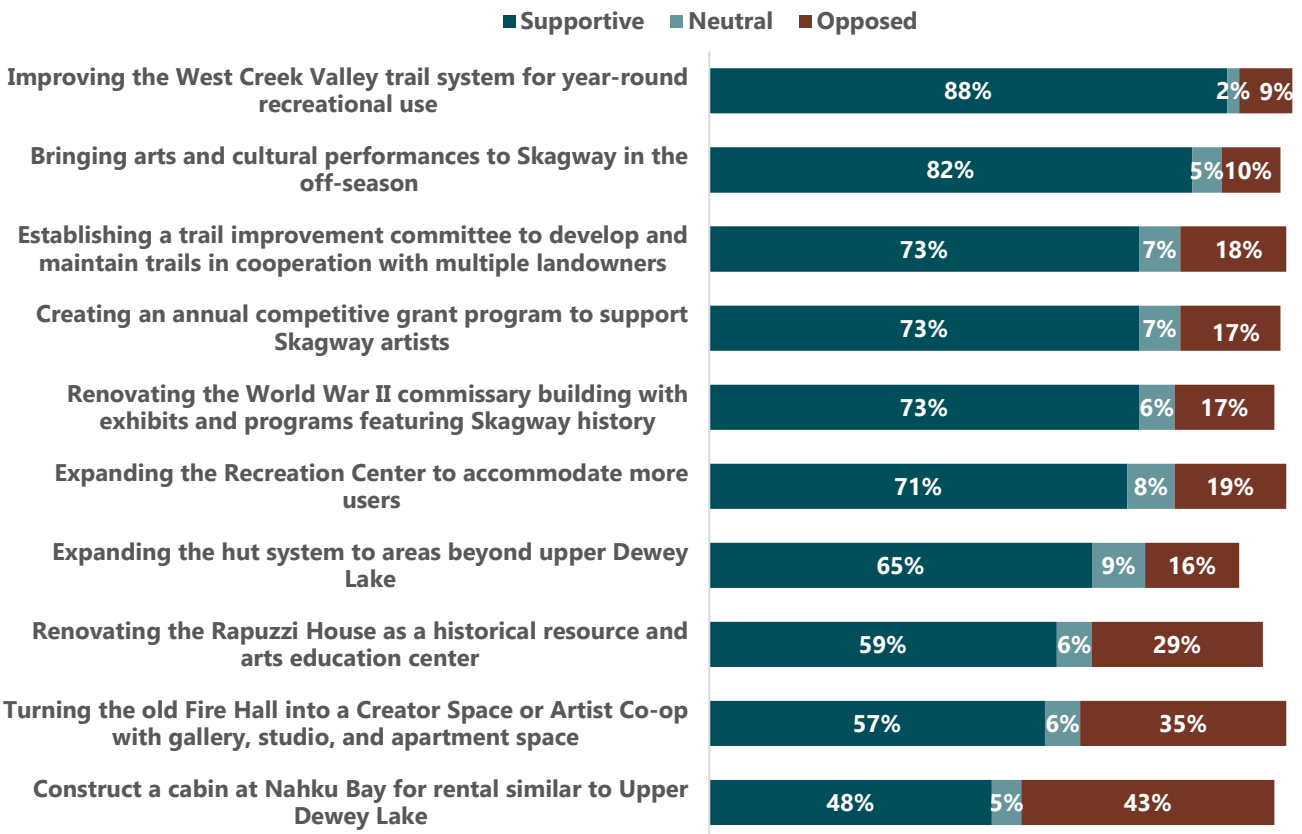
**Preferred Port Management Model**



## Arts and Recreation

Respondents were asked to indicate their level of support/opposition to ten potential municipal actions regarding arts and recreation. Support was strongest for *Improving the West Creek Valley trail system*, with 88% supportive, and *Bringing arts and cultural performances to Skagway in the off-season*, with 82% supportive. The initiatives with the lowest levels of support were *Construct a cabin at Nahku Bay* (48% supportive), *Turning the old Fire Hall into a Creator Space or Artist Co-op* (57% supportive), and *Renovating the Rapuzzi House* (59% supportive).

### Support/Opposition to Potential Municipal Actions Regarding Arts and Recreation (Very Supportive and Supportive combined; Very Opposed and Opposed combined)

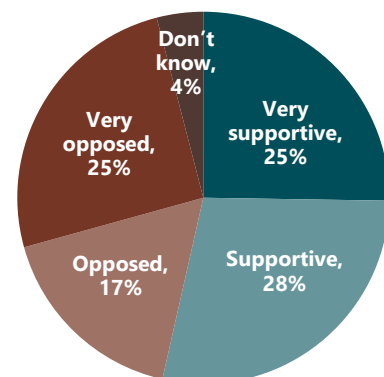


Note: Rows do not add to 100% due to "don't know" responses.

## Sales Tax for Pool Construction

Just over half of respondents (53%) were supportive or very supportive of a 1% City sales tax increase to pay for pool construction, including 25% who were very supportive and 28% who were supportive. Four out of ten respondents (42%) opposed the tax increase, including 25% who were very opposed and 17% who were opposed. Four percent didn't know.

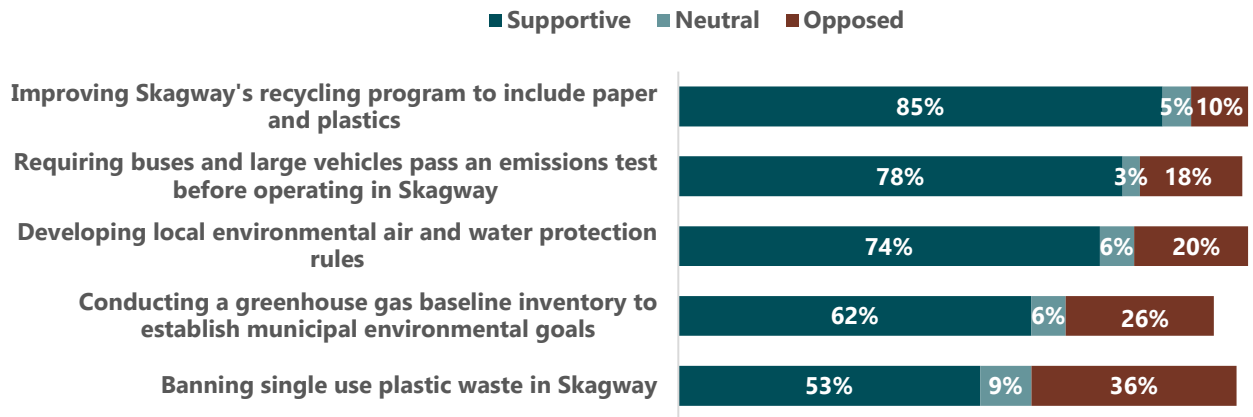
### Support/Oppose 1% Sales Tax Increase for Pool Construction



## Environmental Issues

Respondents were asked to indicate their support/opposition to five potential municipal actions on environmental issues. A majority of respondents supported each of the initiatives. The highest support was for *Improving Skagway's recycling program*, with 85% supportive and 10% opposed, followed by *Requiring buses and large vehicles to pass an emissions test*, with 78% supportive and 18% opposed. The initiative with the lowest support (and highest opposition) was *Banning single use plastic waste*, with 53% supportive and 36% opposed.

**Support/Opposition to Potential Municipal Actions on Environmental Issues**  
(Very Supportive and Supportive combined; Very Opposed and Opposed combined)



Note: Rows do not add to 100% due to "don't know" responses.

# Introduction and Methodology

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## Introduction

The Municipality of Skagway contracted with McDowell Group to conduct a survey of Skagway households to help inform the Skagway 2030 Comprehensive Plan. The survey gauged community sentiment on a range of topics addressing housing, land use, tourism, environmental issues, recreation, arts, and education.

## Methodology

The survey was designed by McDowell Group in cooperation with Municipal staff. A copy of the survey can be found in the Appendix.

Telephone lists were compiled from several sources:

- Available numbers purchased from Dynata, a provider of cell and landline numbers.
- A list of business contacts provided by the City of Skagway.
- A list of Skagway telephone numbers compiled in 2008 for the last Skagway Comprehensive Plan survey.

The lists included both landline and cell phone numbers. The three data sets were merged, and duplicate numbers removed. The final list contained 1,124 unique numbers and was randomized prior to calling. Fielding occurred between September 10 and 18, 2020. Calls were made during weekday evenings and weekend day times. All numbers were called at least twice, with most numbers (88%) called three times.

The number of surveys totaled 201. The maximum margin of error based on Skagway's population of adults age 18 and older is  $\pm 6.1\%$ .

Survey responses for age and gender were compared to Skagway population data from the Alaska Department of Labor and Workforce Development (AKDOLWD). Response by gender closely tracked AKDOLWD statistics. Respondents age 18-34 were underrepresented, while those age 55 and older were overrepresented (a common bias in telephone surveys). The data was weighted by age to reflect population characteristics.

Survey responses were compared among various subgroups including age group, male/female, home ownership, and year-round versus non-year-round residents. Where statistically significant and relevant, differences between subgroups are pointed out in the text.



## Most Valued Community Attributes

- When asked which community attributes were most important to their quality of life, the number one response was small town/close community (44%) followed by recreational opportunities (36%), then people/family/friends (29%). Other common responses included beauty of area/nature (24%), safe community/low crime (23%), and good job/good opportunity to make a living (18%).
- Older respondents (those 55 and older) were less likely to note recreational opportunities (23%) compared to middle aged (35 to 54 years) or younger respondents, both at 43%. Middle-aged respondents were much more likely to note good schools at 21%, compared to just 5% of younger and 4% of older respondents.
- Homeowners were more likely to value safe community/low crime at 26%, compared to 13% of renters.

**Table 1. What community attributes are most important to your quality of life in Skagway?**

n=201	% of Total
Small town/close community	44
Recreational opportunities	36
People/family/friends	29
Beauty of area/nature	24
Safe community/low crime	23
Good job/good opportunity to make a living	18
Good schools	11
Climate/weather	10
Clean water	10
Access to Alaska Highway	9
Distance/isolation from other populated areas	8
Access to local year-round businesses	7
Access to Yukon	5
Housing	3
Gardens/healthy food	2
Access to health care	2
Tourism	2
Good economy	1
Other*	8

\*"Other" responses to this and subsequent questions can be found in the Appendix.

## Attracting Year-Round Residents

- Nearly two-thirds of respondents (64%) agreed that improving municipal amenities and facilities would attract more year-round families to Skagway, while 31% disagreed.
- Those in the middle age bracket were most likely to agree (79%), followed by those under 35 (62%), then older respondents (47%).

**Table 2. Do you think improving municipal amenities and facilities would attract more year-round families to Skagway?**

<b>n=201</b>	<b>% of Total</b>
Yes	64
No	31
Don't know	4

- Those who agreed with the previous question were asked which improvements were needed. The number one response was pool (37%), followed by more/better housing (25%), improve recreation center (25%), more year-round jobs/businesses (17%), and more parks/trails/recreation opportunities (15%).
- Year-round residents were twice as likely to mention housing (30% versus 14% of those residing in Skagway 11 or fewer months a year).

**Table 3. If yes: What improvements do you think are needed?**

Base: Thinks improving municipal amenities/facilities would attract more year-round families

<b>n=101</b>	<b>% of Base</b>
Pool	37
More/better housing	25
Improve recreation center	25
More year-round jobs/businesses	17
More parks/trails/recreation opportunities	15
Better healthcare	7
Better transportation/ferry	6
More jobs/better economy	4
Improve food quality/access	4
Make more land available	3

## Municipal Land Use Actions

Respondents were asked their level of support/opposition to five potential municipal actions around land use and housing.

- A majority of respondents supported four out of the five initiatives, with support highest for rezoning the Industrial Zone to allow for more residential uses (69% very supportive or supportive) and establishing a Mayor’s Housing Task Force (68%).
- The initiative with the least support (48%) and highest opposition (37%) was constructing housing units near the composter.
- The initiative with the highest percentage “very supportive” was selling municipal parcels at Garden City RV Park (26% very supportive).
- Renters were generally more supportive of the housing initiatives than homeowners. For example, 83% of renters were supportive of selling some land below assessed value, compared with 52% of homeowners.

**Table 4. Please tell me if you are very supportive, supportive, opposed, or very opposed to the municipality engaging in and financially supporting each of the following. (%)**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Rezone the Industrial Zone over the Skagway River Bridge to allow for more residential uses	<b>69</b>	16	53	<b>6</b>	18	4	<b>22</b>	3
Establishing a Mayor's Housing Task Force to develop incentives for new housing construction	<b>68</b>	18	50	<b>11</b>	13	5	<b>18</b>	3
Selling municipal parcels at Garden City RV Park with incentives for the construction of multi-family dwellings	<b>65</b>	26	39	<b>10</b>	13	8	<b>21</b>	4
Selling some land below assessed value to support development of affordable housing	<b>60</b>	20	40	<b>7</b>	20	11	<b>31</b>	2
The municipality constructing housing units at the 15-acre Klondike Highway site near the composter.	<b>48</b>	14	34	<b>10</b>	22	15	<b>37</b>	5

- When asked whether they supported or opposed *Rockslide mitigation on municipal property adjacent to the waterfront*, four out of five respondents (81%) were supportive, while 10% were opposed.
- Only one-quarter of respondents (26%) supported *Allowing commercial activity in West Creek*, while 52% were opposed.
- Year-round residents were more supportive of *Allowing commercial activity in West Creek*: 38%, versus 22% of non-year-round residents.

**Table 5. Are you very supportive, supportive, opposed, or very opposed to... (%)?**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Rockslide mitigation on municipal property adjacent to the waterfront	81	28	53	4	8	2	10	4
Allowing commercial activity in West Creek	26	4	22	10	33	19	52	11

## Home Ownership

- Over two-thirds of respondents (69%) owned a home in Skagway while 27% rented and 4% were in another housing situation.
- Older respondents were the most likely to be homeowners (85%) followed by middle aged respondents (78%), then those under 35 (33%).
- Year-round residents were more likely to be homeowners: 79%, versus 67% of non-year-round residents.

**Table 6. Do you own or rent a residence in Skagway?**

n=201	% of Total
Own	69
Rent	27
Other housing situation	4

- Among non-homeowners, over one-third (37%) said they planned to buy or build a home in Skagway in the next five years, while 51% had no plans to do so, and 12% were not sure.

**Table 7. Do you plan to buy or build a home in Skagway in the next five years?**

Base: Does not own home in Skagway

n=50	% of Base
Yes	37
No	51
Don't know	12



# Senior Housing

Respondents were read the following statement before the next question:

*Many communities are trying to find ways to accommodate the housing and health care needs of older Alaskans so they can stay in their home communities longer. One type of senior housing facility that may work for Skagway would provide rooms, meals and activities with a minimal level of personal care assistance.*

- Fifteen percent of respondents said they had household members or family that may be interested in this type of housing in the next five years.
- Among the 31 respondents that answered affirmatively, about half (46%) said they would be very interested, and half (46%) said they would be somewhat interested.

**Table 8. Do you have any household members or family that may be interested in this type of housing in the next five years?**

n=201	% of Total
Yes	15
No	84
Don't know	2

**Table 9. Would they be very interested or somewhat interested?**

Base: "Yes" to previous question

n=31	% of Base
Very interested	46
Somewhat interested	46
Don't know	8

Respondents were asked their level of agreement with eight statements regarding tourism.

- The level of agreement varied widely depending on the statements. The highest level of agreement was with the two statements *More winter tourism opportunities need to be developed* at 77% agree or strongly agree, and *Establishment of a Tourism Best Management Committee* at 76%.
- Two additional statements earned a majority "agree" response: *Empty tour vehicles should be prohibited from traveling north to south on Broadway* at 71% agree, and *There needs to be a limit on the number of jewelry stores in downtown Skagway* at 61% agree.
- The remaining four statements earned a majority "disagree" response: *Skagway can support more summer cruise ship passengers than the community hosted in 2019* (56% disagree), *Broadway should be changed to a one-way street* (55% disagree), and *Broadway should be closed to vehicle traffic from May 15 to Sept 15* (55% disagree). The highest level of disagreement was with *Tour vehicles should be allowed in the Seven Pastures recreation area* at 72% disagree.
- Among year-round residents, 33% agreed with *Skagway can support more summer cruise ship passengers*, while 63% disagreed. This contrasts with 53% agreeing and 36% disagreeing among non-year-round residents.

**Table 10. I am going to read several statements regarding tourism in Skagway. Please tell me if you strongly agree, agree, disagree, or strongly disagree with each of the following... (%)**

n=201	Agree NET	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Disagree NET	Don't know
More winter tourism opportunities need to be developed in Skagway	<b>77</b>	32	45	<b>6</b>	11	2	<b>13</b>	4
Establishment of a Tourism Best Management Practices Committee to focus on balancing business and job growth with environmental health and quality of life	<b>76</b>	32	44	<b>4</b>	12	6	<b>18</b>	1
Empty tour vehicles should be prohibited from traveling north to south on Broadway	<b>71</b>	21	50	<b>7</b>	16	5	<b>21</b>	2
There needs to be a limit on the number of jewelry stores in downtown Skagway	<b>61</b>	25	36	<b>8</b>	22	8	<b>30</b>	<1
Skagway can support more summer cruise ship passengers than the community hosted in 2019	<b>39</b>	10	29	<b>2</b>	35	21	<b>56</b>	4
Broadway should be changed to a one-way street	<b>32</b>	9	23	<b>8</b>	40	15	<b>55</b>	4
Broadway should be closed to vehicle traffic from May 15 to Sept 15	<b>31</b>	9	22	<b>12</b>	32	23	<b>55</b>	3
Tour vehicles should be allowed in the Seven Pastures recreation area	<b>18</b>	1	17	<b>6</b>	43	29	<b>72</b>	3

# Environmental Issues

Respondents were asked their level of support/opposition to five potential municipal actions regarding environmental issues.

- A majority of respondents supported all five potential environmental initiatives. Support was highest for *Improving Skagway's recycling program* at 85% supportive or very supportive, followed by *Requiring buses and large vehicles pass an emissions test* (78%) and *Developing local environmental air and water protection rules* (74%).
- Support was somewhat lower for *Conducting a greenhouse gas baseline inventory* (62% supportive or very supportive) and *Banning single use plastic waste* (53%).
- Younger respondents were consistently more supportive of environmental initiatives than older respondents. For example:
  - 81% of younger respondents were supportive of *Conducting a greenhouse gas baseline inventory*, compared with 65% of middle age respondents and 43% of older respondents.
  - 90% of younger respondents were supportive of *Developing local environmental air and water protection rules*, compared with 75% of middle age respondents and 63% of older respondents.
- Women were more supportive of environmental initiatives than men. For example, 85% of women supported *Developing local environmental air and water protection rules*, compared with 63% of men.

**Table 11. Please tell me if you are very supportive, supportive, opposed, or very opposed to the Municipality engaging in and financially supporting the following activities... (%)**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Improving Skagway's recycling program to include paper and plastics	85	52	33	5	8	2	10	<1
Requiring buses and large vehicles pass an emissions test before operating in Skagway	78	43	35	3	13	5	18	1
Developing local environmental air and water protection rules	74	27	47	6	12	8	20	<1
Conducting a greenhouse gas baseline inventory to establish municipal environmental goals	62	20	42	6	18	8	26	6
Banning single use plastic waste in Skagway	53	25	28	9	26	10	36	2

Respondents were asked how concerned they were with two environmental issues.

- Nearly one-third of respondents (31%), were very concerned with air pollution in Skagway, while another 37% were somewhat concerned, for a total of 68% somewhat or very concerned.
- One-quarter of respondents (24%) were very concerned about street and stormwater runoff, with another 41% somewhat concerned, for a total of 65% somewhat or very concerned.
- About one-third of respondents were not concerned about either issue (31% and 33%).
- Year-round residents were more likely to be very concerned about street and stormwater runoff at 27%, versus 16% of non-year-round residents.

**Table 12. Are you very concerned, somewhat concerned, or not concerned about... (%)?**

<b>n=201</b>	<b>Very Concerned</b>	<b>Somewhat Concerned</b>	<b>Not Concerned</b>	<b>Don't know</b>
Air pollution in Skagway	31	37	31	1
Street and stormwater runoff polluting Skagway's creeks and rivers	24	41	33	2



# Arts and Recreation

Respondents were asked their level of support/opposition to ten potential municipal actions regarding arts and recreation.

- A majority of respondents supported nine out of ten suggested initiatives. Support was highest for *Improving the West Creek Valley trail system for year-round recreational use* at 88% supportive or very supportive, followed by *Bringing arts and cultural performances to Skagway in the off-season* (82%).
- Four initiatives earned supportive responses from about three-quarters of respondents: *Establishing a trail improvement committee* (73% supportive or very supportive), *Creating an annual competitive grant program to support Skagway artists* (73%), *Renovating the World War II commissary building* (73%), and *Expanding the Recreation Center* (71%).
- Earning slightly less support, although still a majority, were expanding the hut system (65%), *Renovating the Rapuzzi House* (59%), and *Turning the old Fire Hall into a Creator Space or Artist Co-op* (57%).
- The only initiative with less than majority support was *Construct a cabin at Nahku Bay* with 48% in support; this initiative also had the highest level of opposition at 43% opposed.

**Table 13. Please tell me if you are very supportive, supportive, opposed or very opposed to the Municipality of Skagway engaging in and financially supporting each of the following... (%)**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Improving the West Creek Valley trail system for year-round recreational use	<b>88</b>	41	47	<b>2</b>	8	1	<b>9</b>	<1
Bringing arts and cultural performances to Skagway in the off-season	<b>82</b>	33	49	<b>5</b>	7	3	<b>10</b>	1
Establishing a trail improvement committee to develop and maintain trails in cooperation with multiple landowners	<b>73</b>	25	48	<b>7</b>	16	2	<b>18</b>	1
Creating an annual competitive grant program to support Skagway artists	<b>73</b>	22	51	<b>7</b>	12	5	<b>17</b>	2
Renovating the World War II commissary building with exhibits and programs featuring Skagway history	<b>73</b>	15	58	<b>6</b>	12	5	<b>17</b>	4
Expanding the Recreation Center to accommodate more users	<b>71</b>	36	35	<b>8</b>	15	4	<b>19</b>	3
Expanding the hut system to areas beyond upper Dewey Lake	<b>65</b>	23	42	<b>9</b>	13	3	<b>16</b>	11
Renovating the Rapuzzi House as a historical resource and arts education center	<b>59</b>	18	41	<b>6</b>	20	9	<b>29</b>	7
Turning the old Fire Hall into a Creator Space or Artist Co-op with gallery, studio, and apartment space	<b>57</b>	25	32	<b>6</b>	26	9	<b>35</b>	2
Construct a cabin at Nahku Bay for rental similar to Upper Dewey Lake	<b>48</b>	13	35	<b>5</b>	31	12	<b>43</b>	4

- Just over half of respondents (53%) supported a 1% City sales tax increase to pay for pool construction, including 25% who were *very* supportive, while 42% were opposed, including 25% who were *very* opposed.
- Older respondents were much less supportive of the initiative: 28% were supportive, compared with 62% of middle age respondents and 71% of younger respondents.

**Table 14. Please tell me if you are very supportive, supportive, opposed, or very opposed to a 1% City sales tax increase to pay for constructing a pool. (%)**

n=201	Support NET	Very Supportive	Supportive	Opposed	Very Opposed	Opposed NET	Don't know
1% City sales tax increase to pay for constructing a pool.	<b>53</b>	25	28	17	25	<b>42</b>	4

# Port Management

Respondents were asked their level of support/opposition to three port management models.

- The most supported port management model was *Management by the municipality*, with 73% supportive. The second most popular was *A partnership between the municipality and a private entity*, with 52% supportive. The least popular model was *A private entity through a service contract with the municipality*, with 35% supportive.

**Table 15. Please tell me if you are very supportive, supportive, opposed, or very opposed to each of the following Skagway port management models... (%)**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Management by the municipality	73	30	43	4	8	4	12	10
A partnership between the municipality and a private entity	52	11	41	8	18	9	27	11
A private entity through a service contract with the municipality	35	5	30	11	26	17	43	11

- The results of the previous question were reinforced with the follow up question which asked respondents to select their preferred model; one-half (50%) selected municipal management, 29% selected a partnership, and 7% selected a private entity. Just 2% did not support any of the three models, and 11% didn't know.

**Table 16. Which of these port management models do you support the most?**

n=201	% of Total
Management by the municipality	50
A partnership	29
A private entity	7
Don't support any of them	2
Don't know	11

# Education and Food Access

Respondents were asked their level of support/opposition to one educational initiative and two food access initiatives.

- Nine out of ten respondents (88%) supported *Developing a vocational education program*.
- Six out of ten respondents (60%) supported *Providing municipal land for use as a food cart marketplace*, while nearly as many (56%) supported *Creating and managing an online local food marketplace*.
- Younger respondents were much more supportive of both food access initiatives: 76% were supportive of the online local food marketplace, compared to 53% of middle age respondents and 46% of older respondents. Similarly, 76% of younger respondents supported a food cart marketplace, compared with 58% of middle age respondents and 51% of older respondents.

**Table 17. Please tell me if you are very supportive, supportive, opposed, or very opposed to the Municipality ... (%)**

n=201	Support NET	Very Supportive	Supportive	Neutral	Opposed	Very Opposed	Opposed NET	Don't know
Developing a vocational education program	<b>88</b>	44	44	<b>6</b>	3	1	<b>4</b>	3
Providing municipal land for use as a food cart marketplace	<b>60</b>	15	45	<b>8</b>	22	6	<b>28</b>	2
Creating and managing an online local food marketplace	<b>56</b>	21	35	<b>7</b>	25	6	<b>31</b>	5



# Demographics

- The average age of respondents was 48 years after weighting. (As noted in the Methodology, survey data was weighted by age group because older respondents were more likely to participate in the survey than younger respondents, when comparing respondent age to Census figures.)
- Just over half of survey participants were female (54%).
- Respondents reported living in Skagway an average of 10.4 months out of the year. Seven out of ten respondents were year-round residents.

**Table 18. Age**

<b>n=201</b>	<b>% of Total</b>
18 to 24 years	5
25 to 34 years	19
35 to 44 years	20
45 to 54 years	23
55 to 64 years	13
65 or older	20
<b>Average age</b>	<b>49 years</b>

**Table 19. Gender**

<b>n=201</b>	<b>% of Total</b>
Male	45
Female	54
Don't know	1

**Table 20. Approximately how many months of the year did you live in Skagway in 2019?**

<b>n=201</b>	<b>% of Total</b>
0 to 3 months	5
4 to 6 months	10
7 to 11 months	13
12 months	71
<b>Average</b>	<b>10.4</b>

## “Other” Responses

### What community attributes are most important to your quality of life in Skagway?

- Access to ferry (2)
- Arts
- Balanced assembly
- Church and grocery store
- Fraternal Clubs (Elks, etc.)
- Government helps people in need
- Library (2)
- No COVID cases
- No traffic, easy to park
- Restaurants and social events
- RV Park
- Senior lunches

### What improvements do you think are needed? (Municipal amenities and facilities)

*Note: Many of these responses were categorized and included in the survey results. The verbatim responses are presented here to provide additional detail.*

- City should add subsidized supermarket. We don't have basic services, no childcare. Add a pool.
- Constructing a Pool
- Covid vaccine
- Diversification. Too much dependency on cruise ships.
- Diversify the economy. We need a fish hatchery
- Elderly Amenities, decent transportation-ferry system too limited now.
- Enlarge recreation center, social distance, and winter availability of rec center so kids can play.
- Expanded rec center, year-round restaurants
- Expanding year round/diversity of business
- Extended water and sewer
- Ferry service to Haines and Juneau
- Ferry system, medical, extra clinic, after school activities
- Health Care, Rec center and school are strong but can always be improved. Housing improvements.
- Honestly, open up property
- Housing (8)
- Housing and employment year-round especially for young families
- Housing and tourism
- Housing availability at reasonable costs. Public transportation improvements between towns.
- Housing needed
- Housing, improve clinic
- Housing, year-round and seasonal
- Improve rec center (would help in winter)
- Improve rec center with pool and sauna
- Improve winter recreation, and port development
- Improvement accessibility to land, business licenses
- Improvements at rec center. Transportation in and out of town (affordable and regular ferry service)

- Improvements to the rec center and trail and hut system
- Jobs
- Jobs, Rec Center, Hiking Trails
- Keep industrial sites industrial
- Keeping school open and year-round jobs
- Lack of housing
- Less tourism. More housing for families
- More activities for families
- More businesses during the winter. Increase winter tourism
- More health services, pool/gym, better/healthier food options
- More housing (4)
- More housing at a reasonable price
- More land for homes
- More outdoor rec opportunities. Improve streets and biking lanes
- More parks
- More recreational opportunities
- More year-round business
- More year-round jobs
- Need a swimming pool. Museum very disappointing. Needs a decent curator.
- Need better healthcare and grocery store that is properly stocked
- Need land to expand town
- Pool (15)
- Pool and Rec center expansion
- Pool at rec center
- Pool, more trails
- Pool. Infrastructure on waterfront, port management, rec center, trails.
- Primary Health Care, Basic Needs
- Rec center, pool, and improvements to the grocery store
- Rec center and pool. Improve trails, maintain quality of education, voc. ed. Accommodate expansion of tourism.
- Rec center, pool, movie theater
- Recreation center and trails
- Recycling center, have permanent doctors, vet helpful
- School and educational opportunities
- Senior center, better community input (difficult due to seasonal), better management.
- Solve the port issue
- Swimming pool, recreational opportunities
- The recreation center will attract people in winter.
- The sewer and garbage plant. Rec center
- Trail Improvements, pool
- Trails, hut, pool
- We need a pool, community garden, playground and hospital
- We need more diversity in our economy, more recreational seasons, we need to have resources come through here, less regulations to mine.
- Winter improvements, healthcare. Improve Fire Dept.
- Year-round economy
- Year-round employment
- Year-round employment, campground
- Year-round jobs (3)
- Year-round jobs, ferries, affordable housing
- Year-round pool. Departments running more efficiently. More appropriate recreation center fees. Change staff positions to part time and eliminate benefits.
- Year-round tourism

**Survey Instrument (see attached)**



# Skagway Community Opinion Survey

Phone # \_\_\_\_\_ Interviewer Name \_\_\_\_\_ Date \_\_\_\_\_

Hi, this is \_\_\_\_\_ with McDowell Group. We are conducting a survey for the Municipality of Skagway's comprehensive plan update, which will guide community growth over the next 10 years. We would like to gather your opinion on a variety of issues. Can I ask you a few questions?

1. In what year were you born? \_\_\_\_\_ 1  Refused

2. Approximately how many months in the last year did you live in Skagway?

# \_\_\_\_\_ 1  Refused

3. What community attributes are most important to your quality of life in Skagway?

(Do not read, check all that apply, probe for at least two.)

- |   |   |  |
|---|---|--|
| 1 <input type="checkbox"/> Small town/close community | 8 <input type="checkbox"/> Distance/isolation from other populated areas  | 15 <input type="checkbox"/> Don't know |
| 2 <input type="checkbox"/> Recreational opportunities | 9 <input type="checkbox"/> People/family/friends                          | 16 <input type="checkbox"/> Refused    |
| 3 <input type="checkbox"/> Access to Alaska Highway   | 10 <input type="checkbox"/> Good job or good opportunity to make a living |  |
| 4 <input type="checkbox"/> Beauty of area, nature     | 11 <input type="checkbox"/> Safe community/low crime                      |  |
| 5 <input type="checkbox"/> Clean water                | 12 <input type="checkbox"/> Good schools                                  |  |
| 6 <input type="checkbox"/> Climate/weather            | 13 <input type="checkbox"/> Access to local year-round businesses         |  |
| 7 <input type="checkbox"/> Access to Yukon            | 14 <input type="checkbox"/> Other _____                                   |  |

4. Do you think improving municipal amenities and facilities would attract more year-round families to Skagway?

1  Yes      2  No      3  Don't know      4  Refused

**If yes: What improvements do you think are needed?**

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[Read] Next, I am going to ask you some questions about housing.

5. Do you own or rent a residence in Skagway?

- |  |  |
|--|--|
| 1 <input type="checkbox"/> Own (skip to Q 7) | 3 <input type="checkbox"/> Other housing situation |
| 2 <input type="checkbox"/> Rent              | 4 <input type="checkbox"/> Refused                 |

6. Do you plan to buy or build a home in Skagway in the next five years?

- |                                |                                       |
|--------------------------------|---------------------------------------|
| 1 <input type="checkbox"/> Yes | 3 <input type="checkbox"/> Don't know |
| 2 <input type="checkbox"/> No  | 4 <input type="checkbox"/> Refused    |

7. Please tell me if you are very supportive, supportive, opposed, or very opposed to the municipality engaging in and financially supporting each of the following.

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very opposed</i>	6 DK	7 Ref
a. Establishing a Mayor's Housing Task Force to develop incentives for new housing construction	1	2	3	4	5	6	7
b. Selling municipal parcels at Garden City RV Park with incentives for the	1	2	3	4	5	6	7

**8. Are you very supportive, supportive, opposed, or very opposed to...**

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very opposed</i>	6 DK	7 Ref
a. Allowing commercial activity in West Creek.	1	2	3	4	5	6	7
f. Rockslide mitigation on municipal property adjacent to the waterfront	1	2	3	4	5	6	7

[Read] **Many communities are trying to find ways to accommodate the housing and health care needs of older Alaskans so they can stay in their home communities longer. One type of senior housing facility that may work for Skagway would provide rooms, meals and activities with a minimal level of personal care assistance.**

**9. Do you have any household members or family that may be interested in this type of housing in the next five years?**

1  Yes      2  No (skip to Q10)      3  Don't know (skip to Q10)      4  Refused (skip to Q10)

**9a. Would they be very interested or somewhat interested?**

1  Very interested      4  Don't now  
2  Somewhat interested      5  Refused

**10. I'm going to read several statements regarding tourism in Skagway. Please tell me if you strongly agree, agree, disagree, or strongly disagree with each of the following.**

(READ, ROTATE LIST)	1 <i>Strongly agree</i>	2 <i>Agree</i>	3 <i>Neutral</i>	4 <i>Disagree</i>	5 <i>Strongly disagree</i>	6 DK	7 Ref
a. Skagway can support more summer cruise ship passengers than the community hosted in 2019.	1	2	3	4	5	6	7
b. More winter tourism opportunities need to be developed in Skagway.	1	2	3	4	5	6	7
c. There needs to be a limit on the number of jewelry stores in downtown Skagway.	1	2	3	4	5	6	7
d. Establishment of a Tourism Best Management Practices Committee to focus on balancing business and job growth with environmental health and quality of life.	1	2	3	4	5	6	7
e. Tour vehicles should be allowed in the Seven Pastures recreation area.	1	2	3	4	5	6	7
f. Broadway should be closed to vehicle traffic from May 15 to Sept 15.	1	2	3	4	5	6	7
g. Broadway should be changed to a one-way street.	1	2	3	4	5	6	7
h. Empty tour vehicles should be prohibited from traveling north to south on Broadway.	1	2	3	4	5	6	7

[Read] **The following questions are about environmental conditions in Skagway.**

**11. Are you very concerned, somewhat concerned, or not concerned about...**

(READ, ROTATE LIST)	1 <i>Very concerned</i>	2 <i>Somewhat concerned</i>	3 <i>Not concerned</i>	6 DK	7 Ref
a. Air pollution in Skagway	1	2	3	4	5
b. Street and storm water runoff polluting Skagway's creeks and rivers	1	2	3	4	5

**12. Please tell me if you are very supportive, supportive, opposed, or very opposed to the Municipality engaging in and financially supporting the following activities.**

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very opposed</i>	6 DK	7 Ref
a. Conducting a greenhouse gas baseline inventory to establish municipal environmental goals.	1	2	3	4	5	6	7
b. Developing local environmental air and water protection rules.	1	2	3	4	5	6	7
c. Requiring buses and large vehicles pass an emissions test before operating in Skagway.	1	2	3	4	5	6	7
d. Banning single use plastic waste in Skagway.	1	2	3	4	5	6	7
e. Improving Skagway's recycling program to include paper and plastics.	1	2	3	4	5	6	7

[Read] **Next, I am going to ask you about your level of support for a variety of arts, recreation, and cultural projects and activities.**

**13. Please tell me if you are very supportive, supportive, opposed or very opposed to the Municipality of Skagway engaging in and financially supporting each of the following.**

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very Opposed</i>	6 DK	7 Ref
a. Bringing arts and cultural performances to Skagway in the off-season	1	2	3	4	5	6	7
b. Improving the West Creek Valley trail system for year-round recreational use.	1	2	3	4	5	6	7
c. Expanding the Recreation Center to accommodate more users.	1	2	3	4	5	6	7
d. Expanding the hut system to areas beyond upper Dewey Lake.	1	2	3	4	5	6	7
e. Construct a cabin at Nahku Bay for rental similar to Upper Dewey Lake.	1	2	3	4	5	6	7
f. Renovating the Rapuzzi House as a historical resource and arts education center.	1	2	3	4	5	6	7
g. Renovating the World War II commissary building with exhibits and programs featuring Skagway history.	1	2	3	4	5	6	7
h. Turning the old Fire Hall into a Creator Space or Artist Co-op with gallery, studio, and apartment space.	1	2	3	4	5	6	7
i. Establishing a trail improvement committee to develop and maintain trails in cooperation with multiple landowners.	1	2	3	4	5	6	7
j. Creating an annual competitive grant program to support Skagway artists.	1	2	3	4	5	6	7

**14. Please tell me if you are very supportive, supportive, opposed, or very opposed to a 1% City sales tax increase to pay for constructing a pool.**

- 1 Very supportive
- 2 Supportive
- 3 Opposed
- 4 Very opposed

- 5 Don't know
- 6 Refused

**15. Please tell me if you are very supportive, supportive, opposed, or very opposed to the Municipality...**

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very opposed</i>	6 DK	7 Ref
a. Developing a vocational education program.	1	2	3	4	5	6	7
b. Creating and managing an online local food marketplace.	1	2	3	4	5	6	7
c. Providing municipal land for use as a food cart marketplace.	1	2	3	4	5	6	7

**16. Please tell me if you are very supportive, supportive, opposed, or very opposed to each of the following Skagway port management models.**

(READ, ROTATE LIST)	1 <i>Very supportive</i>	2 <i>Supportive</i>	3 <i>Neutral</i>	4 <i>Opposed</i>	5 <i>Very opposed</i>	6 DK	7 Ref
a. Management by the Municipality	1	2	3	4	5	6	7
b. A partnership between the Municipality and a private entity	1	2	3	4	5	6	7
c. A private entity through a service contract with the Municipality.	1	2	3	4	5	6	7

**17. Which of these port management models do you support the most?**

(Read 1-3, reread models from Q16 if needed, check only one)

1  Management by the Municipality

4  Don't support any of them

2  A partnership

5  Don't know

3  A private entity

6  Refused

**Thank you for participating in this important project!**

**18. Gender (Do not ask)**

1  Male

2  Female

3  Don't know