

Planning and Zoning Commission
 Skagway 2030 Comprehensive Plan Work Session



October 16, 2019
 Agenda

5:30-5:40 pm

Welcome, Schedule Update, Meeting Overview

5:40-6:30 pm Transportation

- Overview Transportation Packet – Goal, Status, Opportunities & Challenges, Objectives and Actions
- Planning & Zoning Commission Discussion, Q&A
- Public Comments, Q&A

6:30-7:30 pm Land Use and Future Growth

- Overview Land Use and Future Growth Packet – Goal, Challenges and Opportunities, Future Growth Maps, Objectives and Actions
- Planning & Zoning Commission Discussion, Q&A
- Public Comments, Q&A

UPCOMING SCHEDULE

DATE	WHAT	TIME
Friday, October 18	COMMUNITY OPEN HOUSE	Drop by anytime between 6:00-8:00 pm Elks Club
Wednesday, November 20	Pre-draft plan	5:30-7:30 pm, Assembly Chambers
Mid-December	Issue Skagway 2030 Comprehensive Plan for Public Hearing Plan	
Thursday, January 23	Planning Commission ACTION on Plan Special Meeting for Public Hearing & Approve Plan; Recommend to Assembly for Adoption	5:30-7:30 pm, Assembly Chambers
February/March	Assembly ACTION on Plan	Introduction Public Hearing Adoption

Optional --- Sheinberg/Spruce Root via phone for lunch or 5:30 pm meeting - Last week of October and/or 1st or 2nd week of December for final review Goals, Objectives, Actions and OTHER as needed.

- ✓ To get notices about meetings, summaries, hear when the draft Plan is out....make sure you've joined mailing list at Skagway.org/2030
- ✓ Please send any and all comments to skagway2030@skagway.org



Land Use and Future Growth

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Goal

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

- 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, and
- Enhance the quality of life for current and future generations

Land Ownership and Management

Figures L-4 through L-7 show land ownership in the Municipality of Skagway (MOS).

There are about 461 square miles of land (295,000 acres) within the Skagway Borough.

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.

Figure L-1 Land Ownership in Skagway

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 often have plans that layout 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 role regarding land management. 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 are to 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 [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 acquisition), community facilities, utilities, roads, parks and trail (see paragraph above), and for conservation (see paragraph above).

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-4). <https://www.fs.usda.gov/detail/tongass/landmanagement/?cid=stelprd3801708TLM>

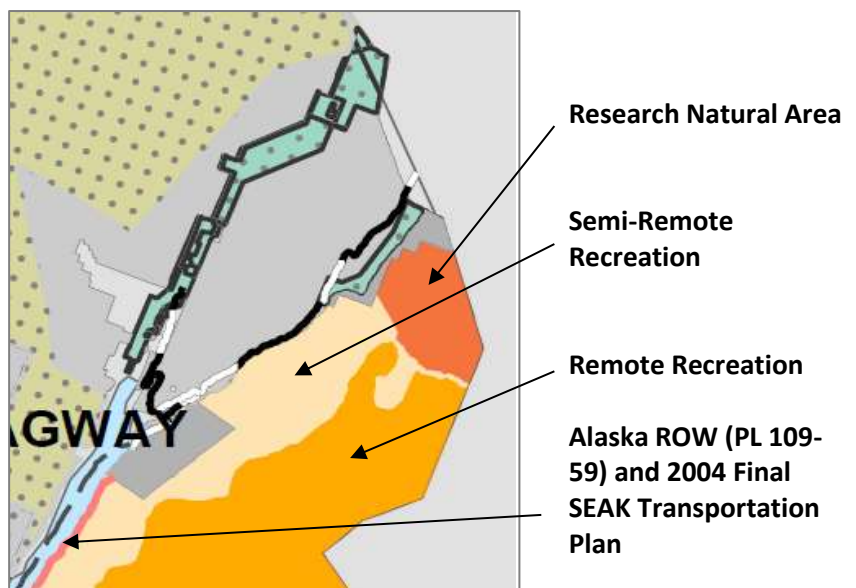
It classifies USFS land in the Skagway area into three categories (Figure L-2):

- [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.

Federal – National Park Service

The purpose of the Klondike Gold Rush National Historical Park (KGRHP), established in 1976, is to preserve and interpret the history of the Klondike Gold Rush of 1897-98. Three of the Park’s four units are within MOS boundaries (Figure L-4 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. National Park

Figure L-2 Tongass Land and Resource Management Plan, 2016 (excerpt)



Service (NPS) management of land, properties, and activities within the KGRNP is in accordance with the Klondike Gold Rush National Historic Park General Management Plan, 1997, and the 2014 Dyea Area Plan and Environmental Assessment. (<https://www.nps.gov/klgo/learn/management/upload/dyea-area-plan-EA-508.pdf>).

Within the Chilkoot and White Pass Trail Units, there is a mix of federal, State, Municipality of Skagway, Native Allotment, and other private land. The Municipality of Skagway manages the 202 acre Dyea Flats at the entrance to the Chilkoot Trail unit in accordance with its Dyea ([SMC 16.10](#)) and Dyea Flats ([SMC 16.08](#)) plans and code.

The NPS works to preserve and restore historic Skagway and supports the community in its revival as a historical entity. In all, the park has restored 14 of the 15 historic buildings it purchased for their gold rush era significance. Six of the restored buildings are leased as businesses (look for the brass plaques outside the entrances). Other historical buildings house the Visitor Center and administrative offices, staff housing, or like the Mascot Saloon and the J. Bernard Moore House, serve as exhibits. The NPS owns 24 city lots totaling about 1.8 acres.

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: 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. c) Access to the Chilkat icefields will be through either the West Creek or Grand Canyon corridors.

State of Alaska Land

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-3). 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

Figure L-3 State Land Use Designations (also see Figure L-4)			
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

See end of chapter

Land Ownership Map - Borough

Land Ownership Map - Dyea/West Creek Area

Land Ownership Map - Klondike Highway and Dyea Road Area

Land Ownership Map - City Center

Current Status, Challenges and Opportunities

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).

Coastal habitats in the MOS are described in the [Skagway Coastal Management Plan](#) (SCMP) in Chapter 3. Though a bit dated, the SCMP map of anadromous fish, wetlands, and amphibian use areas is found in the chapter's addendum.

A clean environment is important to Skagway residents. There were three times during the Comp Plan development that residents could list things important to their quality of life in Skagway. Twenty responses (out of 288 total) were specifically about the value of local clean air and water. Generally, local air, water, and land quality is excellent with only a few site-specific concerns.

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 (DEC) 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 busses, 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. This is particularly a concern in the summer when cruise ships, tour busses and the train are all operating. If it is a dry spell, conditions can get quite dusty as well.

In response to these types of concerns, DEC took 48 air opacity readings during the 2016 cruise season (between the beginning of May and end of September)¹. 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 comprehensive baseline assessment of existing air quality conditions.

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 (source is 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.

Pullen Creek and Skagway harbor are on DEC'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 prepared a Pullen Creek assessment in 2005 and a waterbody recovery plan in 2006. The Taiya Inlet watershed Council prepared a 2006 [Pullen Creek Action Plan](#), which describes current conditions, problems, solutions, and

¹ Moffatt & Nichol, Environmental and Regulatory Compliance- Final Report, Port of Skagway, July 2017

management and restoration recommendations. 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 results. Implementation should also include practices to maintain stable streambanks and minimize the potential for disturbance, erosion, and delivery of contaminated upland and streambank soils. The Southeast Alaska Watershed Council recommends using responsible development practices including setbacks near salmon streams, and community stewardship to reduce impacts to fish (pollution, garbage, lawn care, etc.). Accomplishing 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.

The ADEC lists three places in the Port that are on the State's contaminated site database (ADEC 2017d) and are currently undergoing active cleanup efforts. They are described and summarized in the Moffat & Nichol July 2017 study completed for the MOS, [Port Environmental, and Regulatory Compliance](#). These sites are:

- 1 The Petro Marine Skagway truck rack, where final monitoring and site closure is anticipated within the next few years given monitoring results. Any proposed site maintenance or development will be coordinated with DEC;
- 2 The Skagway Wharf tank area, where active recovery of fuel and vapors and ongoing monitoring continues; and
- 3 The Skagway (Nakhu) Ore Terminal, where several studies and a risk assessment are ongoing. In late 2019, the MOS initiated several ore terminal remediation plan work sessions with White Pass and Yukon Route and its consultants. A draft [Remedial Action Options Analysis](#) is currently under review. All parties wish to see expedited remediation at this site, so that the MOS can proceed with choosing infrastructure improvements at the port to create an efficient design that can accommodate the varied and growing demands of the Port's cruise, fuel, ore, freight, and ferry transportation needs.

Natural Hazards

<p style="text-align: center;">Challenges and Opportunities</p> <p style="text-align: center;">Prevent development in areas at high risk for rockslides and flooding unless risks can be mitigated.</p>

The four most significant hazards that development and land planning must consider and mitigate are: Taiya and Skagway River flooding, rock slides, wildland/urban interface fires, and earthquakes. Skagway is updating its FEMA Hazard Mitigation Plan, scheduled for adoption in late 2019. 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. The SCMP Natural Hazard Inventory Map is in the addendum to this chapter. 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 could impact developability of land and suitable activities in Liarsville, in the old paint ball area north of the WP&YR 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 was breached. NOAA's National Weather Service has water gages on both the Skagway and Taiya River's to monitor water levels and issue flood warning 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 could better 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, with several rockslides in the last few years off the mountains east of town adjacent to the Railroad Dock and the railroad. In response to several recent rock falls, including two in one week in 2019, MOS and WP&YR are beginning to work on a mitigation plan for rockfall adjacent to WP&YR 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 would occur. The MOS attorney will be engaged to protect the MOS from liability concerns. In late 2019 or early 2020, the MOS will 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. In addition, a table top and 'wheels-rolling' exercise with MOS and WP&YR emergency responders should occur to test the procedures and preparedness.

Residential Land Use, Activities, and Zoning

Opportunities and Challenges

Facilitate residential development by providing municipal land in a measured manner and encouraging other public landowners to do so as well. Skagway needs at least 60-120 more dwelling units by 2030 to meet pent-up and future demand. Opportunity areas are along Klondike and Dyea Highways, at Garden City RV Park, on some scattered municipal and private lots off Alaska Street and 4th-5th Avenues, underused or vacant lots in the townsite, and a limited area for 'dry cabin' living just before the West Creek Bridge. Special focus is needed on dwellings that are affordable for young adults, young families, and seniors.

Skagwegians desire more housing variety and types. There is interest in having more condominiums, apartments, cottage houses, townhouses, and shared wall dwelling units.

Update the Zoning Code to modernize and provide consistent definitions; ensure rules facilitate the types of development Skagway wishes to encourage; and that any updates do not create unintended consequences or loopholes. Consider use of zoning overlay districts to accomplish residential development goals.

Revise the zoning map over time to implement the direction on the 2030 Comprehensive Plan Future Growth Maps and as described in this chapter.

The MOS housing stock has been steadily increasing for decades. Between 2010 to 2019, the number of dwelling units increased by about 30% while the population increased 12%. Even with this construction boom, there are not enough houses to meet the demand. The only official estimate of vacancy rates is from 2017 and have 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. Today, most residents say the only way to find a house today, let alone an affordable one, is by word of mouth.

See the Housing Chapter of this plan for more opportunities and tools to stimulate housing development. This chapter addresses land for residential development trends and zoning. *[Readers: some of the material in this chapter may end up in the housing chapter in the final plan and vice versa.]*

Period	Estimated Number of Dwelling Units Constructed			Population Gain During This Period	
	Number Built	Total	Percent Change	Pop at End of Period	Percent Change
1990-2000	108	512	27%	862	20%
2000-2010	183	636	24%	968	11%
2010-2019	189	825	30%	1,088	12%
<i>Sources: US Census, Skagway Development Corp., Sheinberg Assoc</i>					

Residential Development Trends

The 190 dwelling units built in the last decade have largely been infill - literally the filling in of homes in the developed parts of town. Zoning and other code changes have had a role in achieving this. Many landowners in the Residential General zone have put in accessory apartments, which the 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 1000 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 many 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 that the MOS would use to establish a remote parking lot where accessory dwelling unit residents would park rather than onsite.

Over the last few years, there has been also a lot of construction in the Business General district of duplex, triplex, and four-plex units on single or two adjacent lots.

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

Make More Land Available for Homes and Encourage a More Diverse Variety of Housing

To meet all needs, communities must have a variety of home types available for all different life stages, lifestyle preferences, and budget needs.

Skagway's original townsite stretches from the waterfront to the Klondike Highway Bridge and railroad maintenance yard. It is 4 blocks wide and 23 blocks long. Each block is approximately 100 by 600 feet, subdivided (originally) into 12, 5,000 square foot lots with alleys. Water, sewer, and electricity serve the townsite. Typical development on these small lots has resulted in 12 dwelling units per block or 24 if they each have an accessory apartments, or 50,000 sf. This translates to residential densities of 10 to 20 dwelling units per acre, which is moderate density. A 3-5 story apartment or condominium building will typically have higher densities than this, but a single family/multi-family residential neighborhood does not. Thus, needing significantly higher density development isn't the key issue in Skagway; the issue is needing more flexibility and housing variety.

Key issues and interests of residents and some ways to accomplish them, are to:

1. Build more housing variety and types. There is interest in having condominiums, apartments, cottage houses, townhouses, and shared wall dwelling units. Under current zoning these options are really only 'easily' possible in Business General or Industrial Light zoning districts. And, some still aren't possible even there.

2. Recognize that 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.
3. Encourage more residential development and more housing variety and types in the areas designated on the Future Growth Maps X and X for Residential. Goal is to encourage the building of cottage homes, clustered development, and multi-family developments.
4. Have an option for land to support small 'dry' cabin living as is very common in, for example, Fairbanks. These are more remote places where residents provide their own water typically by hauling it or through cisterns, and have personal outhouses or incin-o-lets. There are about 10 acres of MOS land on the west side just before the West Creek Bridge that could be appropriate for this living choice.
5. The MOS and AMHT should make more land available for higher end large lot residential living off the Dyea Road (see Future Growth Map X). Most larger lots the MOS has made available in the past via lottery are now developed.
6. Per the Skagway Development Corporation's survey results and its work with the Planning and Zoning Commission, build housing on Blocks 85 & 102 (Garden City RV Park) for "starter family homes" targeting those that make 80-120% median income and other year-round housing (all, affordable, etc).
7. In conjunction with water and sewer extension past 23rd Avenue Bridge, on half the MOS 15-acre site on Klondike Highway, accomplish a combination of relocating RVs and building condos, apartments, congregate or bunkhouses, in order to replace seasonal housing lost at Garden City and also provide other seasonal and affordable housing. Provide sound and visual buffer to adjacent public works yard and other industrial land uses.
8. Encourage or take any actions possible to reduce the cost of development.

Zoning Code Needs an Update to Accomplish Desired Residential Future Growth and Development, Land Use and Housing Objectives and Actions.

1. Modernize definitions and make consistent throughout the code for mobile homes, trailer parks, RVs, modular homes, manufactured home etc.

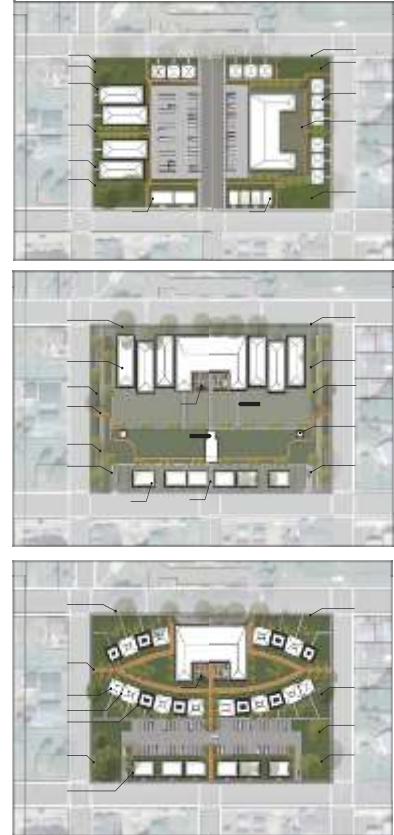
Planning and Zoning Commissioners and Skagwegians are frustrated at times with elements of the current zoning code. There have been several zoning code tweaks and updates over the last 20 years; however, the code is old and at times it seems to inhibit rather than facilitate desired residential development. 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 wished 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 attorneys are not zoning and development experts and not familiar with the innovative and flexible options of modern zoning codes.

2. Skagway’s current zoning code does not allow for Planned Unit Developments, Clustered Housing, or Cottage Housing, which limits development and redevelopment options, creativity, and design as well as opportunities for open space and pedestrian connectivity.

Skagway’s residential zoning codes were developed with 5,000 sf lots laid out in a grid with primarily single-family homes in mind. They lack flexibility and direction for lots greater than 5,000 sf. The goal is to encourage the building of cottage homes, clustered development, and multi-family developments. What if someone (or the muni) owns two or more adjacent lots or a large parcel and wants to build a principal dwelling unit, and some smaller cottage housing clustered around an open space? Or wants to build some a mix of attached condos/townhouses – maybe with some ground floor studios or offices, and a play area for kids that live there?

Accommodating these concepts will require flexibility on lot coverage, setbacks, some placement on lots, and building design. Ways to do this will be through either new a zoning district, an overlay district, or new zoning provisions for clustered developments and Planned Units Developments everywhere in MOS or in the Residential Transition Areas shown on the Future Growth Maps in parts of the north and northeast side of the townsite and in areas along the Klondike Highway. (Overlay zoning is a regulatory tool that creates a special zoning district, placed over an existing base zone(s), which identifies special provisions in addition to those in the underlying base zone. Overlay zones can provide increased flexibility in local zoning codes. An overlay district can share common boundaries with the base zone or cut across base zone boundaries.)

Example concepts of planned unit developments, cottage housing, and cluster housing concepts that could be on blocks 85 and 102 to provide 60-90 dwelling units under more flexible zoning.



3. Should there be a zoning district where multi-family buildings are easier to permit?

In the early 1990's, Skagway had distinct Multi-Family and Single Family/Duplex zoning districts. They were combined into a single Residential General (RG) district because the land use pattern actually was a mix of multi-family and less dense dwellings throughout and all lot sizes were the same. Multi-family dwellings are now conditionally allowed within the RG zoning district. As far back as 2009, some residents suggested that an area where multi-family housing was encouraged by easing permitting requirements, was needed to encourage housing development. A decade later in 2019 this same concern was raised repeatedly during comp plan discussions of housing and land use.

For example, if someone wants to build a 3-story 24 unit condo or apt building, under current zoning that would only be possible in Business General, Business Historic, and Industrial Light - no residential zoning districts allow this. Should there be a residentially zoned area(s) where condo and apartment development like this is allowed?

4. 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?

5. All zoning outside developed areas is zoned in a Residential Conservation as a “holding” zone until rezoning is warranted. Several areas need updated zoning, including [REDACTED].

6. 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.

7. If a small private community septic system is provided in areas without municipal water and sewer, why are higher residential densities only allowed for RV parks (per the industrial zoning code)?

This is how manufactured homes and RV parks are on some privately owned parcels out Klondike Highway. Why isn’t this allowed for townhouses or condos or apartments? Are there places along Liarsville Road where this should be allowed?

Residential Development along Klondike Highway

The 220+ acres straddling the Klondike Highway north of the 23rd Avenue Bridge and the Liarsville Road were designated in past Skagway Comprehensive Plans for industrial future growth and likewise have been zoned industrial. This is due to a combination of legacy issues and some current considerations. The area is adjacent to the Klondike Highway, a major transportation corridor with traffic and noise. The land east of the Highway is adjacent to the Skagway River and two locations have long been used for gravel extraction and sorting yards. This is also where the former 86-acre oil tank farm was located, which closed in the mid-1990s, had tanks removed and area remediated in the late 2000’s, and was vacant land with unclear future uses when the last Skagway Comp Plan was prepared. The area is some of the only industrial zoned land in town.

Despite the industrial future growth map designation and industrial zoning, development patterns today reflect current economic and community demands and an area of “messy vitality” has been created with a mix of commercial, residential, recreational, and industrial land uses. By 2022-2023, a long-term municipal goal to extend water and sewer to the area is expected to be complete. This will both enhance fire protection in the area and enable higher density residential development. Area zoning needs changed 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 existing residences, trailer parks, and developments with manufactured some or tiny homes in the area have installed private wells and septic systems.

The Future Growth Map at Figure X changes 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 residential future growth. This guides the types of development the municipality will encourage in these areas over time. Rezoning would follow in the future. Note that because of the “messy vitality” mix of uses in the area, it will be critical for all development to buffer adjacent, or potentially adjacent, residential development from lights, noise,

odors, and visual impacts of nearby industrial development. Leave trees and vegetation to the maximum extent as development in the area proceeds as it is an excellent buffer.

Extension of water and sewer will facilitate all types of more concentrated development in this area. 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. In addition, ending the use of leach fields so close to the aquifer beneath the Skagway River that provides Skagway's drinking water will help protect drinking water quality in the long term.

Of note, half the municipal '15-acre' site is slated for residential development and half for a public works campus to include the new composter, solid waste sort yard, and other related uses. As noted above, buffering with adjacent residential use will be very important. Initial plans call for relocating the 80 RVs from Garden City to this area (and presumably finding a way to turn this into a private or leased development). There is an opportunity to do much more here than just relocate RVs. This could also be an area for congregate housing and for apartments and townhomes for full time or seasonal residents.

Workforce Housing

In 2018, Skagway's summer employment according to ADOLWD was 1,250 higher than in the winter. However, this is not a complete count as it does not, for example, include seasonal small businesses owned by sole proprietors. A 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. This did not include employees who live in their own homes or young adult children living in their parent's homes. It is expected that the seasonal workforce and need for seasonal housing will continue to grow over the next decade (see Economic Development chapter).

Workforce housing challenges include:

- Much of the workforce housing is vacant in the winter, 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 to do the unsustainable "summer shuffle."
- There are 50 RVs now helping to fill seasonal housing needs in Garden City RV Park that will be removed in the next few years to make way for denser, higher quality housing in the townsite.

As noted, some seasonal housing is currently met in RVs, both those at Garden City and also seasonal RVs in yards allowed by a new zoning code provision in effect until workforce housing is developed on the municipal 15-acre site along Klondike Highway.

RV Parks are an inefficient use of land; a lot more housing per unit of land can be achieved with a 2 or 3-story building. In addition, many don't feel that RV Parks often the most attractive looking 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?

Here's a development concept that accomplish this on municipal land either at 15-acres, or on contiguous municipally owned lots along Alaska Street. Instead of RVs, build a 2-3 story building to provide housing for 25-30 through a combination of dorm-style rooms with shared kitchens and bathrooms, and efficiency apartments.

- The city 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 city could sell the land at market value or at a discount to a Coop or a nonprofit to build and manage workforce housing. Justification for selling land at a discount, or giving tax break for period of time, is that it is encouraging accomplishment of a city 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 multi-million dollar building on their own.
- Issues to consider are is this fair to businesses that already investment and built worker housing on their own dime? Perhaps it's not 'fair' but that's okay because its meeting a pressing public policy need (to relocate some of Garden City RVs sooner that utilities can be extended across and build more workforce housing).
- The business and management details need more work, but the concept is sound.

Skagway has no special needs housing (homeless, seniors, persons with disabilities, etc.) and only one subsidized dwelling unit (targeted for a lower income Alaska Native).

See the Housing chapter for more information.

Commercial and Industrial Land Use and Activities (Non-Waterfront)

Commercial

Both 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 and information.

Very few commercial development issues were raised during this plan's development. Retail businesses are found in the General Business zoning district (mostly along State Street) and in the Business Historic zoning district (lower Broadway area) which is primarily oriented toward visitors. The primary differences in uses are that more auto-oriented businesses are allowed in the General Business district whereas there is a relaxation of parking requirements in the Business Historic district. Also in the Business Historic district there are no required front yard setbacks, and design and signage standards are imposed.

The area between the railroad tracks and Spring Street, from 1st to 5th Avenues is zoned for industrial development. Virtually all uses here are commercial and include 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 7-12) designates this area for commercial land use. This area could be rezoned Business General.

Industrial

In addition to the Spring Street area reviewed above, other industrial areas are:

- the Public Works Campus with the wastewater treatment plant and offices across the street at the former police station
- Many parts of the port (though zoned waterfront, and discussed in the next section).
- areas along the railroad tracks and airport (zoned light industrial),
- the incinerator and ash fill area (designated on future growth map for industrial, zoned Residential Conservation – need to be rezoned to Industrial)
- the WP&YR railroad shop area,
- the ADOT shop and rock quarries on the uphill side of Klondike Highway,
- gas stations, and
- the Klondike Highway- Liarsville area

Changing land use and future growth for the Klondike highway and Liarsville area is discussed in its own section under residential.

The area along 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 Highway and enter town.

For commercial and industrial use in this area:

- Three large areas adjacent to Skagway River would remain designated for industrial future growth
- Two areas on the uphill side of the Klondike Highway would be slated for future commercial growth, including areas now used for tourist oriented ventures and tours, commercial gardens (several), mini-storage units, and bus storage/parking. Similar uses would be expected in the future.

Is this enough land for future commercial and industrial growth in this area?

Future industrial and commercial uses in this area will be existing tourist oriented ventures and tours, commercial gardens (several), mini-storage units, and bus storage/parking, perhaps a future warehouse facility to facilitate transshipment of goods, gravel and aggregate related (dredging, concrete, crushing, batch plants, asphalt etc.), solid waste storage and handling, and potentially some value added wood manufacturing. The land designated for commercial or industrial use on the Future Growth Map in this area seems that it would be adequate to handle these uses and a good area for them.

During the 2020 Comprehensive Plan development, there was discussion about whether to retain the industrial Future Growth Designation for this entire area, or divide it into industrial, residential, and commercial. Arguments to retain it as industrial are that this is the only remaining undeveloped area truly suitable for industrial development and that there are other areas available for residential development. Also, if it remains industrial, the zoning code allows the planning commission to approve a variety of uses through the conditional permit process (thus the differing land use there now). The decision was to retain an industrial Land Use Designation for the area to continue to allow flexibility to respond to changing conditions and needs. This 2030 Comprehensive Plan takes the alternative tack and recommends using Future Growth Designations for a mix of commercial, industrial, and residential development. This is because ten years later land use development patterns of formerly vacant land are clear, utility extension is imminent, municipal land has been purchased for residential development in the area, and there is increasing pressure for residential development throughout town. This will help provide predictability about expected land use for all property owners, more clearly show desired land use, and encourage desired private investments.

The Skagway River continues to be an important source for gravel and sand. Material extraction continues to be an important industrial land use in town. Land adjacent to the railroad tracks and the bluff to the east of town has industrial rock and gravel resources. This area is already impacted by constant railroad use and is proposed for industrial development primarily to accommodate material extraction. As the railroad heads north of town though, the recreation and scenic values, as well as topography begin to favor recreation-related development. The boundary between industrial and recreation land use in this area is somewhat arbitrary — future planners should consider the boundary between these land uses as “soft” and give possible industrial or recreation related developments in the area due consideration.

Because the location of an economically viable mineral deposit cannot be moved, development of mineral deposits may be considered within any of this plan’s future Land Use Designations. Part of a proposed mines’ 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 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 KGRNHP must take the use of the park unit into consideration, including avoiding or minimizing impacts to its recreational and historic use. Impacts to wildlife populations in the area should also be avoided or minimized. Trail extension in conjunction with firewood cutting and gathering is anticipated per the 2014 West Creek Master Plan and encouraged.

The Port and Waterfront Land Use and Activities

Land Use and Activities Issues and Challenges

Maintain an efficient and well-functioning port.

Several of the port's upland areas are now under-utilized.

Maintain opportunities in the port and along the waterfront for diversified economic activity conducted in an environmentally sound manner.

Have beautiful, well-defined, and safe pedestrian routes along and between waterfront areas.

Maintain regular marine access to and from Skagway.

Remediate the ore terminal. Install a new ore-loading arm to ensure safe and efficient multi modal use of the waterfront.

Accomplish small boat harbor expansion including area for vessel storage and marine repair.

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.

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 analyzes of options have been completed. Identify a preferred solution and stick to it.

There is quite a bit of information about the port and waterfront in both the Economic Development chapter and Transportation chapter of this Plan.

Briefly, Skagway's port and waterfront are home to:

- Three major docks: the White Pass and Yukon Route (WPYR) Railroad Dock, and the Ore dock and Broadway dock, both owned by the Municipality and under lease to WPYR
- The Skagway Ore Terminal, owned by Alaska Industrial Development and Export Authority, and rebuilt and refurbished to accommodate copper concentrate that was shipped through Skagway between 2007 and early 2019 (scheduled to restart fall 2019). There is also 120,000 sq. ft. open storage adjacent to the Ore Dock that is suitable for large bulk cargo.
- The Petro Marine Fuel bulk fuel terminal
- Temsco Helicopters
- The state of Alaska's Skagway Airport
- The Alaska Marine Highway ferry terminal
- The Alaska Marine Lines barge landing
- The small boat harbor

- Pullen Creek and Pond
- Pullen Creek RV Park

This chapter focuses on land use at the port and along the waterfront.

The Future Growth Map designates the port and adjacent uplands for Waterfront Commercial Industrial use and the zoning is the 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 use the docks 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. To satisfy these multiple needs with limited waterfront land, the western half of the Port is oriented to industrial and transshipment uses and the eastern half for general cargo, visitor, and small boat harbor-related uses. However, general cargo and ferry uses are in the middle of it all. Buffering between these uses is important as is well-marked and attractive pedestrian paths so that these uses can coexist.

The MOS is actively working to:

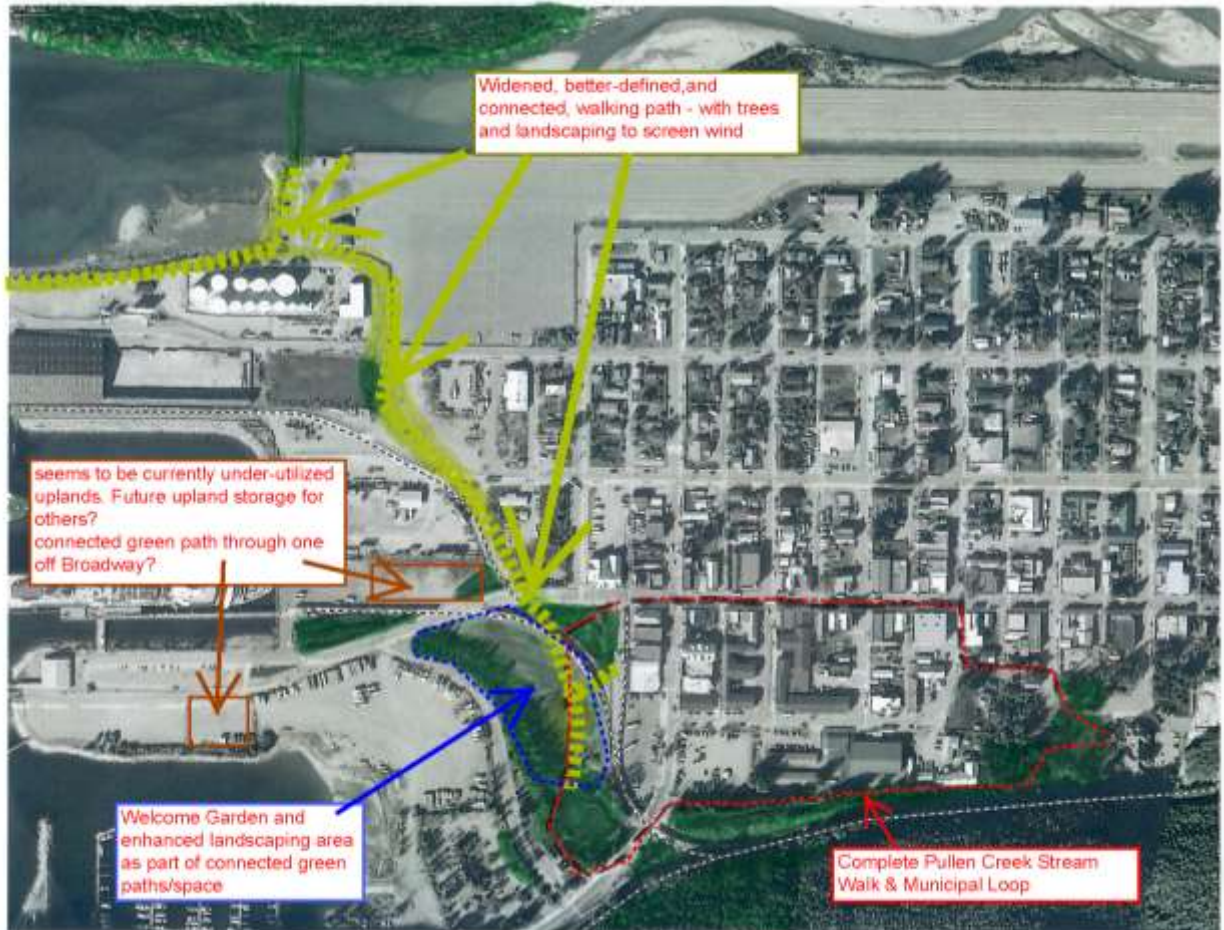
- Push action on ore terminal remediation
- Constructively participate in waterfront lease negotiations, which must be renewed by 2023
- Determine a more active role and monetarily equitable role for the MOS in the port management and operation
- Plan for infrastructure improvements to accommodate cruise ship industry growth, small boat harbor expansion, possible relocation 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

Connected pedestrian paths and green spaces 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. Port users comment that visitors are constantly walking down to the ferry dock by mistake rather than to their cruise dock. One suggestion is to just accept this and have a well-defined walking path through underutilized uplands to the MOS boat yard, boat harbor, and railroad dock. Meandering visitors also end up at the AML barge dock and conflict with off and on-loading of containers at times.

The Future Growth Map at Figure X shows connected pedestrian paths and improved green space through the port that connect existing paths and landscaped places, uses existing right of ways and movement patterns, and build on ideas of the Assembly's OASIS committee. In addition, 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, but still get visitors get to the shopping district on Broadway.

Below is a sketch illustrating safer, connected, landscaped walking path opportunities along the waterfront.



Small Boat Harbor, Pullen Creek RV Park, Underutilized Uplands

Residents, independent visitors, transient boaters and day boats and others use the small boat harbor. The Economic Development and Transportation chapters discuss more about the non-cruise dependent economic opportunities of the small boat harbor and adjacent uplands.

Skagway's small boat harbor had 104 tenants in 2018, about evenly split between Skagway and Whitehorse residents. In 2018, there were 15 vessels on the waiting list. Phase II expansion will increase the number of available slips in the small boat harbor by 32, from 104 to 136. Independent visitors love

the 3-acre Pullen Creek RV Park with about 34 RV stalls, 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. There is a lot of competition for uses at the limited Skagway port. Yet, close examination reveals a number of underutilized uplands spaces. 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.

The illustration below depicts the land use issues and opportunities raised in this discussion.



West Creek

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. Describes desired future land use, management intent and actions, and improvements in three West Creek Management Areas.
5. Updates the Skagway 2009 Comprehensive Plan’s future growth map to include West Creek Management Area 1: Resource Reserve; Management Area 2: Recreation and Open Space; and Management Area 3: Future Growth Area.
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!”

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.

Two proposed differences compared to the West Creek Master Plan

First, the Est Creek Master Plan left an area still designated as a Future Growth Area for the Comp Plan's Future Growth Maps. After reviewing the West creek Plan again, I am not sure why. Given both the recommended management intent and actions in the plan, and the recent completion of the surrounding BLM landowner's Management Plan for this area, there seems to be no reason to retain this Future Growth Area designation. Instead, the Future Growth Maps in the Skagway 2030 Comprehensive Plan use a combination of Resource Reserve, Recreation Reserve, and Recreation/Open Space.

The second change is about residential development. 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 10 or so municipal acres west of and just before the West Creek Bridge could satisfy resident interest in places to have a dry cabin home and lifestyle. See page ___ of this chapter. The Future Growth Map X for this area thus designates the area there for Residential Low Density future growth.

Municipal Land and Facilities

To Be Completed

Challenges and Opportunities

- Designate municipal land for future water treatment facility – See Future Growth Map L-X.
- Consolidate Public Works/Utilities facilities at the Wastewater Treatment/old Police station area on half the new 15-acre site off Klondike Highway. When accomplished, sell municipal lots at 5th Avenue and Alaska Street.
- Determine best use for old city fire hall
- Is there adequate land for wastewater facility expansion (as needed)
- Landfill/ash disposal areas/options (linked to solid waste handling, composting, future of incinerator etc.)
- Location for year-round Senior Center acceptable to MOS and seniors.

Recreation

Please refer to the Recreation chapter.

Add: Create an off road path along Alaska Street to Seven Pastures on combination of sidewalk and airport dike levee to pedestrian bridge across 23rd Avenue. Use this as jogging path from School to a new track around Seven Pastures area.

Future Growth Designations and Maps

Current land use, challenges, and opportunities, community ideas, and comments during the plan development process, research and interviews, emerging trends, and professional community planning expertise, are all combined to prepare the Future Growth Designations and maps. This chapter reviews many of these considerations, as does other parts of the Comprehensive Plan.

By signaling the manner in which the municipality desires to grow, the Comprehensive Plan's Future Growth Designations help the public see possibilities for future development, investment, and protection.

The broad Future Growth Designations in the Comprehensive Plan guide future land use and development, including zoning and rezoning decisions. They are NOT zoning.

When a development project or Capital Improvement 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 Future Growth Designations.

The Future Growth Designations shown on maps x-x 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 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 review proposed projects against this direction.

Skagway's Future Growth Designations are:

- Residential
- Residential Low Density
- Residential Transition Area
- Industrial
- Waterfront Commercial Industrial
- Commercial
- Recreation Reserve
- Recreation/Open Space
- Hydroelectric/Recreation
- Resource Reserve

Skagway Future Growth Designations

Residential

Encourage development of a healthy, safe and pleasant environment for residential living protected from incompatible and disruptive activities.

Residential Low Density

Encourage development of a healthy, safe and pleasant environment for low density (one single family or duplex dwelling unit per acre) residential living protected from incompatible and disruptive activities.

If public sewer and water are extended, or adherence to drinking water and sanitary waste disposal regulations can be demonstrated, higher densities may be allowed.

Residential Transition Area

(Areas designated for Residential Future Growth off Klondike Highway and north and northeast areas in town).

The Residential Transition Area future growth designation pre-sages future zoning and land use changes. The desire and challenge to encourage a more diverse variety of housing is discussed in the Residential Use and Activities section of this chapter (Pages 14-19). The Residential Transition Areas are places where flexibility in residential design, placement, and lot coverage should be encouraged. These could become an “overlay zoning district” or be rezoned, or a “transition zoning” area. Both are common tools to allow planning and zoning commissions to consider new or creative types of design. If you like this idea, the goals that the muni is trying to achieve should be stated in the Comp Plan as well as ideas for the criteria for development reviews that would allow flexibility beyond current zoning.

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 light and other industrial activities. Recognizing that the Klondike Highway is the way many visitors get to or from Skagway, development along the highway should maintain vegetative buffers and a pleasant appearance. Since increasing residential development is anticipated adjacent to some industrial areas along the Klondike Highway, here too maintaining buffers between uses will be critical to both allow successful residential living and to maintain important industrial activities.

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 — zoning will provide more guidance.

Commercial

Encourage land uses and activities that are commercial in nature. Commercial uses include retail, the sale of goods and services, offices, and businesses.

Recreation/Open Space

(Dewey Lakes area, Laughton Glacier area, Warm Pass Valley area, Dyea Flats and Taiya River Valley/Chilkoot Trail, West Creek area from the Bridge to the “Hump” and Lost Lake, and Nourse River Valley)

This is for 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.

Recreation Reserve

(Upper AB Mountain ridge-Mount Carmack- Mount Cleveland, Twin Dewey Peaks/Denver Glacier areas, East Fork Skagway River area, the West Creek-Burro Creek area, Nelson Creek area, and land immediately west (viewshed) of Dyea Flats)

This is for undeveloped land that is either in public ownership or private rural land close to important recreation use areas. It is to be managed for conservation of natural resources, fish, wildlife, scenery

and views. Recreation cabins, lodges, hiking trails, permitted commercial tours, seasonal recreational facilities, firewood gathering, and low-density housing are typically allowed.

Hydroelectric/Recreation

(Upper Dewey Lakes, Kasidaya Creek, Denver Glacier to East Fork of Skagway River, and Goat Lake areas)

These are areas that are 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 Lake in Skagway. Pro-active planning and development is key to ensuring compatibility, and should consider eventual recreational use when designing and building access, facility, pipes, dams and consider noise and visual impacts.

Should the 100-foot contour around West Creek be designated in this manner?

Resource Reserve

(west of Taiya River including Nourse River areas)

This is for undeveloped land managed for a balance of conservation and development of natural resources and 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 Unit of KGRNHP must take the use of the 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.

see end of chapter

Future Growth Map - Borough

Future Growth Map - West Creek Area

Future Growth Map - Dyea Area

Future Growth Map - Klondike Highway and Dyea Road Area

Future Growth Map - City Center

Goal, Objectives and Actions

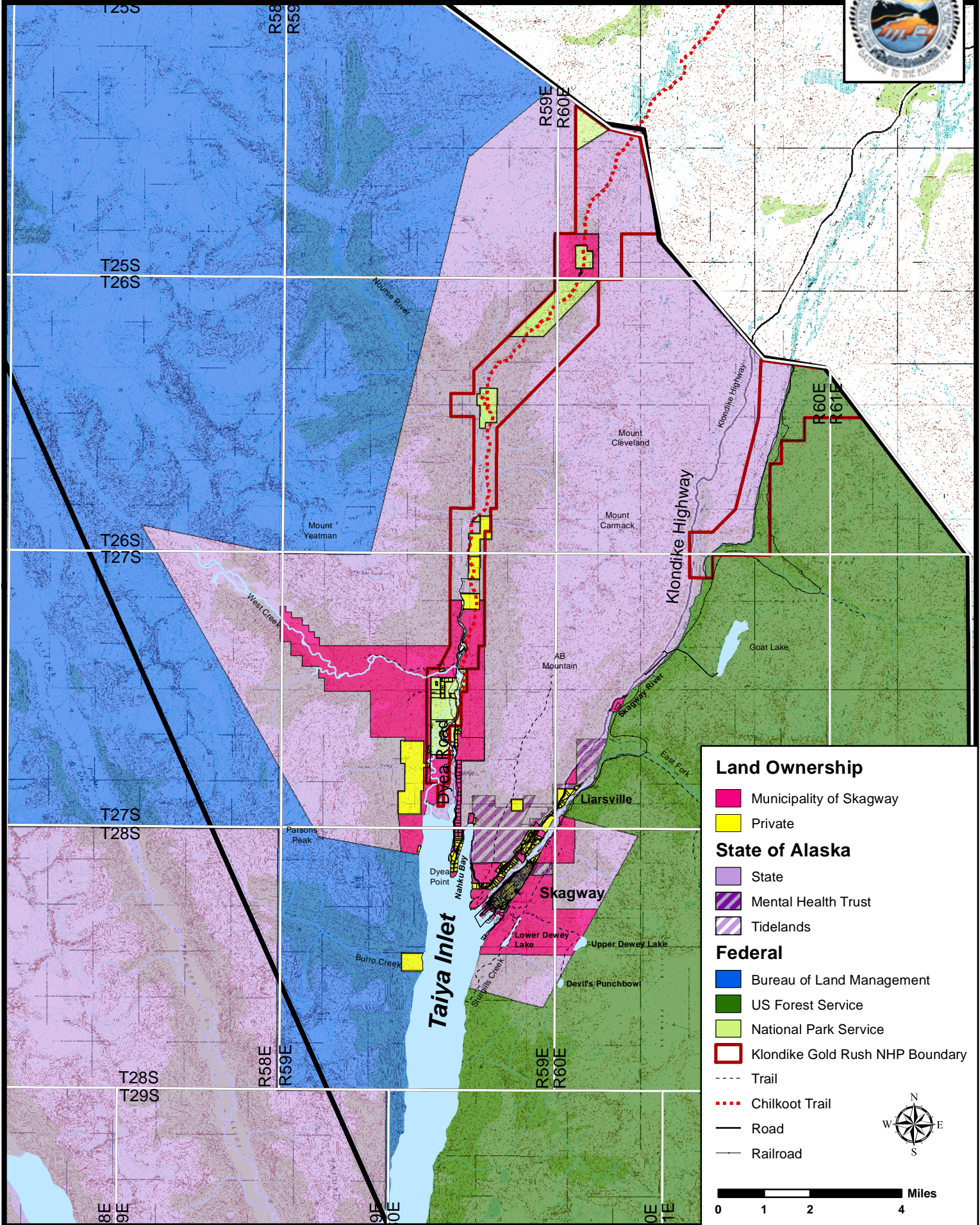
LAND USE AND FUTURE GROWTH Goal/Objective/Action/Tactics		Priority	Time Frame	Resp.
GOAL: Make public land available and regulate orderly use of both public and private land to: <ul style="list-style-type: none"> • Foster economic development • Provide for year round and seasonal workforce housing • Offer both dispersed and more urban recreation opportunities • Preserve and enhance Skagway’s historic character, and Enhance the quality of life for current and future generations				
L-1 Provide an adequate supply of residential, commercial, industrial zoned land to help ensure ordered growth and implement the goals of the Municipality of Skagway.				
L-1 A	Periodically inventory land use and compare to the supply of undeveloped land in various zoning categories.			
L-1 B	Use Future Growth Designations and Maps, including the RTA, to guide future growth. Revise zoning overtime to implement the Future Growth Maps and direction in this chapter. <ul style="list-style-type: none"> • As part of water and sewer extension, rezone select portions of land along Klondike Highway from Industrial to Business Commercial, and from Industrial to Residential General. See Figure L-X • Apply the goals of the Residential Transition Area overlay. 			
L-1C	Determine feasibility of subdividing and selling additional land for large lot (40,000 sf minimum) residential development: <ul style="list-style-type: none"> • Northwest of the Dyea Highway, including approximately 14 acres of MOS land between and Dave Sorrell and Barb Brodersen properties in the vicinity of the AP&T microwave repeater, and approximately 12 acres of AMHT land between Hilltop Lot 1, Block 2 and Ken Russo property. • On approximately 10 acres of MOS land before and west of West Creek Bridge to offer dry cabin and remote cabin living choices. 			
L-1 D	Update the Zoning Code to modernize and provide consistent definitions; ensure rules facilitate the types of development Skagway wishes to encourage; and that any updates do not create unintended consequences or loopholes. Consider use of zoning overlay districts to accomplish residential development goals.			
L-1 E	Update the Zoning Code to facilitate development of more housing variety and types. There is interest in having condominiums, apartments, cottage houses, townhouses, and shared wall dwelling units. <ul style="list-style-type: none"> • Apply the goals of the Residential Transition Area overlay. 			
L-2 Prioritize land use and facilities at the Port for water-dependent, water-related, and water-oriented uses.				

LAND USE AND FUTURE GROWTH Goal/Objective/Action/Tactics		Priority	Time Frame	Resp.
L-2 A	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.			
L-2 B	Build or redesign docks to berth up to two of the largest cruise ships to retain market share			
L-2 C	Ensure plans, facilities, and land use can accommodate growth in transshipment related development (ore, fuel, cargo, seafood)			
L-2 D	Accomplish Phase II of the small-boat harbor expansion			
L-3 Install beautiful, well-defined, and safe pedestrian routes along and between waterfront areas, and to and from the port and downtown.				
L-3 A	Use landscaping, defined pedestrian paths and signage, and design to buffer between differing uses and provide safe pedestrian and vehicle movement.			
L-4 Help protect residents and property from geo-hazards.				
L-4 A	Develop a public outreach and education programs regarding potential hazard impacts and personal planning preparations.			
L-4 B	Make geo-hazard maps available to the public (See Skagway Coastal Management Plan chapter 3.4 Natural Hazards, including Figure 3.3 Designated Natural Hazards and Other Hazard Inventory Information, and 2019 Skagway Local Hazard Mitigation Plan.)			
L-4 C	Prevent development in areas at high risk for rockslides and flooding unless risks can be mitigated, including on municipal land. Work with landowners to identify responsibilities and action plans for mitigating risk.			
L-4 D	Identify buildings that must remain operable during and following an earthquake and ensure engineering is adequate to accomplish this.			
L-4 E	Develop, adopt, and enforce burn ordinances that control outdoor burning, require burn permits and restricts open campfires during identified weather periods (wind, dry etc.) Cross reference with Public Safety X			
L-4 F	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).			
L-5 Identify municipally owned (or other) parcels that are suitable for the following public facilities and designate, for:				
<ul style="list-style-type: none"> • Future water treatment facility • Future water treatment plant expansion • Senior Center 				
L-6 Maintain and improve surface water, groundwater and marine water quality in the Municipality of Skagway so that waters are in compliance with federal and state water quality standards.				
L-6 A	Maintain the drinking water wellhead protection program. Cross reference with PU			
L-6 B	Remediate ore terminal property			

LAND USE AND FUTURE GROWTH Goal/Objective/Action/Tactics		Priority	Time Frame	Resp.
L-6 C	Continue to implement the 2006 Pullen Creek Action Plan , produced by Taiya Inlet Watershed Council. Repeat the Pullen Creek 2004-2005 water quality sampling to identify improvement or deterioration.			
L-6 D	Ensure that development along anadromous streams uses best management practices, including setbacks as appropriate, to maintain and enhance natural vegetation, water quality, fish passage and habitat, reduce erosion and maintain natural water flow, particularly in Pullen Creek. Provide a higher level of protection and stewardship on land that is in public ownership. <ul style="list-style-type: none"> Keep track of program and funding (USFWS, ADF&G, NRCS, others) available to property owners adjacent to anadromous streams and other important habitat to assist them in accomplishing property and habitat improvements. Support property owners pursuing these opportunities. 			
L-6 E	Ensure stormwater infrastructure is constructed to handle anticipated increases in extreme weather events. Ensure public is aware of stormwater catchment system locations. <ul style="list-style-type: none"> Put stormwater catchment system onto Skagway online map. 			
L-7 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 source area. Size the system to support development in area north of bridge over next 30 years. Cross reference with Utilities Objective U-3				
L-8 Protect air quality in the Municipality of Skagway to ensure compliance with federal and state air quality standards.				
L-8 A	To quantify and understand air quality matters, periodically enact an air-sampling program to monitor air emissions from cruise ships, busses, diesel burning WPYR trains, and incinerator.			
L-9 Support local gardens, food production, and agricultural land uses through the Municipality, but as an accessory use in residential areas.				
L-10 Provide a variety of recreation opportunities including dispersed outdoor recreation, developed parks and trails, ballfields, and indoor recreation facilities and programming. Opportunities for youth and senior citizens deserve special attention. See Recreation Chapter for specific recreation objectives and actions.				
L-10 A	Develop (or cause to develop) a seasonal (no RV) campground in the old paintball area (see Future Growth Map L-X) Put in a 4,000 gallon water tank and a porta-potty/shower.			
L-10 B	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. Anticipated uses in this area, what is subject to periodic flooding, may include picnic areas, disc-golf/frisbee, a 3-hole golf area, additional playing fields, community gardens, an ATV trail, and similar uses. Cross reference with Recreation X-X			

LAND USE AND FUTURE GROWTH Goal/Objective/Action/Tactics	Priority	Time Frame	Resp.
L- 11 State and Federal agencies are notified herein that they must give advance notice to the municipal clerk of a) any intent to acquire, sell or exchange land; b) any land management actions, direction or policies being considered, or c) any memorandums of agreement or understanding being signed among landowners or managers within the Municipality of Skagway. This will ensure the municipality has an opportunity to give input.			
L-12 Continue to improve and keep updated the borough geographic information System. Merge tax parcel data, addressing data, utility, geographic and natural resource data into GIS system. Provide training and support to municipal staff on GIS.			

Figure 7-1 Skagway Land Ownership



Land Ownership

- Municipality of Skagway
- Private

State of Alaska

- State
- Mental Health Trust
- Tidlands

Federal

- Bureau of Land Management
- US Forest Service
- National Park Service
- Klondike Gold Rush NHP Boundary
- Trail
- Road
- Railroad

0 1 2 4 Miles

Figure 7-10 Skagway Future Growth Plan

Draft

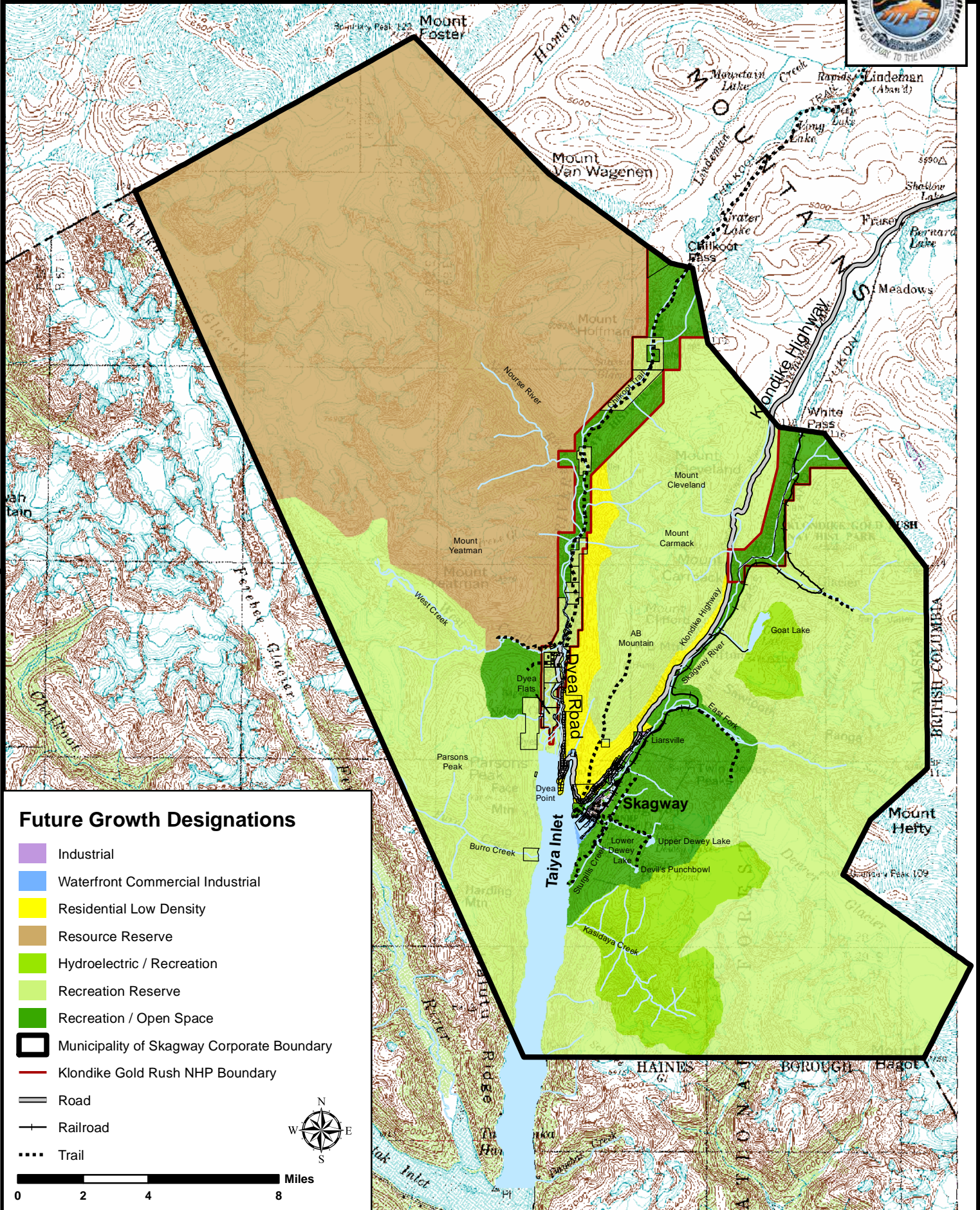
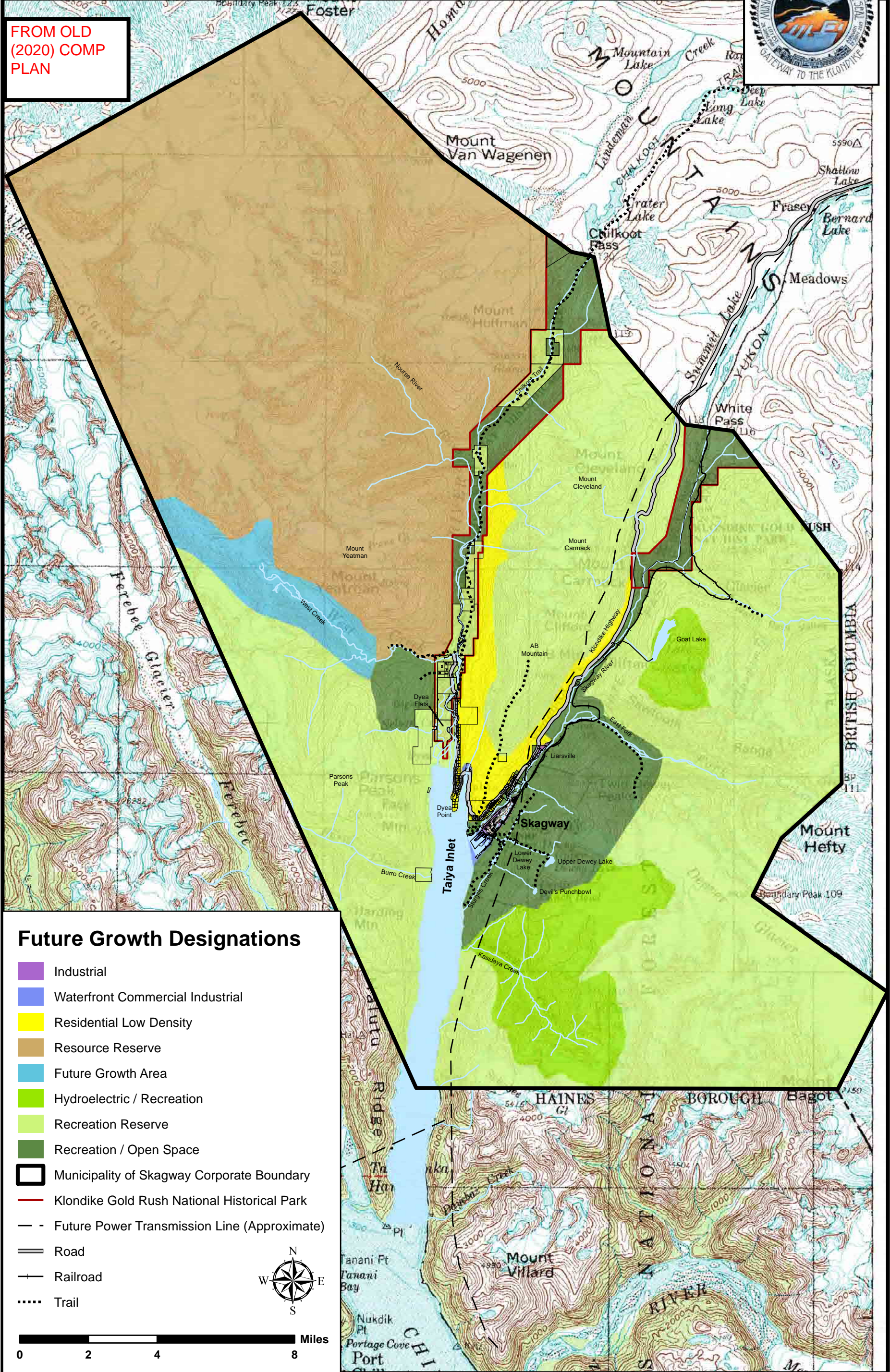


Figure 7-10 Skagway Future Growth Plan

Revised May 1, 2014 per adoption of West Creek Master Plan (Ord # 14-09). This is Figure 5 in West Creek Master Plan



FROM OLD
(2020) COMP
PLAN



Future Growth Designations

- Industrial
- Waterfront Commercial Industrial
- Residential Low Density
- Resource Reserve
- Future Growth Area
- Hydroelectric / Recreation
- Recreation Reserve
- Recreation / Open Space
- Municipality of Skagway Corporate Boundary
- Klondike Gold Rush National Historical Park
- Future Power Transmission Line (Approximate)
- Road
- Railroad
- Trail



Figure 7-2 Dyea Land Ownership

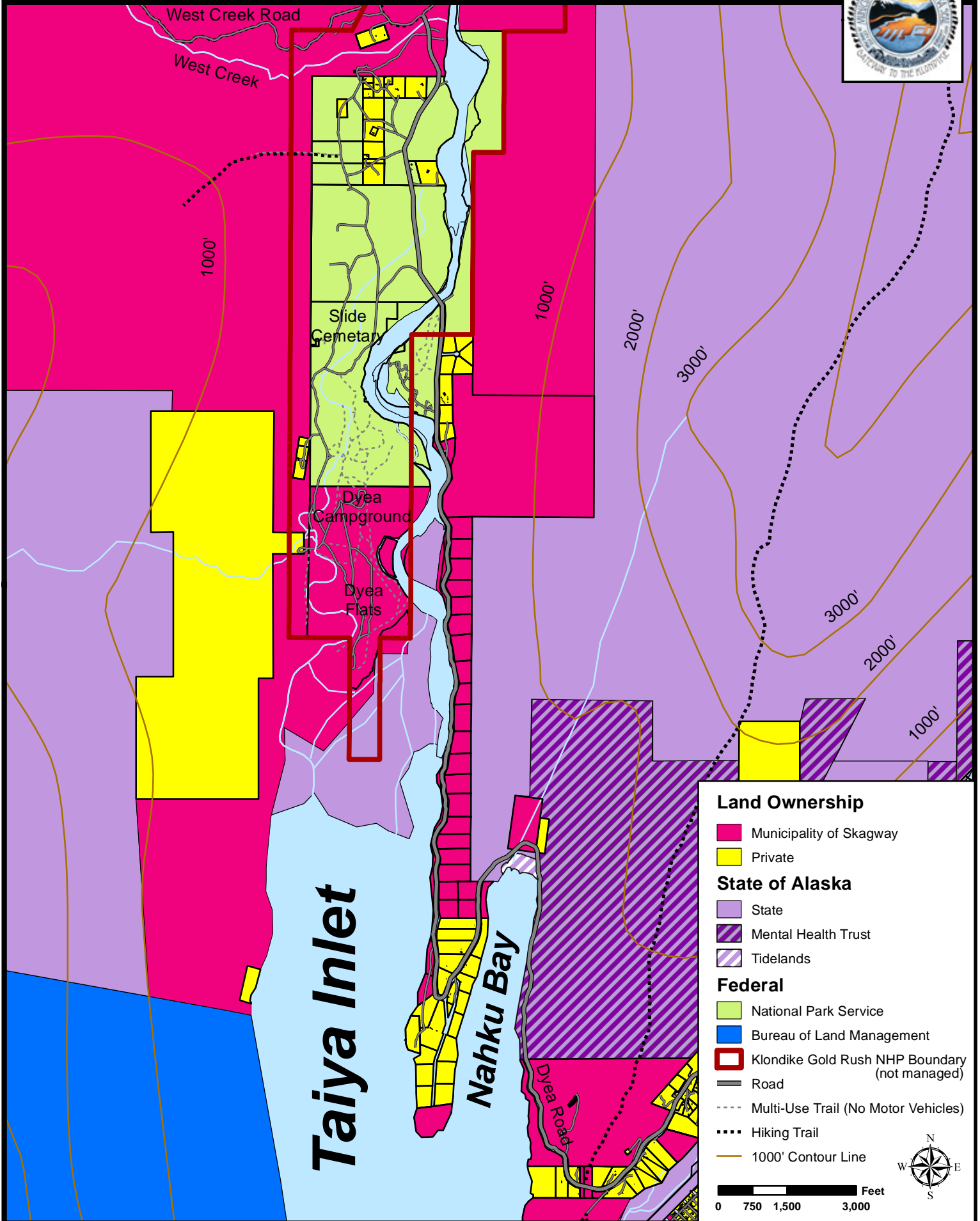
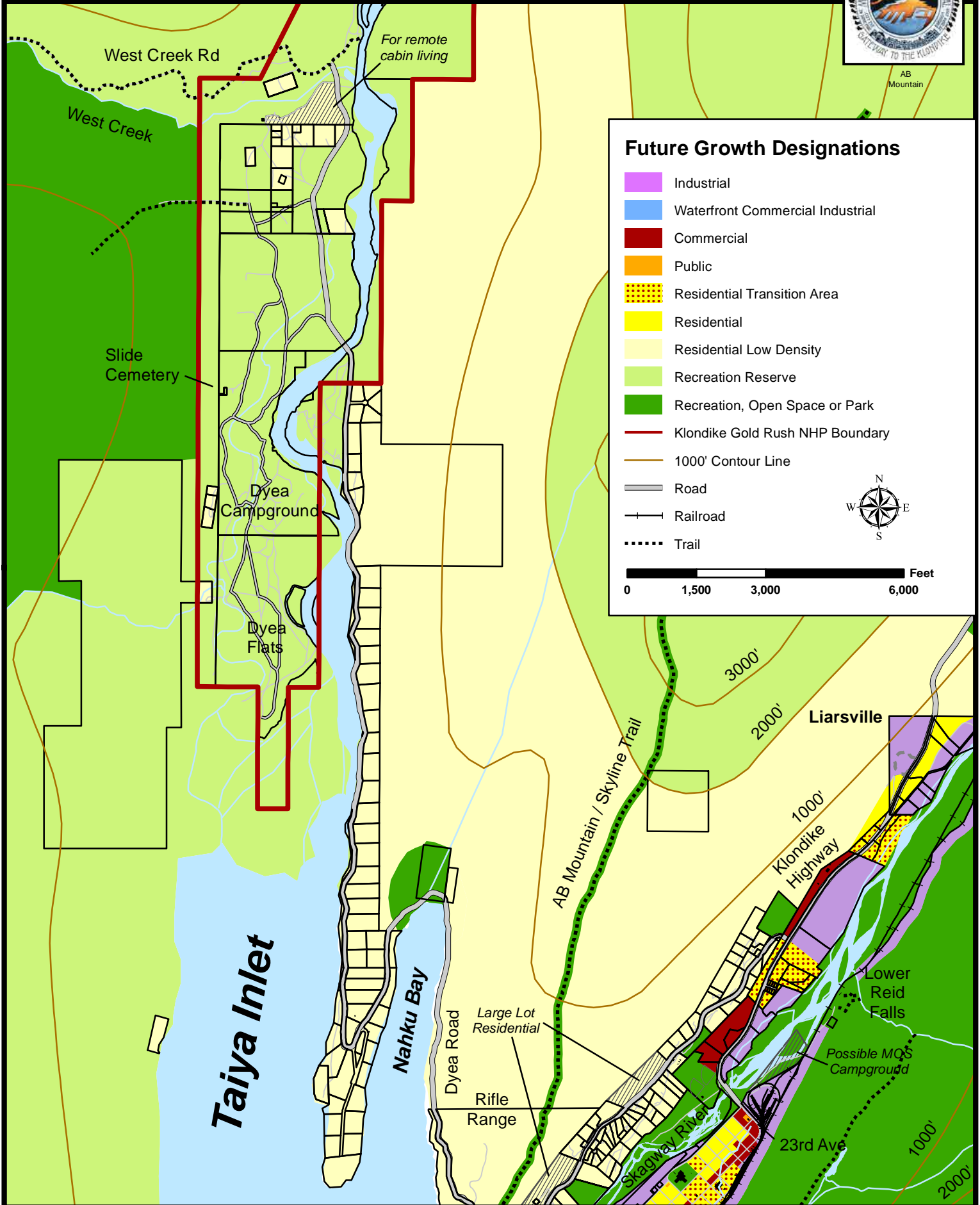


Figure 7-11 Skagway Future Growth Plan

Draft



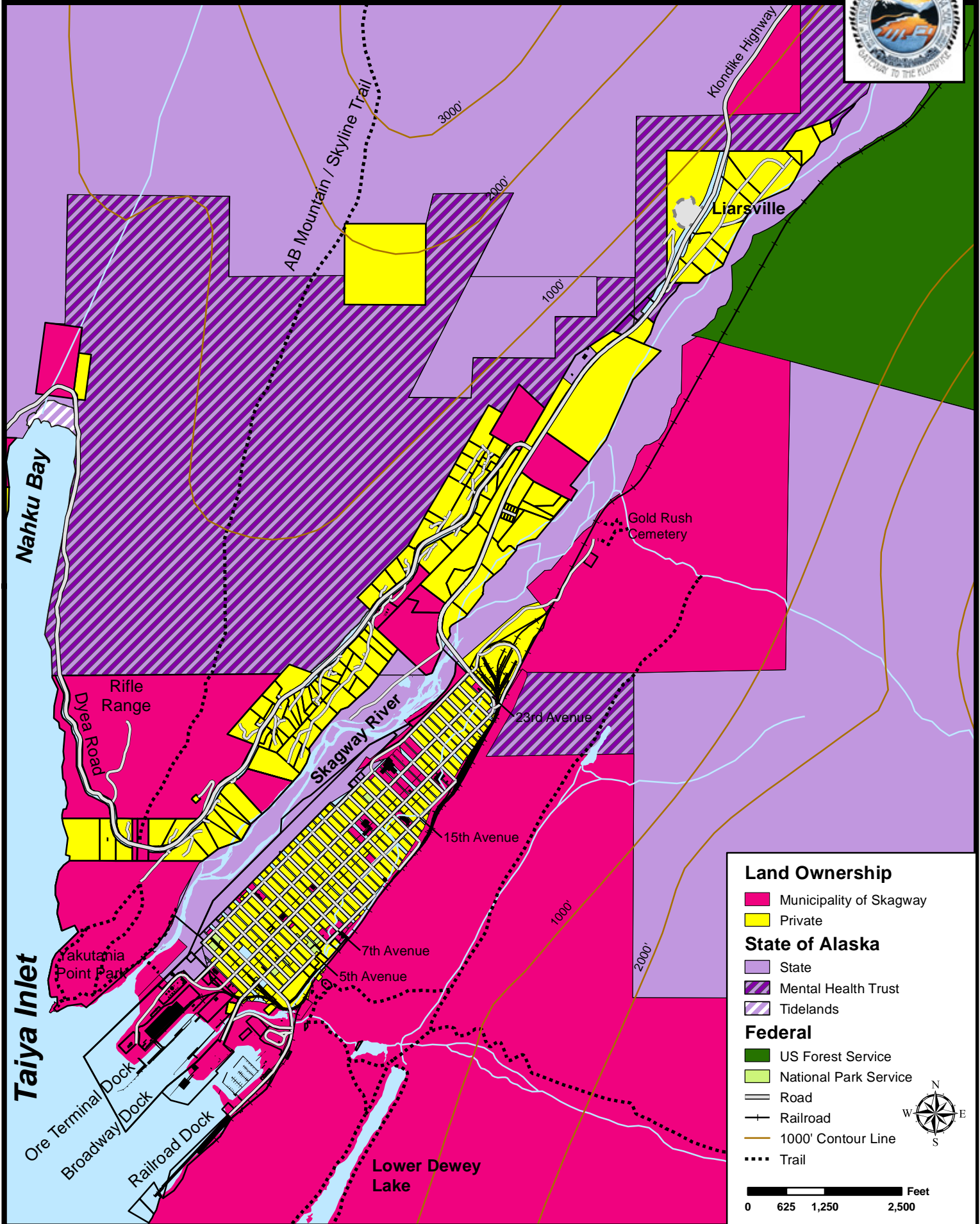
Future Growth Designations

- Industrial
- Waterfront Commercial Industrial
- Commercial
- Public
- Residential Transition Area
- Residential
- Residential Low Density
- Recreation Reserve
- Recreation, Open Space or Park
- Klondike Gold Rush NHP Boundary
- 1000' Contour Line
- Road
- Railroad
- Trail



0 1,500 3,000 6,000 Feet

Figure 7-3 Skagway Land Ownership



Land Ownership

- Municipality of Skagway
- Private

State of Alaska

- State
- Mental Health Trust
- Tidelands

Federal

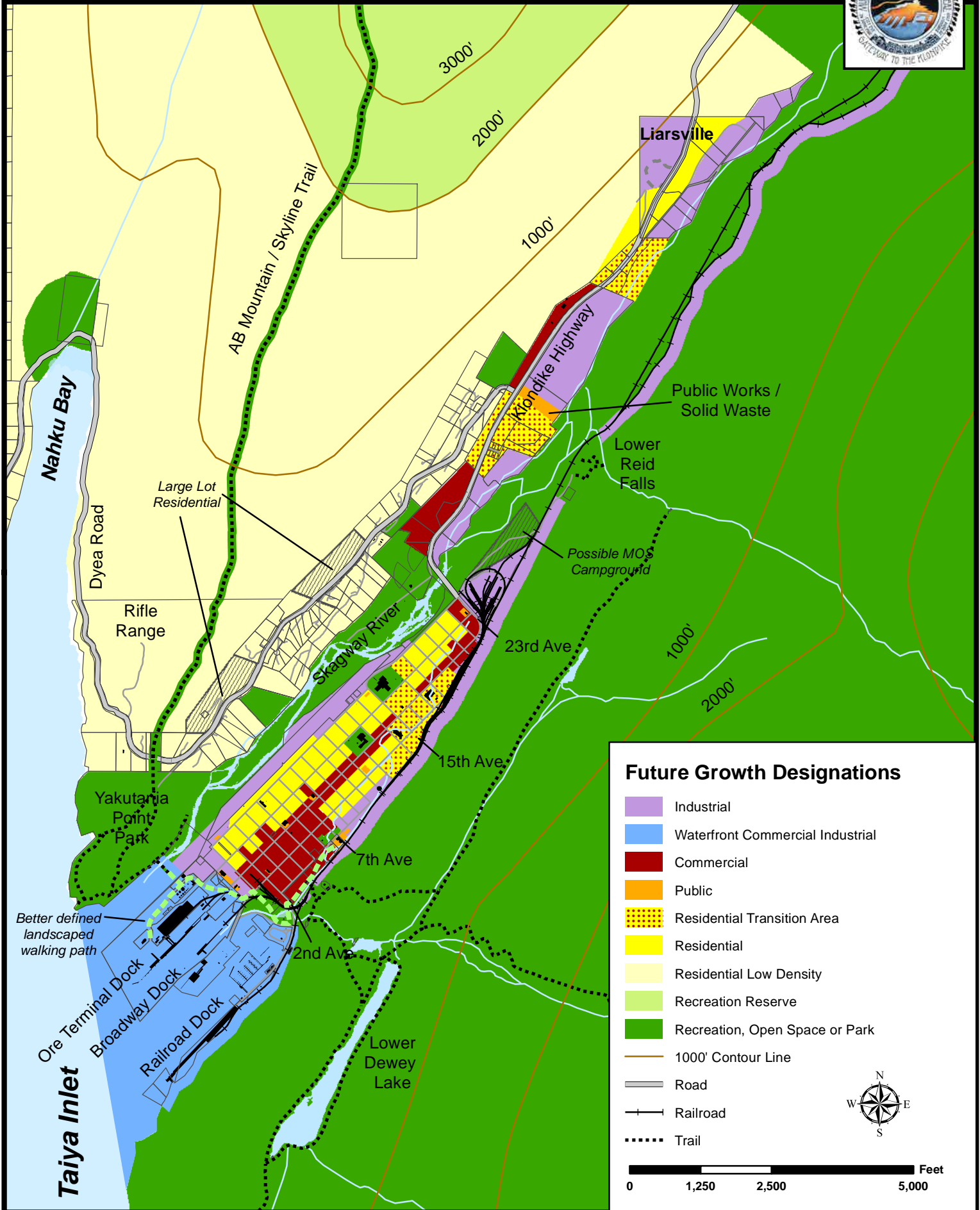
- US Forest Service
- National Park Service

Road
 Railroad
 1000' Contour Line
 Trail

Feet
 0 625 1,250 2,500

Figure 7-12 Skagway Future Growth Plan

Draft



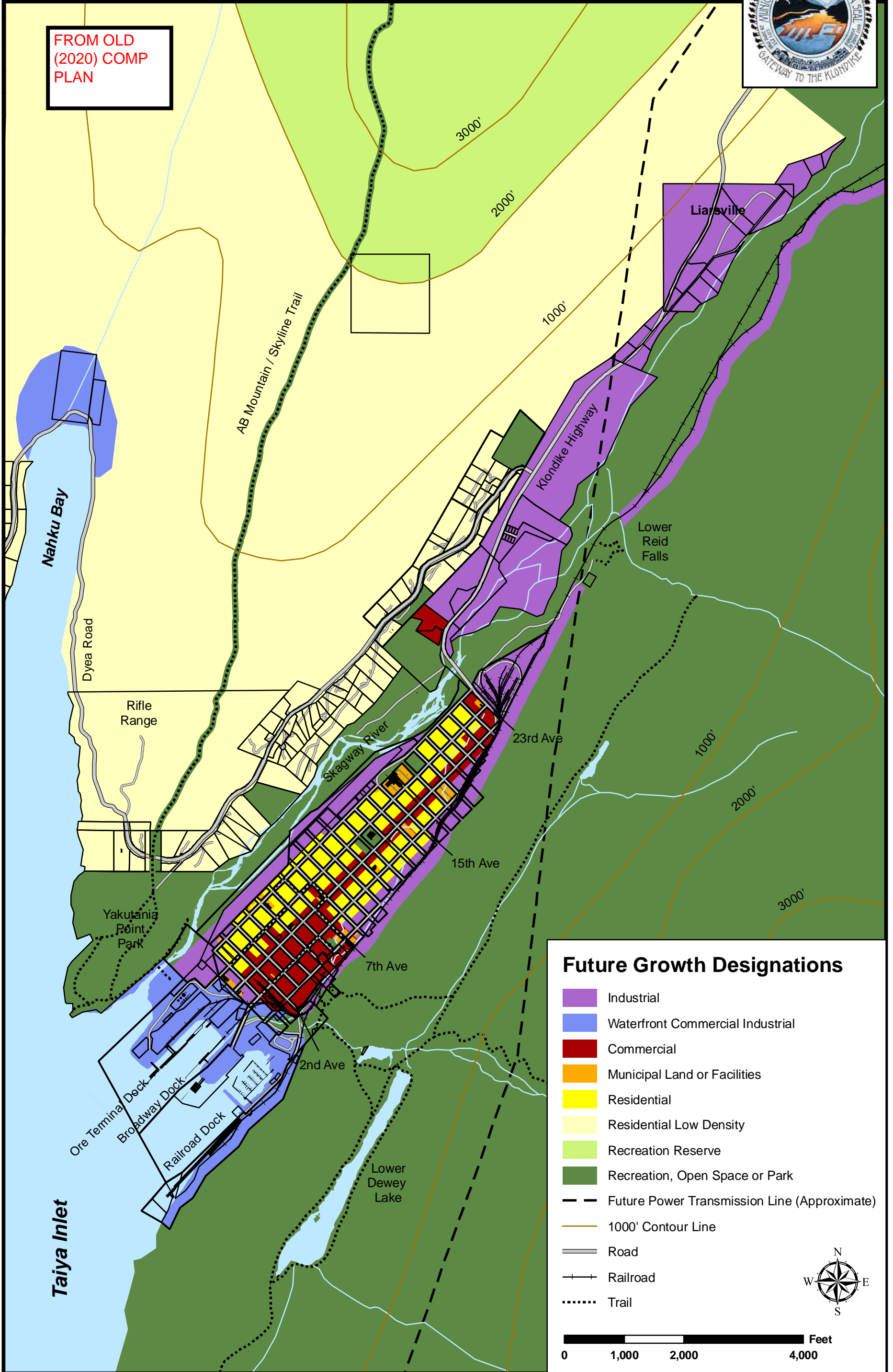
Future Growth Designations

- Industrial
- Waterfront Commercial Industrial
- Commercial
- Public
- Residential Transition Area
- Residential
- Residential Low Density
- Recreation Reserve
- Recreation, Open Space or Park
- 1000' Contour Line
- Road
- Railroad
- Trail

Figure 7-11 Skagway Future Growth Plan



FROM OLD
(2020) COMP
PLAN



Future Growth Designations

- Industrial
- Waterfront Commercial Industrial
- Commercial
- Municipal Land or Facilities
- Residential
- Residential Low Density
- Recreation Reserve
- Recreation, Open Space or Park
- Future Power Transmission Line (Approximate)
- 1000' Contour Line
- Road
- ++ Railroad
- Trail

Figure 7-4 Skagway Land Ownership

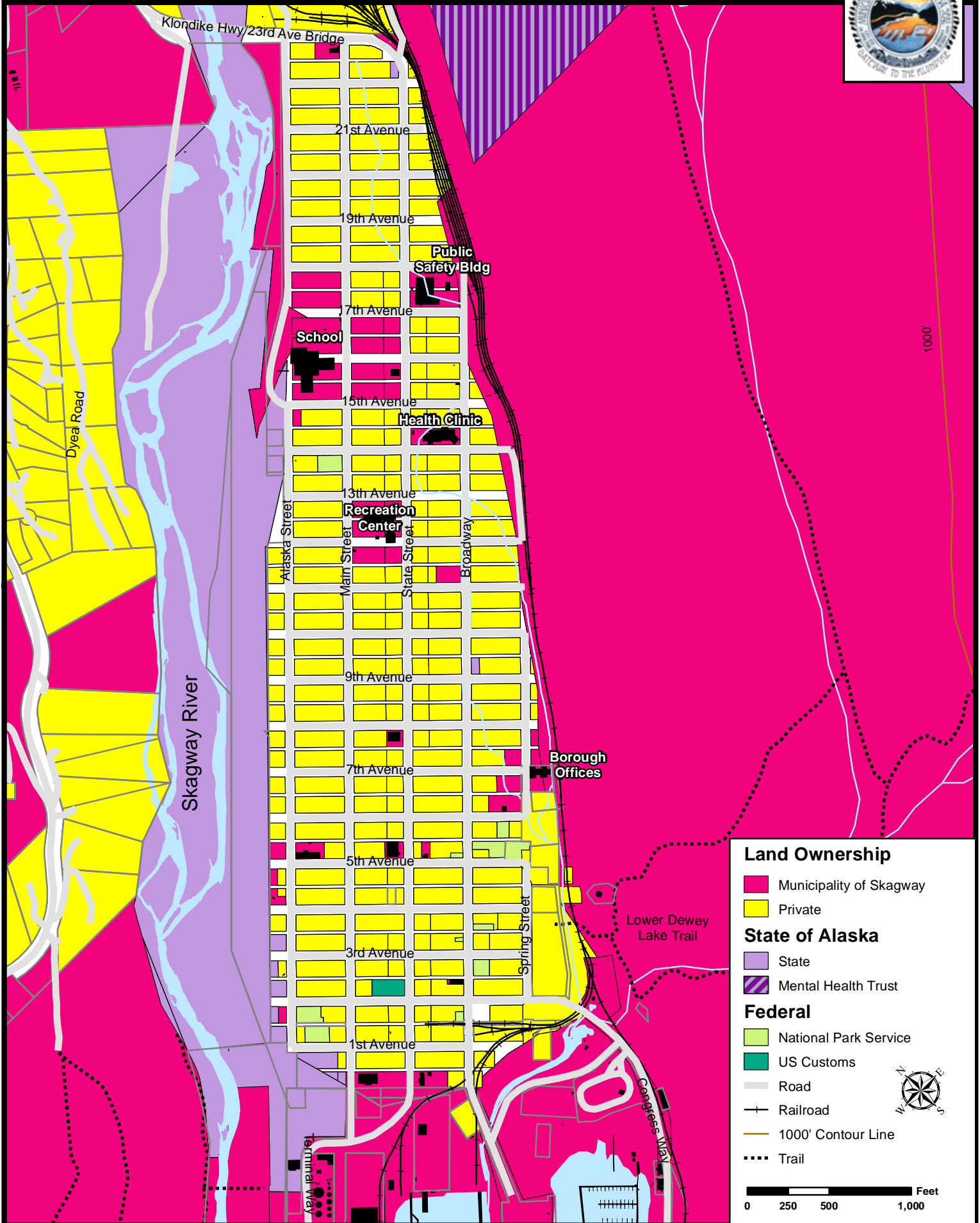


Figure 7-13 Skagway Future Growth Plan

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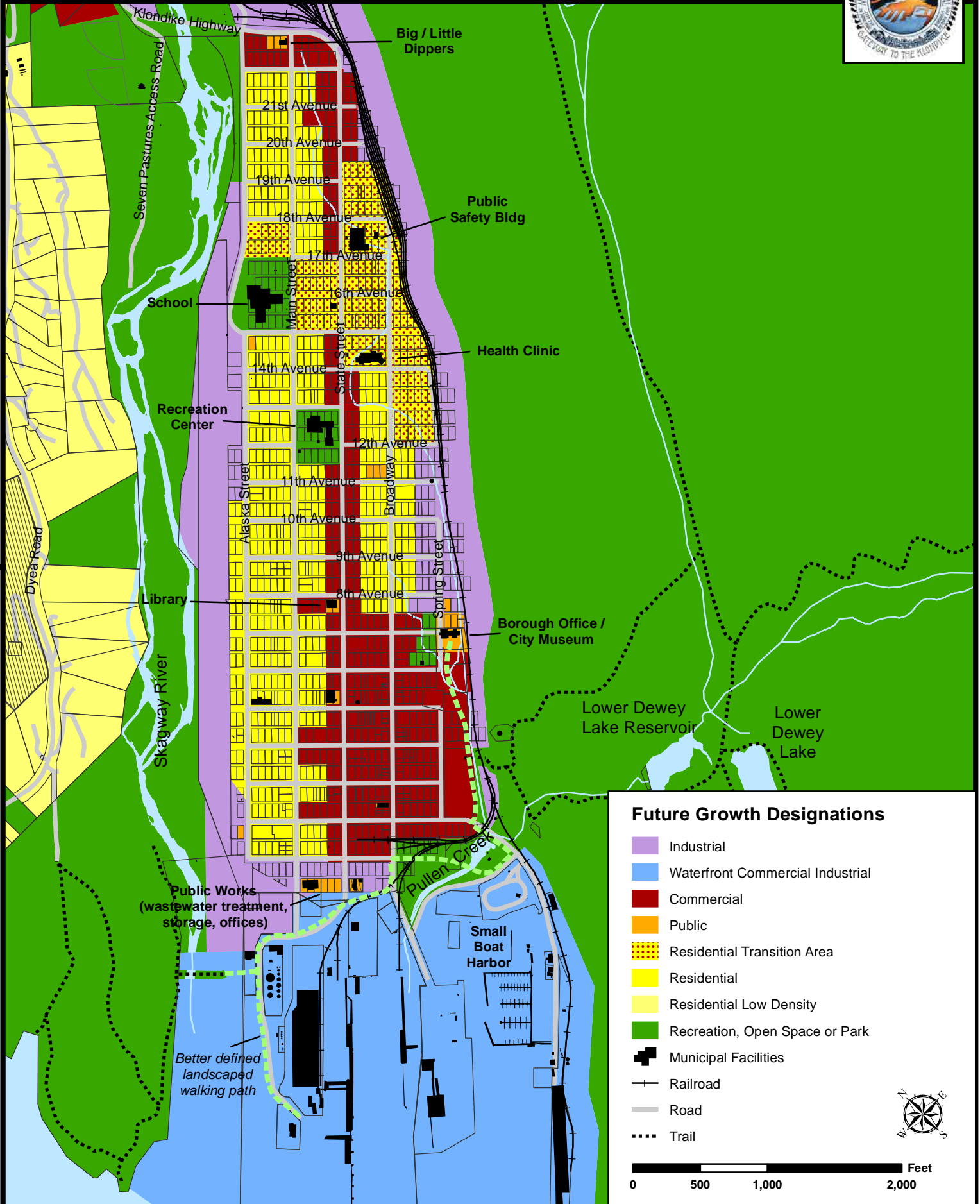


Figure 7-12 Skagway Future Growth Plan



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(2020) COMP
PLAN

