



# SOUTHEAST ALASKA

## TRANSPORTATION PLAN

# Southeast Alaska Transportation Plan

## Existing Conditions Report

Last Updated June 2024

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# ACRONYMS

07E	Angoon's Planned Airport
AAC	Alaska Administrative Code
AADT	Annual Average Daily Traffic
ADTC	Average Daily Traffic Count
ACA	Angoon Community Association
ACS	American Community Survey
ADEED	Alaska Department of Education and Early Development
AIP	Airport Improvement Plan
ALP	Airport Layout Plan
AML	Alaska Marine Lines
AMHS	Alaska Marine Highway System
AMHOB	Alaska Marine Highway Operations Board
AS	Alaska Statute
BIA	Bureau of Indian Affairs
BIL	Bipartisan Infrastructure Law
CCTHITA	Central Council of the Tlingit & Haida Indian Tribes of Alaska
CBJ	City and Borough of Juneau
CBS	City and Borough of Skagway
CEJST	Climate and Economic Justice Screening Tool
CIA	Chilkoot Indian Association
CIADOT	Chilkoot Indian Association Department of Transportation
CIMP	Capital Improvement Maintenance Program
CIV	Chilkat Indian Village
CFR	Code of Federal Regulations
CPTHSTP	Coordinated Public Transit-Human Services Transportation Plan
DOT&PF	Alaska Department of Transportation and Public Facilities
DNR	Department of Natural Resources
ETC	Equitable Transportation Community
FDPIR	Food Distribution Program on Indian Reservations
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GA	General Aviation
GIS	Geographic Information Systems
HIA	Hoonah Indian Association
HIP	Housing Improvement Program
HUD	United States Department of Housing and Urban Development
ICDBG	Indian Community Development Block Grant Program
ICWA	Indian Child Welfare Act
KIC	Ketchikan Indian Community
L RTP	Long-Range Transportation Plan
MALSR	Medium Intensity Approach Lighting System with Runway Alignment Indicator Lights
M&O	Maintenance and Operations
MPO	Metropolitan Planning Organization
NAHASDA	Native American Housing Assistance and Self Determination Act
NPIAS	National Plan of Integrated Airport Systems
NPS	United States National Park Service

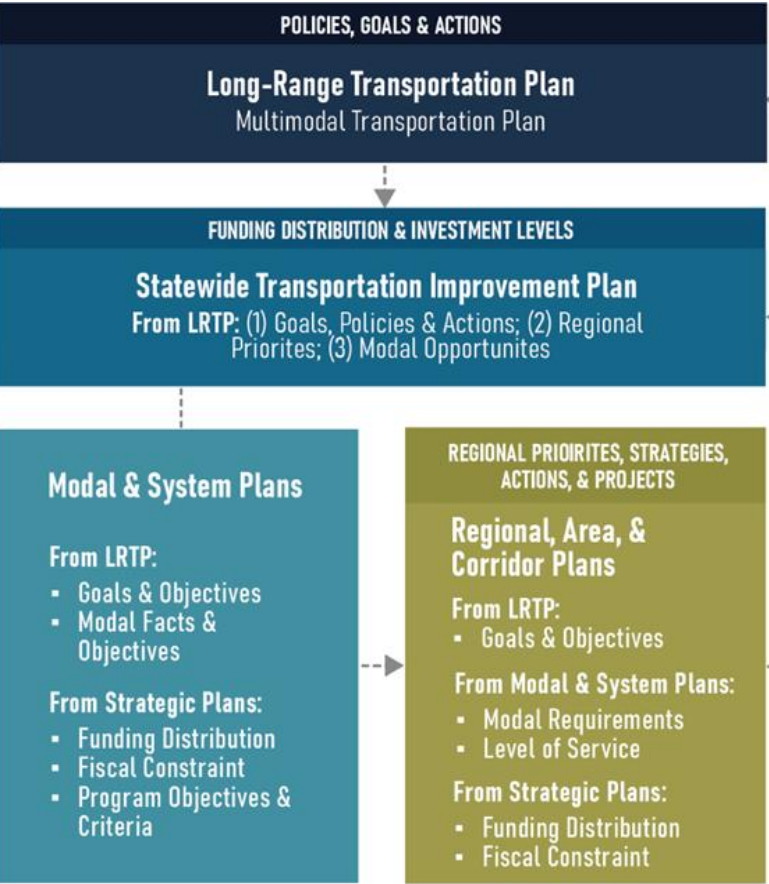
NW	Northwest
OVK	Organized Village of Kake
OVKs	Organized Village of Kasaan
PBPP	Performance Based Planning and Programing
RAISE	Rebuilding American Infrastructure with Sustainability and Equity
SAIL	Southeast Alaska Independent Living
SEATP	Southeast Alaska Transportation Plan
SEARHC	Southeast Alaska Regional Health Consortium
SE	Southeast
SIP	Strategic Investment Plan
SIRATC	Saxman IRA Tribal Council
SRTS	Safe Routes to School
STC	Skagway Traditional Council
STIP	Statewide Transportation Improvement Plan
STSP	Sitka Transportation Safety Plan
STTSP	Strategic Tribal Transportation Safety Plan
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TANF	Temporary Assistance for Needy Families
TPM	Transportation Performance Management
TIP	Transportation Improvement Plan
TSP	Tribal Safety Program
TTP	Tribal Transportation Plan
WCA	Wrangell Cooperative Association
WIC	Women, Infants & Children
U.S. DOT	United States Department of Transportation
USFS	United States Forest Service
YCTP	Yakutat Coordinated Transportation Plan
YTT	Yakutat Tlingit Tribe

# 1. PLANNING CONTEXT

## 1.1. Plan Overview

The updated Southeast Alaska Transportation Plan (SEATP) will focus on regional transportation needs over the next 20 years (from 2025 – 2045), such as inter-community movements and local transportation requirements with broad regional importance. This multi-modal transportation plan is developed to guide future public investments in Southeast Alaska's transportation infrastructure.

With a 2045 target year, the goal is to transform the SEATP into a performance-based plan, incorporating Transportation Performance Management (TPM) and Performance-Based Planning and Programming (PBPP) to monitor the plan's progress between update efforts. The updated SEATP integrates new transportation policies and mandates from the *Bipartisan Infrastructure Law (BIL)* and other current Federal Highway Administration (FHWA) policies for statewide transportation planning and establishes a goal oriented PBPP framework for project prioritization and programming that aligns with the Alaska Department of Transportation & Public Facilities (DOT&PF) statewide goals and policies.



### 1.1.1. Department of Transportation and Public Facilities Family of Plans

Due to the geographic size and variety of transportation needs throughout Alaska, the DOT&PF Statewide Long-Range Transportation Plan (LRTP) has been created as an overarching policy document that is then supported by several regional long-range transportation plans. The SEATP is one of the regional long-range transportation plans and provides a more detailed community perspective to inform overall statewide transportation planning.

Alaska's regional transportation plans are typically updated every 10 years, while the overarching statewide plan is updated every four years. All planning documents are intended to be living documents with official adoption dates by the DOT&PF Commissioner. These documents are designed assist in guiding the on-going development of the Statewide Transportation Improvement Program (STIP).

Figure 1 Alaska Department of Transportation and Public Facilities Family of Plans

## What is Statewide Long-Range Transportation Planning?

The United States (US) Code of Federal Regulations (CFR) Title 23 Section 450.216 (23 CFR 450.216), Development and content of the long-range statewide transportation plan stipulates that states “shall develop a long-range statewide transportation plan, with a minimum 20-year forecast period at the time of adoption, that provides for the development and implementation of the multimodal transportation system for the State.” 23 CFR 450.216 lays out the minimum requirements of what must be included within long-range transportation plans. It is then the responsibility of the State to establish State-specific legislation to guide the content, schedule, and adoption process of these plans.

The SEATP is a supporting regional document to the LRTP. The purpose of the SEATP update is to contextualize the current and forecasted priorities, goals, and needs for the communities within Southeast Alaska for the next 20 years. The creation of community-centered profiles that highlight socioeconomic data, government structure and revenue, social service infrastructure, and existing local plans is a holistic approach to long-range transportation planning in the region that aims to develop a cohesive and community priority focused plan. This approach allows for efficient resource allocation when funding becomes available, encourages economic development, achieves consistency among the transportation projects and programs that are desired in communities and the region, as well as recognizing inequities that may currently exist or may develop in these communities in the future.

## How Does Legislation Guide Alaska’s Statewide Long-Range Transportation Planning?

The guiding legislation within Alaska is tailored to fit the unique challenges and opportunities that are presented due to the state’s geography and remote location by establishing regional planning areas throughout the state: Southeast, Southwest, Northwest, Prince Williams Sound, and Interior. Each regional plan considers the existing conditions of transportation infrastructure (surface, water, and air), engages regional stakeholders and the public, and produces a needs list of projects and key issues for consideration in DOT&PF’s overall statewide investment strategy. Stakeholder and public involvement are outlined in 23 CFR 450.216, and all statewide transportation plans must involve any metropolitan planning organizations (MPO), or tribal transportation agencies located within the planning boundaries. As a best practice this should also apply to regional plans as they inform the overall statewide transportation plan.

Alaska’s legislation guiding transportation planning considers the diverse needs of connectivity and new infrastructure, while balancing the preservation of not only Alaska’s natural environment but also its historic and cultural environment. This legislation is found in Sections 44 and 19, as well as the how-to in Alaska’s Administrative Code, Chapter 17.

**Alaska Statute 44.42.050 – The Family of Plans.** Alaska Statute 44.42.050 states the Commissioner must develop a comprehensive, intermodal, long-range transportation plan for Alaska. It also affirms that the plan may be developed across multiple documents that address the components of the plan in a way that is more contextually appropriate, such as by geographic area. This is implemented by various documents in the DOT&PF’s Family of Plans.

**Alaska Statute 19.65.011 – Alaska Marine Highway System.** Alaska Statute 19.65.011 requires that DOT&PF, in consultation with the Alaska Marine Highway Operations Board (AMHOB), prepare a short-term plan and a comprehensive long-range plan for the development and improvement of the Alaska Marine Highway System (AMHS). The statute requires the short-term plan to be updated annually, and the comprehensive long-range plan to be updated every five years.

**Alaska Administrative Code 17.** Alaska Administrative Code 17 establishes how statewide transportation planning is carried out in Alaska. It provides a structure for the planning process, requires the identification of objectives, provides a guide for public input and public review of a draft plan, and the process for adoption of the statewide plan. The code also establishes a requirement to update the statewide plan, including its components, every five years.

## What are Alaska’s Current Long Range Transportation Planning Efforts?

### Alaska Statewide Long-Range Transportation Plan – *Let’s Keep Moving 2036: Policy Plan, 2016*

*Let’s Keep Moving 2036: Policy Plan* was adopted as the statewide LRTP in 2016 and served as the official policy guide for DOT&PF infrastructure decisions. However, a more recent document has been developed in compliance with a five-year update, *Alaska Moves 2050*. Although it is in draft form, the plan is largely complete as of 2022. For the purposes of this report *Alaska Moves 2050* is referenced as Alaska’s guiding statewide transportation planning policies, because

it includes the most up-to-date data for the transportation system, relevant key issues, and opportunities, and contains more recent, robust public and stakeholder engagement input than *Let's Keep Moving 2036*. Additionally, DOT&PF is actively pursuing the drafted policies and recommended actions found in *Alaska Moves 2050* as of the writing of this report. Because of the availability of the most recent data and observed alignment with current policy implementation by DOT&PF's administration, this report uses the information found in *Alaska Moves 2050* to further detail regional priorities in this planning process.

### **Alaska Statewide Long-Range Transportation Plan – *Alaska Moves 2050***

Written in 2022, *Alaska Moves 2050* is an update to *Let's Keep Moving 2036: Policy Plan*. This statewide plan homes in on state-owned multimodal transportation assets and the goals, policies, and measurable actions associated with the identified facilities for the next 25 years. It emphasizes ways to keep Alaskans moving in a safer, more efficient, and more economical way.

*Alaska Moves 2050* received input on top priorities through a public engagement survey. The survey results included priorities grouped into seven categories: Economic Vitality, Management of the System, Mobility for All Alaskans, Operation and Maintenance of the System, Resiliency, Sustainable Funding, and Transportation Innovation. For the Southeast Region, the top three priorities for the region were Mobility for All Alaskans, Operation and Maintenance of the System, and Sustainable Funding. The plan also notes general information regarding the Southeast, including transportation mode (marine highway, road/highway, and air), how goods are moved (barge, air cargo, marine highway, road/highway), and the major economy of the region (fishing, tourism). Additionally, Strategic Partnerships identified under the Plan's Transparency Policy identified an action to Modernize the Public Participation Plan, including regular stakeholder engagement on policy and regulations from regional and statewide entities, specifically referencing the Southeast Conference.

Ports and Waterways infrastructure referenced in *Alaska Moves 2050* include those found throughout all of Alaska's coastline, including those found in the Southeast Region. Key opportunities relevant to the Southeast identified in the plan include 1) strengthening connections between ports and roadways, rail, and air service, and 2) Explore a regional port authority to address resiliency of all sea and inland ports and their importance in moving Alaskans and the supplies they need.

*Alaska Moves 2050* includes policy recommendations which relate to the Southeast Region, specifically in the modes most used in this region. Actions to carry out policy recommendations incorporate developing a Capacity Inventory of existing port, aviation, marine, roadway, and maintenance facilities and Defining Minimum Services Levels for all modes to assist in prioritizing funding to maintain minimum service.

In addition to policies and actions noted that are specific to the Southeast Region, the plan includes statewide policies, actions, and key opportunities that support local infrastructure funding and development with a focus on individual community's needs. As a part of the statewide long-range transportation planning process, the SEATP should reflect these statewide initiatives as a guide when considering established planning factors and the resulting vision, goals, recommended actions, and key opportunities for Southeast Alaska's transportation system.

### **Tribal Transportation Plans**

There are over a dozen federally recognized native tribal entities located within the SEATP planning boundary. The Native tribes maintain their own transportation planning authority and related funding programs directly with USDOT, FHWA, and BIA. Transportation planning efforts are generally coordinated through the FHWA Tribal Transportation Program (TTP) and develop the required long-range transportation plan (LRTP). The FHWA TTP regulations state that the purpose of transportation planning is to "clearly demonstrate a Tribe's transportation needs and to fulfill Tribal goals by developing strategies to meet transportation needs."<sup>1</sup> Throughout Alaska, a Tribe's LRTP, commonly called a Tribal Transportation Plan, typically outlines the tribal entity's identified needs and is submitted to FHWA. These transportation planning efforts are often completed in collaboration with state or local planning authorities and result in a Tribal priority list, often called a Tribal Transportation Improvement Program (TTIP). The LRTP and TTIP are planning tools often included in the STIP.

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<sup>1</sup> 25 CFR Part 170.400 and 410



Tribal L RTPs are available by request to the tribes, but the tribes are not obligated to share this information with the public or other agencies.

## 1.2. History of Southeast Alaska Transportation Planning

On October 17, 1978, Title 49 of the United States Code established the need for statewide transportation planning that included all modes of transportation within a state across the nation. From 1978 to 2002, transportation planning activities were carried out in Alaska under this directive. During this time, the first SEATP was completed in 1980. The first update and revision occurred in 1986, with an additional update and revision 13 years later in 1999.

In 2002 Alaska Administrative Code Title 17 was amended to include the following sections which defined the planning process on the state and regional level:

### 17 AAC 05.120 Statewide Transportation Planning Process

- Established the planning process by identifying five distinct plan elements such as data collection and analysis and public comment.

### 17 AAC 05.125 Statewide Transportation Planning Objectives

- Lists six planning objectives that must be considered during the creation of a plan.

### 17 AAC 05.130 Statewide Transportation Plan

- Establishes that the plan will:
- Present goals and objectives to guide development over a 20-year period for each mode of transportation present in the state.
- Consider means and cost including funding a project would qualify for
- Address the entire state, and if the Commissioner so chooses the plan can be comprised of multiple documents subdivided by region, mode of transportation, or other distinctions to make up the greater whole of a state-wide plan.
- Be updated at least every five years to reflect changes.

Following the amendments to the Alaska Administrative Code, the SEATP was updated with this new guidance in 2004. This newly adopted plan included narrative that complied with Alaska Statute 19.65.011, which established the need for consultation between DOT&PF and the Alaska Marine Highway Operations Board (AMHOB). This meant the statewide plan or a component of it (here identified as the SEATP) must include a short-term AMHS plan and a comprehensive long-range plan for the development and improvement of the AMHS that is to be updated at least every five years. To comply with the requirement to update the regional plan every five years, a draft revision of the SEATP was developed in 2014 but was ultimately not adopted.

### Other Relevant Regional Planning Partners

The Southeast Conference is a regional economic development organization, designated by both the state and federal governments, that represents 1,200 people from 32 communities within southeast Alaska.<sup>2</sup> The creation of the Southeast Conference in 1958 aimed to establish a robust and effective transportation system, ultimately led to the creation of the AMHS. After the success seen in the formation of the AMHS, the Southeast Conference continued their endeavors to focus on the unique concerns for the region. The 180-member organization focuses on advocating for the region's economy through eight committees: Transportation, Energy, Marine Industry/Seafood, Visitor Industry, Timber, Mining, Economic Development, and Solid Waste. Membership is composed of individuals representing municipalities, Federally Recognized Tribes, businesses, government agencies, organizations, and individuals who live, work, and play in southeast Alaska.

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<sup>2</sup> <https://www.seconference.org/wp-content/uploads/2023/09/SE-by-the-numbers-2023-Final.pdf>

The committees and their members implement a grassroots operational structure that brings suggestions from various advocacy efforts to the attention of the Board of Directors, such as specific letters of support, resolutions, events, and issues to track. While participating in these committees, members have the chance to participate in local advocacy, discussions, networking, and contribute to setting the agenda for the Southeast Conference. The goals and objectives developed by each committee are incorporated into the regional Comprehensive Economic Development Strategy (CEDS).

### 1.2.1. Key Planning Issues

Historically, the key planning issues for Southeast Alaska can be organized into three main themes: community access, marine transportation, and freight movement. These themes are generally repeated throughout each of the plan updates that have occurred since the creation of the first SEATP in 1980. Over the years, focus has increased on maintaining the existing infrastructure, including strategies to increase use of and reduce costs to operate and use the facilities. Although there is an increased focus on maintaining the existing infrastructure, this focus does not negate the priority of investing and developing new infrastructure for the state.

#### 1.2.1.1. The SEATP Prior to 1997

The 1980 SEATP focused on freight movement and marine transportation. The plan identified five air transportation improvements in the region aimed to expand or maintain service and emphasized maintaining the existing mainline ferry routes and schedules while looking to expand services from Prince Rupert, British Columbia to Seattle, Washington. The desire to expand these services was first documented in 1967, stemming from the relocation of the southern terminus of the AMHS due to issues with the Canadian ferry system and consistent rockslides experienced on the highway out of Prince Rupert, the original southern terminus of the AMHS. Pier 48 in Seattle became the southern terminus until 1989, when it was moved to Bellingham, Washington.

The 1986 SEATP identified planning goals and objectives that focused on balancing service levels and cost of service. The planning issues from the SEATPs from 1980 and 1986 both focused on the need to maintain the current operating standards and ensured residents of Southeast Alaska had access to what is defined in both plans as “at least the minimum level of transportation service” while continuing to plan for future population growth. The level of service that was considered as at least the minimum level of transportation service was undefined in both plans.

#### 1.2.1.2. The 1999 SEATP Update

The 1999 SEATP update described changes in the transportation system that occurred since 1986. The plan identified the lack of consistent connections between communities, reduced travel times, and decreased overall transportation costs as key issues to be improved.

#### 1.2.1.3. The 2004 SEATP Update

The 2004 SEATP update focused on updating the surface transportation system for the Southeast region on a local and state level. Specifically, the plan focused on ways to reduce reliance on long-distance ferry service and a shift to development and use of a multi-modal transportation system consisting of surface and marine transportation facilities. The primary goal of this change was to increase mobility for both Alaskans and visitors. Targeted improvements included the creation of new surface and marine highway connections and replacing the aging ferry fleet to increase efficiency and reduce costs for maintenance and operations of the facilities, and ultimately reduce cost to users.

From the 2004 SEATP update came the identification of 34 essential highway and utility corridors to be reserved and protected to meet future transportation needs in the region. These routes, often referred to as 4407 Corridors based off the framework and process for granting the rights-of-way and easements being described in Section 4407 of Public Law 109-59, include required connections for communities to regional transportation systems. The official adoption of the 2004 SEATP update served as an “official expression of state policy that no other action by any other party should be taken that would interfere with public use of any of the mapped corridors”. This inclusion and identification of 4407 corridors also came with requests to the United States Forest Service (USFS) to incorporate all of the identified highways and utility corridors into the Tongass Land Management Plan and to preserve and protect these corridors for these purposes as well as to contribute to the state’s efforts, by connecting forests roads that are located within essential road corridors identified by the state.

Corridors of particular interest identified include:

- Kake – Petersburg
- Kake – Totem Bay
- North Prince of Wales Island Road – Red

The full document containing all 4407 Corridors and their locations from the 2004 SEATP is located in Appendix <?>.

#### 1.2.1.4. The Draft 2014 SEATP Update

Although the 2014 draft update of the SEATP was not adopted, it is important to document the change in key issues identified between the 2004 update and the 2014 draft. The first key issue identified was the costs of maintenance and operation of the AMHS, which required a substantial budget for fuel for equipment, labor costs for personnel, and vessel acquisition and maintenance. The funds for the AMHS maintenance and operations came from the State General Fund and the budget needed for the AMHS resulted in Southeast Alaska requiring a large maintenance and operations budget compared to its population size. This was a political concern at the time the draft plan was written.

Another concern raised in the draft plan was the reduction in financial resources for freight movement in the region. Lastly, as seen in the 2004 plan, the 2014 draft discussed the replacement of several AMHS ferries to improve efficiency and reduce costs.

A review of the historical planning issues in Southeast Alaska, there is the ability to see some consistency in the needs of the communities in the region. Almost 40 years of planning history is available for Southeast Alaska and consistent themes are present, including AMHS capacity and routes, cost of transportation, community connections, travel time, and maintenance costs of transportation facilities and assets.

## 2. REGIONAL CONTEXT<sup>3</sup>

### 2.1. Regional Boundary

The Southeast Alaska region is comprised of:

- Seven (7) boroughs: Haines, Juneau, Ketchikan Gateway, Petersburg, Sitka, Wrangell, and Yakutat Boroughs
- Two (2) census areas: Hoonah-Angoon and Prince of Wales-Hyder Census Areas
- One (1) Municipality: Skagway

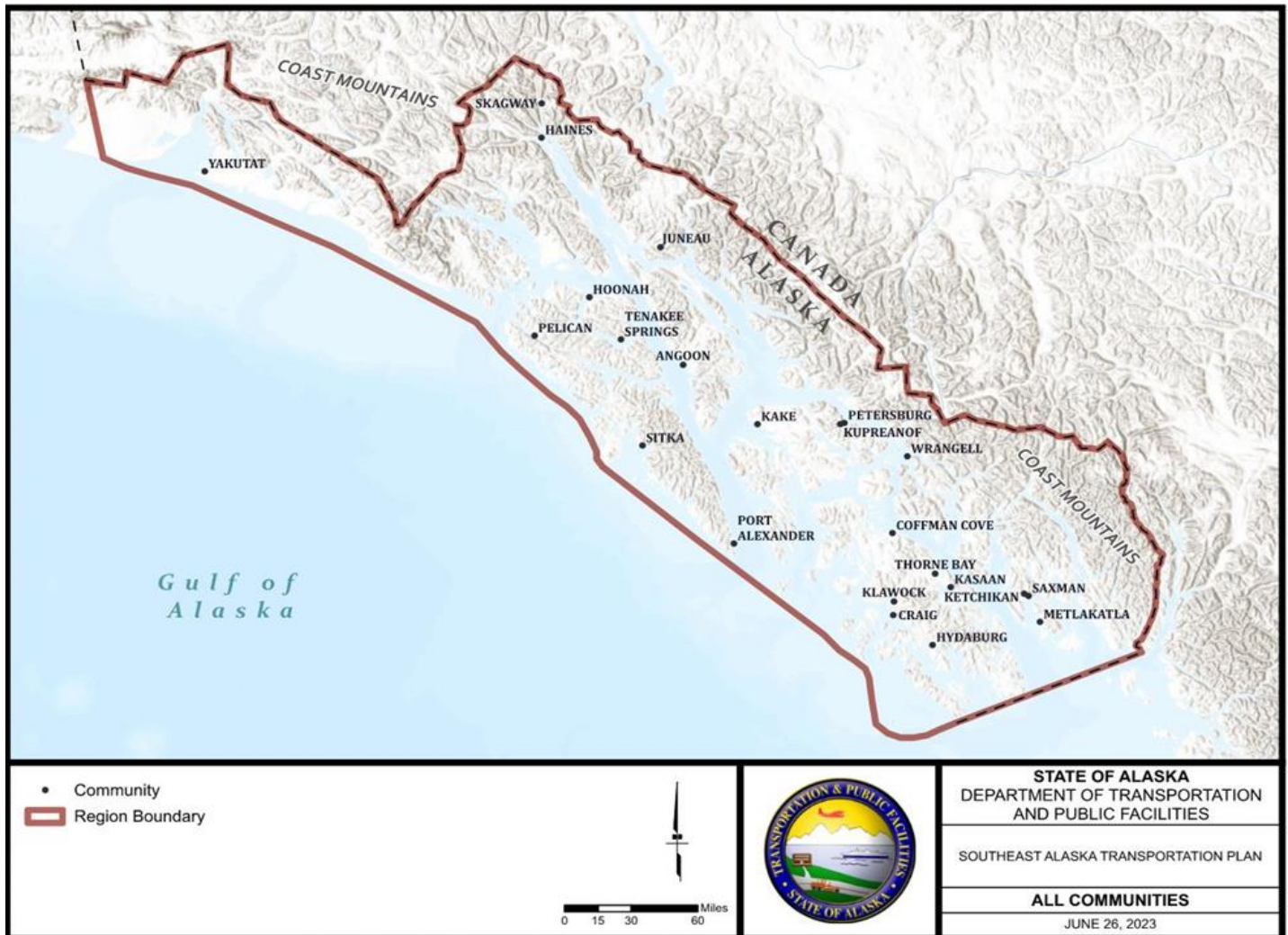


Figure 2. Southeast Alaska DOT&PF Regional Planning Boundary

<sup>3</sup>Data provided in this section is provided by State and Federal government databases as follows:

Population: Alaska Department of Labor and Workforce Development and U.S. Census Bureau

Employment: U.S. Bureau of Economic Analysis (2021), Alaska Commercial Fisheries Entry Commission (Preliminary 2022)

Federally Recognized Tribes: Alaska Department of Commerce, Community, and Economic Development

Health Infrastructure: Alaska Department of Commerce, Community, and Economic Development

School Infrastructure: Alaska Department of Education and Early Development, 2022-2023 Academic Year

### 2.1.1. Existing Conditions Database

Existing conditions within the SEATP regional boundary have been organized into an accompanying ArcGISOnline database for ease of reference. The **Statewide Transportation Infrastructure Database** includes geolocated data for physical infrastructure, such as roadways, ports and harbors, airports, medical facilities, and K-12 educational facilities, with the regional boundary. An attached spreadsheet also accompanies this report, which includes a database of all referenced existing conditions in the regional boundary. These two databases are incorporated by reference to allow for continued use of this report in the resulting long-range transportation planning efforts for the SEATP.

### 2.1.2. Socioeconomic Trends

As part of this existing conditions report, a population and economic analysis was completed using data and information derived from sources including the U.S. Department of Transportation (USDOT), Alaska Department of Labor and Workforce Development (ADOLWD), Alaska Department of Commerce, Community, and Economic Development (ADCCED), and the U.S. Census Bureau. For each of the communities identified, the U.S. Census Bureau's, American Community Survey (ACS) 2017-2021 five-year estimates and population forecasting were used to identify the projected populations for the year 2024. These estimates are included in each of the community profiles. Additional population projection information from ADOLWD can be viewed online at [live.laborstats.alaska.gov/article/Alaska-population-projections](https://live.laborstats.alaska.gov/article/Alaska-population-projections). Viewers can choose to view population projections on a Statewide, Alaska Native, or borough and census area level.

In 2022, the Southeast region had a population of 72,218 year-round residents. The region's largest population centers are Juneau (32,303 residents, 45 percent of the total), Sitka (8,350 residents, 12 percent of the total), and Ketchikan (7,998 residents, 11 percent of the total). Table 1 details the population distribution in Southeast Alaska.

The U.S. Census Bureau defines communities as rural or urban based on density and population. In Southeast Alaska, Juneau, Sitka, and Ketchikan meet U.S. Census Bureau density requirements to be classified as urban communities. However, current U.S. Department of Transportation (USDOT) grants generally consider communities to be urban only if they meet U.S. Census Bureau urban density standards and have 200,000 or more residents.

**Historically disadvantaged census tracts are defined by the U.S. Department of Transportation based on 22 indicators grouped into six categories:**

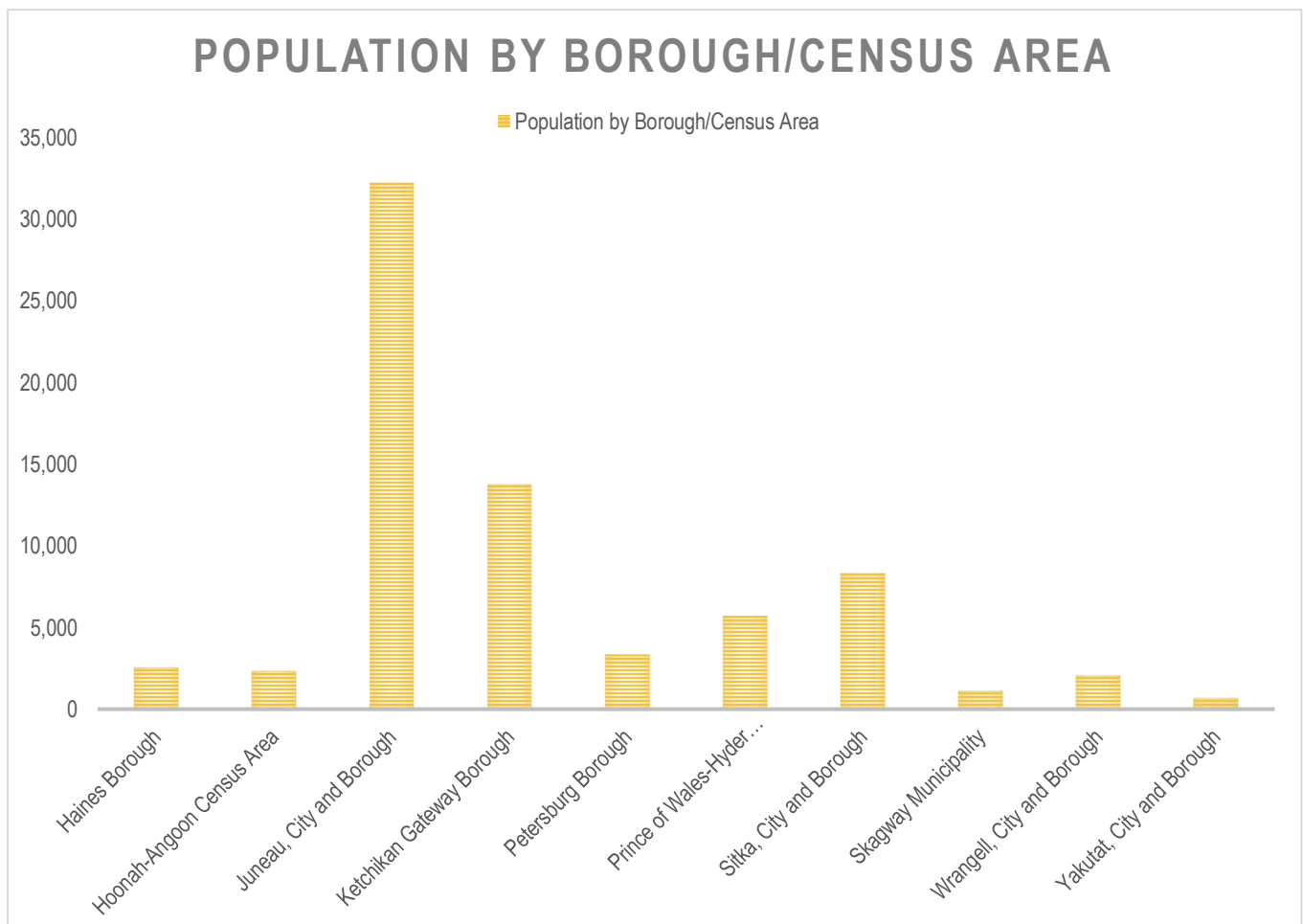
1. Transportation Access
2. Health
3. Environmental
4. Economic
5. Resilience
6. Equity

No census tracts in the Southeast region meet enough of the requirements within these categories to be classified as historically disadvantaged. However, tribal communities may be classified as historically disadvantaged and, as such, projects on these lands could qualify for certain USDOT grants. Transportation equity in Southeast Alaska is addressed in more detail in **section 2.1.7**.

Table 1 Populations by Borough/Census Area/Region, Southeast Alaska, 2022

Borough/Census Area	2022 Population	Community Type Defined by U.S. Census Bureau Density Requirements	Community Type Defined by USDOT* Requirements
Haines Borough	2,575	Rural	Rural
Hoonah-Angoon Census Area	2,349	Rural	Rural
Juneau, City and Borough	32,202	Urban	Rural
Ketchikan Gateway Borough	13,762	Urban	Rural
Petersburg Borough	3,357	Rural	Rural
Prince of Wales-Hyder Census Area	5,720	Rural	Rural
Sitka, City and Borough	8,350	Urban	Rural
Skagway Municipality	1,146	Rural	Rural
Wrangell, City and Borough	2,084	Rural	Rural
Yakutat, City and Borough	673	Rural	Rural
Total Southeast Region Population	72,218		

\*The definition of rural vs non-rural varies across modal administrations and specific grant funding opportunities within the USDOT





### 2.1.3. Demographics

Overall, 39 percent of the Southeast region's population self-identify as a race or ethnicity other than white alone, higher than the proportion in Alaska and the U.S. The percentage of minority residents varies widely across the Southeast, from a low of 14 percent in Haines Borough to a high of 69 percent in Yakutat City and Borough.

Southeast Alaska generally has an aging population, with a median age of 40.6 years which is significantly higher than to Alaska (35.0 years) and the rest of the U.S. (38.4 years). However, the median age also varies widely across the region. The Hoonah-Angoon Census Area has the highest median age at 50.7 years, and Yakutat City and Borough has the lowest median age at 37.2 years.

Table 2 Demographics by Borough/Census Area/Region, Southeast Alaska, 2021

Borough/Census Area/Region	Percent Minority Population*	Median Age
Haines Borough	14%	41.8
Hoonah-Angoon Census Area	51%	50.7
Juneau, City and Borough	35%	38.6
Ketchikan Gateway Borough	36%	40.3
Petersburg Borough	35%	49.0
Prince of Wales-Hyder Census Area	54%	43.0
Sitka, City and Borough	37%	39.2
Skagway Municipality	24%	40.5
Wrangell, City and Borough	41%	45.1
Yakutat, City and Borough	69%	37.2
Southeast Region	39%	40.6**
Alaska	38%	35.0
United States	32%	38.4

\*Minority population refers to the percentage of residents who self-identify as a race/ethnicity other than white alone.

\*\*Median age for the Southeast Region is calculated as the weighted average of the borough/census area medians.

Sources: U.S. Census Bureau, American Community Survey 2017-2021 5-Year estimates, Alaska Department of Labor and Workforce Development, McKinley Research Group estimates

### 2.1.4. Federally Recognized Native Tribes

There are 19 federally recognized native tribes within the Southeast Alaska region. Each native tribe is characterized by their own cultural heritage, customs, and tribal government. Many of these native tribes are active in the surrounding communities and throughout Alaska, providing thoughtful education about their heritage, the natural environment, and welcoming tourists into their communities. There are many other Alaska native tribes within Alaska that do not hold the designation as being federally recognized. For the purpose of this existing conditions report and inclusion of funding opportunities in the future plan update, only the native tribes that are eligible for federal funding have been included. These Federally Recognized Tribes, the traditional Tlingit Tribe name and the borough, census area, or region they are found in are detailed in Table 3 and have been cross-referenced from the Indian Entities Recognized by and Eligible to Receive Services from the United States Bureau of Indian Affairs published January 30, 2020, and updated in 2021 (85 FR 5462).<sup>4</sup>

<sup>4</sup> <https://www.federalregister.gov/documents/2021/01/29/2021-01606/indian-entities-recognized-by-and-eligible-to-receive-services-from-the-united-states-bureau-of>

Table 3 Federally Recognized Native Tribe, Southeast Alaska

Federally Recognized Tribe	Borough/Census Area/Region
Angoon Community Association	City of Angoon – Hoonah-Angoon Census Area
Central Council of the Tlingit and Haida Indian Tribes of Alaska	City and Borough of Juneau
Chilkat Indian Village (Klukwan)	City of Klukwan – Haines Borough
Chilkoot Indian Association	Haines Borough
Craig Tribal Association	City of Craig – Prince of Wales-Hyder Census Area
Douglas Indian Association	Douglas Island – City and Borough of Juneau
Hoonah Indian Association	City of Hoonah – Hoonah-Angoon Census Area
Hydaburg Cooperative Association	City of Hydaburg – Prince of Wales-Hyder Census Area
Ketchikan Indian Community	Ketchikan Gateway Borough
Klawock Cooperative Association	City of Klawock – Prince of Wales-Hyder Census Area
Metlakatla Indian Community, Annette Island Reservation	Metlakatla Indian Community – Prince of Wales-Hyder Census Area
Organized Village of Kake	City of Kake – Prince of Wales-Hyder Census Area
Organized Village of Kasaan	City of Kasaan – Prince of Wales-Hyder Census Area
Organized Village of Saxman	City of Saxman – Ketchikan Gateway Borough
Petersburg Indian Association	Petersburg Borough
Sitka Tribe of Alaska	City and Borough of Sitka
Skagway Village	Skagway Municipality
Wrangell Cooperative Association	City and Borough of Wrangell
Yakutat Tlingit Tribe	City and Borough of Yakutat

Source: 85 FR 5462

### 2.1.5. Local Government

Communities in Southeast Alaska are composed of the following municipal and borough structure types Eight (8) boroughs and two census areas

- Eighteen (18) incorporated cities
- Thirteen (13) census-designated places (no government structure)
- One (1) Indian reservation organized under federal law

These municipal and borough structures are detailed in Table 4. The largest communities and organized jurisdictions typically levy property and sales taxes to generate revenue for local infrastructure and services. Other communities have limited government revenues available for appropriation.



Table 4 Government Structure and Revenue, Southeast Region, FY 2022

Borough/Census Area	Municipal Structure	Property Tax Revenue	Sales Tax Revenue	Other Revenue
Haines Borough	Non-Unified Home Rule Borough	\$3,274,513	\$3,902,765	\$3,080,023
Hoonah-Angoon Census Area	Census Area	This information is in the community profile section.		
Juneau, City and Borough	Unified Home Rule Borough	\$56,240,123	\$53,895,082	\$227,327,333
Ketchikan Gateway Borough	Second Class Borough	\$9,945,304	\$10,252,860	\$26,951,905
Petersburg Borough	Non-Unified Home Rule Borough	\$3,467,823	\$4,141,309	\$5,523,510
Prince of Wales-Hyder Census Area	Census Area	This information is in the community profile section.		
Sitka, City and Borough	Unified Home Rule Borough	\$7,204,373	\$17,035,672	\$48,759,955
Skagway Municipality	First Class Borough	\$2,046,115	\$1,350,885	\$6,233,898
Wrangell, City and Borough	Unified Home Rule Borough	\$1,926,327	\$3,288,094	\$7,773,651
Yakutat, City and Borough	Non-Unified Home Rule Borough	\$413,417	\$1,202,534	\$2,337,319

Sources: Alaska Department of Labor and Workforce Development; Alaska Department of Commerce, Community, and Economic Development

Note: The 'Other Revenue' category includes all other revenues for boroughs and census areas, and only additional tax revenues for cities and CDPs.

### 2.1.6. Income and Poverty

Southeast Alaska region households have a lower median income (\$69,890) compared to Alaska median income (\$80,287). Juneau City and Borough and Sitka City and Borough are the only two boroughs/census areas in the region with median incomes higher than the Alaska median (\$90,126 and \$82,083, respectively). Wrangell City and Borough has the lowest median household income in the region at \$54,891.

About 10 percent of Southeast region residents live below the federal poverty line, the same proportion as Alaska statewide but lower than the national proportion of 13 percent. Haines Borough and Prince of Wales-Hyder Census Area have the highest proportion of residents living below the poverty line in the Southeast, at 17 percent. All other boroughs

and census areas in the region have a lower proportion of residents living below the federal poverty line compared to the national proportion.

Table 5 Income and Poverty by Borough/Census Area/Region, Southeast Alaska, 2021

Borough/Census Area	Percentage of Population Below the Poverty Line	Median Household Income
Haines Borough	17%	\$63,355
Hoonah-Angoon Census Area	9%	\$55,990
Juneau, City and Borough	7%	\$90,126
Ketchikan Gateway Borough	9%	\$77,820
Petersburg Borough	5%	\$71,696
Prince of Wales-Hyder Census Area	17%	\$55,857
Sitka, City and Borough	7%	\$82,083
Skagway Municipality	5%	\$75,000
Wrangell, City and Borough	12%	\$54,891
Yakutat, City and Borough	7%	\$72,083
Southeast Region	10%	\$69,890*
Alaska	10%	\$80,287
United States	13%	\$69,021

\*The median household income of the Southeast region was calculated as the weighted average of the medians of boroughs/census areas in the region. Sources: U.S. Census Bureau, American Community Survey 2017-2021 5-Year estimates; McKinley Research Group, 2023.

### 2.1.7. Transportation Equity in Southeast Alaska

The Justice40 Initiative, created under the Biden-Harris Administration, works to promote environmental justice and address equity issues within disadvantaged communities across the country while also addressing how federal agencies can invest in these identified communities through programs and policies.<sup>5</sup> The FHWA addresses environmental justice through the identification of disproportionate impacts to minority identified communities and the ways in which programs and policies can distribute equitable benefits.<sup>6</sup> The USDOT identifies projects located in 'Areas of Persistent Poverty' or 'Historically Disadvantaged Communities'.

As of June 2023, Justice40 updated the definition of Historically Disadvantaged Communities to acknowledge tribal land.<sup>7</sup> The USDOT also uses this definition in their identification of Historically Disadvantaged Communities when evaluating applications for the Rebuilding American Infrastructure with Sustainability and Equity (RAISE) discretionary grant program funding.<sup>8</sup> Alaska Native Villages, as well as Federally Recognized Tribes, are considered disadvantaged communities. However, their characteristics are distinct from census tracts which entail a broader geographic region, particularly in Alaska.

To quantify how a community may be experiencing burdens and how investments to the transportation system can improve access and opportunities, the USDOT launched the Equitable Transportation Community (ETC) Explorer<sup>9</sup>, which

<sup>5</sup> Justice40 at EPA. US Environmental Protection Agency Website. <https://www.epa.gov/environmentaljustice/justice40-epa#:~:text=In%20January%202021%2C%20President%20Biden's,must%20flow%20to%20disadvantaged%20communities>. Accessed October 2023.

<sup>6</sup> USDOT. n.d. Areas of Persistent Poverty & Historically Disadvantaged Communities. Accessed October 2023. <https://www.transportation.gov/RAISEgrants/raise-app-hdc>.

<sup>7</sup> "Equity Action Plan 2023 Update." September. Accessed February 2024. [https://assets.performance.gov/cx/equity-action-plans/2023/EO\\_14091\\_DOT\\_EAP\\_2023.pdf](https://assets.performance.gov/cx/equity-action-plans/2023/EO_14091_DOT_EAP_2023.pdf).

<sup>8</sup> RAISE Discretionary Grants. Accessed October 2023. <https://www.transportation.gov/RAISEgrants>.

<sup>9</sup> USDOT Equitable Transportation Community (ETC) Explorer. Accessed October 2023. <https://experience.arcgis.com/experience/0920984aa80a4362b8778d779b090723/page/Transportation-Insecurity-Analysis-Tool/>.

incorporates data from the Climate and Economic Justice Screening Tool (CEJST).<sup>10</sup> The CEJST uses eight categories along with 22 subcategory indicators to quantify burden:

1. Legacy pollution
2. Health
3. Housing
4. Climate change
5. Energy
6. Water and wastewater
7. Employment
8. Transportation

For example, Skagway census tract is not considered a historically disadvantaged community, but the tribal land located within the census tract falls within the classification of partially disadvantaged. The census tracts that meet the criteria of Historically Disadvantaged Communities outside of Federally Recognized Tribal land show which burden indicators they meet. According to the USDOT and consistent with the Justice40 initiative, Hydaburg, Ketchikan, and Wrangell are all considered Historically Disadvantaged Communities.

Comparing nationwide equity data to areas of Alaska is challenging due to the analysis of each census tract using the same 22 indicators. These indicators are frequently considered irrelevant to the geographic region or are not applicable to communities found in rural Alaska. Burdens specific to Alaska communities are not considered on the national level such as climate change impacts, loss of sea ice, and suicide rates. Within the ETC, the Transportation Insecurity Analysis Tool dives deeper into burden indicators and how each relate to transportation: Environmental Burden, Health Vulnerability, Social Vulnerability, Climate and Disaster Risk Burden, and Transportation Insecurity.

The USDOT Equity Action Plan 2023 Update<sup>7</sup> identifies Expanding Access as one of the five focus areas to addressing equity. According to the September 2023 update, Expanding Access includes factors such as increasing “social and economic opportunity for disadvantaged and underserved communities from the provision of affordable multi-modal transportation options close to affordable housing and the development of a transportation cost burden measure.”

The primary disparity indicators typically used to examine transportation equity are retrieved from the U.S. Census Bureau ACS, five-year estimates and are included in Table 6.<sup>11</sup>

*Table 6 Primary Disparity Indicators Used for Transportation Equity*

Primary Disparity Indicators for Transportation Equity
Over the age of 65
Youth (under the age of 18)
Racial or ethnic minority
Those living with disabilities
Those living below the poverty line
No vehicle access

<sup>10</sup> Climate and Economic Justice Screening Tool. Accessed October 2023. <https://screeningtool.geoplatform.gov/en/#6.58/58.32/-136.46>.

<sup>11</sup> U.S. Census Bureau, 2017-2021 American Community Survey. 2021. ACS 5-Year Estimates Subject Tables.

In Figure 3, the communities defined in the DOT&PF SEATP boundary are included at a borough or census-area level, as available. For each community, these transportation equity indicators, identified in Table 6, have been charted to show areas of vulnerability. Limited English proficiency data was not available and is instead reflected in percentile ranking below.

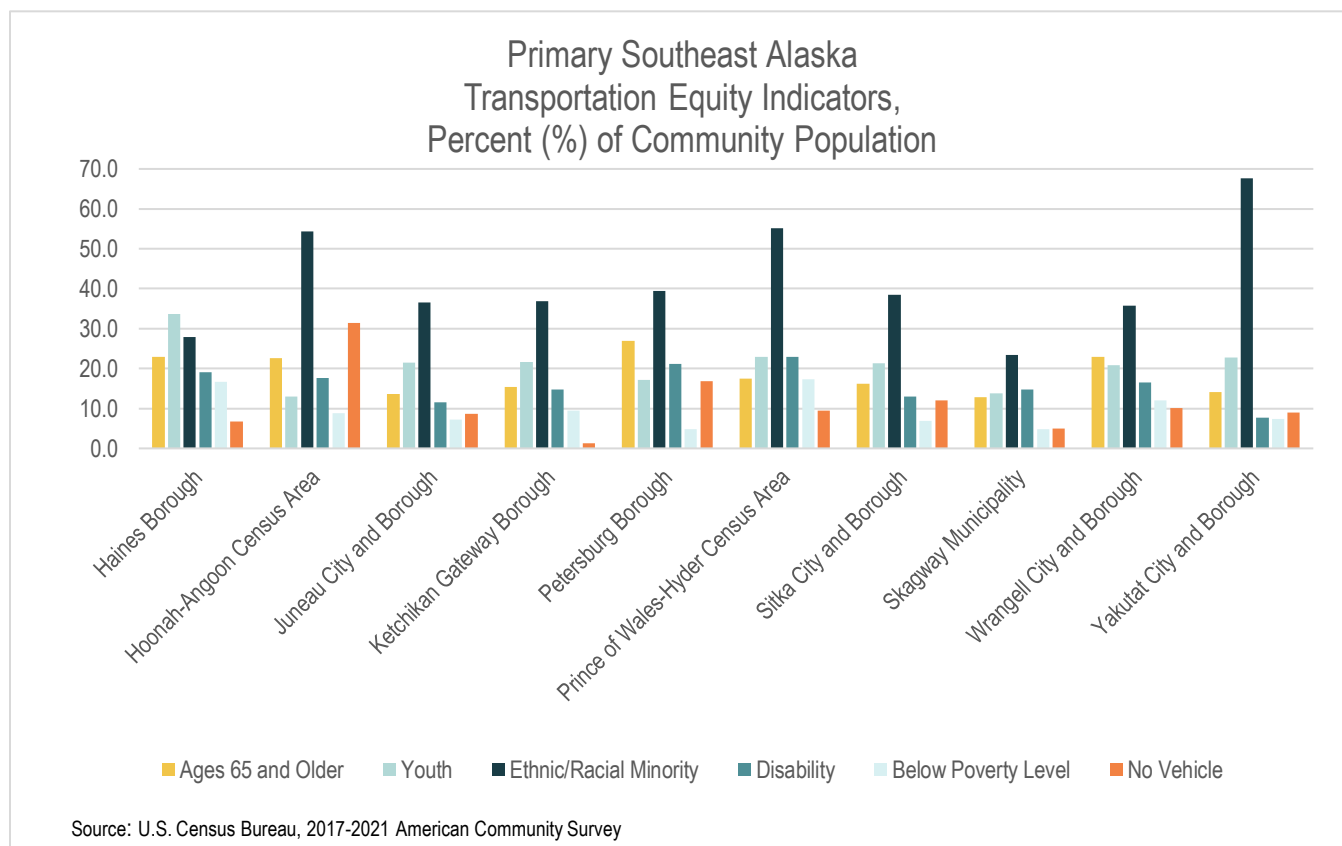


Figure 3 Primary Disparity Indicators for Transportation Equity by Percent of Population for Communities in Southeast Alaska

According to the USDOT, those with limited English language proficiency may experience less access to important information such as emergency advisories if the information is not made available in their native language. Also, communities with limited internet access have less opportunity to gain education, employment, social mobility, and convenient healthcare options such as telehealth.<sup>12</sup> Communities with high Transportation Access scores may experience longer commutes and limited access to personal vehicles or public transportation. High Transportation Cost Burdens may affect the health of individuals within a community by impacting their choices (for example, choosing to not use transportation for medical appointments due to the high costs of fuel, repairs, or maintenance). The USDOT ETC uses ranking percentiles to quantify cumulative disadvantage by comparing census tracts within a specific state. Consistent with CEJST, the USDOT considers the census tract to be disadvantaged if the score is 65 percent or higher.

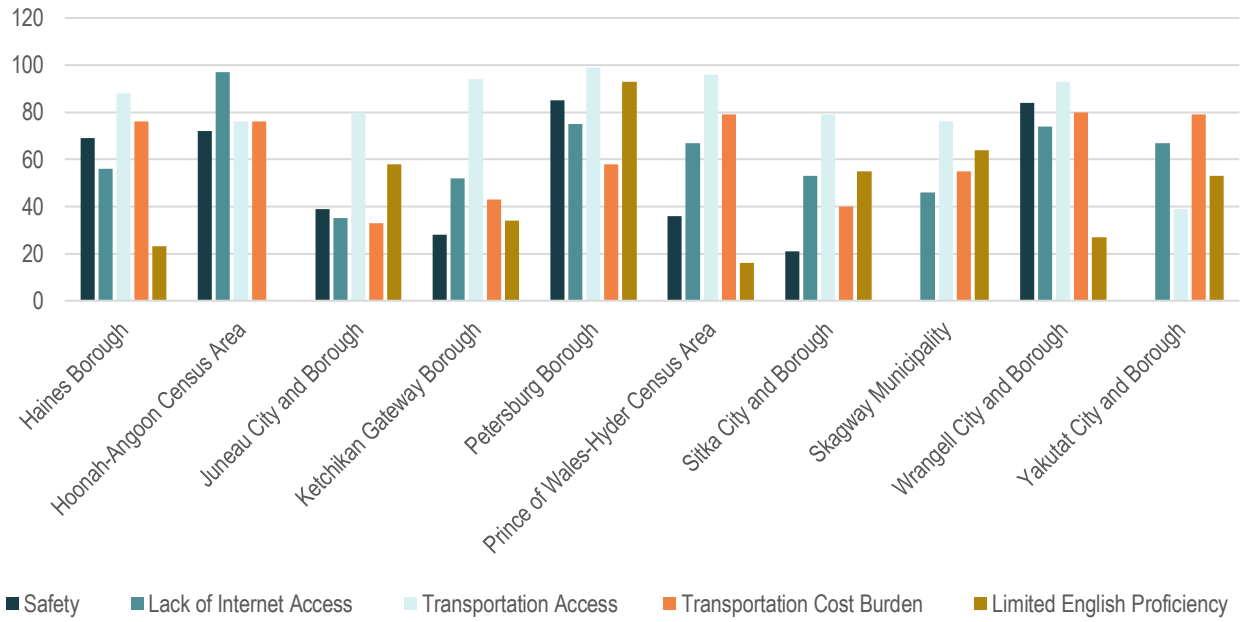
The secondary transportation equity disparity indicators used to compare how census tracts in the Southeast compare to the rest of Alaska are retrieved from the USDOT ETC<sup>13</sup>, including:

- Limited English proficiency
- Safety
- Lack of internet access
- Transportation access
- Transportation cost burden

<sup>12</sup> ACLU. 2021. *How Broadband Access Advances Systemic Equality*. <https://www.aclu.org/news/privacy-technology/how-broadband-access-hinders-systemic-equality-and-deepens-the-digital-divide>

<sup>13</sup> 2024. *Environmental Review Toolkit*. March. [https://www.environment.fhwa.dot.gov/env\\_topics/environmental\\_justice.aspx](https://www.environment.fhwa.dot.gov/env_topics/environmental_justice.aspx).

# Southeast Alaska Secondary Transportation Equity Indicators Percentile Ranked



Source: USDOT Equitable Transportation Community (ETC) Explorer. Accessed October 2023

Figure 4 Secondary Disparity Indicators for Transportation Equity by Ranked Percentile for Communities in Southeast Alaska

## 2.2. Existing Regional Infrastructure

In Southeast Alaska, transportation access, including access to goods and services is a common concern or goal mentioned during the various planning processes completed by DOT&PF and communities. Access can be defined as the ability for communities to be connected to one another by one or more transportation modes and associated intermodal connections that are cost effective, attainable, and equitable for all. Southeast Alaska has diverse communities, environments, cultures, economies, and topographies. This diversity provides varied transportation systems and connections that have been adapted over time to meet the needs of communities.



*Figure 5. Sen. Lisa Murkowski (left) and U.S. Transportation Secretary Pete Buttigieg (right) on AMHS Ferry Hubbard (photo by James Brooks/Alaska Beacon)*

Access should provide communities with an easy connection to larger hubs such as Juneau or Anchorage, while considering the need for different modes of transportation and their importance to provide connections. An example of desired access in Southeast Alaska was demonstrated by a recent trip by Transportation Secretary Pete Buttigieg and Senator Lisa Murkowski, who were redirected to use the AMHS to travel from Juneau to Haines when their scheduled flight was cancelled due to rain. Multi-modal access and modal redundancy in Southeast Alaska are important to support both human and freight travel to maintain connections when unanticipated events threaten or limit any one mode of access.

Active transportation is important in Southeast Alaska. Not only do many communities rely on cruise ship tourism and foot traffic within their downtown cores to support economic vitality, but many communities in the region also have lower vehicle ownership or the vehicle they do own is kept in storage in larger transportation hubs owing to the costs of running or maintaining the vehicle. Local community members instead rely on transportation modes such as walking, biking, public transit, and marine. Marine transportation including ports and harbors and the AMHS are a particularly important mode to connect communities in Southeast Alaska.

### 2.2.1. Medical and Educational Facilities Inventory

An inventory of medical and educational facilities within these communities is included as connection and access to these services is essential. Information on education in Southeast Alaska is gathered using publicly available data from the Alaska Department of Education and Early Development (ADEED).

### 2.2.2. Regional Transportation System

Past transportation planning efforts focused heavily on the aviation and marine systems within Southeast Alaska, however the roads and highway systems found in the individual communities are key elements of maintaining connectivity in the region. Only three Southeast Alaskan communities, Hyder, Haines, and Skagway are connected to roadways that traverse Canada back to Alaska or on to the contiguous U. S. With the exception of these communities, the SEATP region is only accessible by air or marine facilities. However, each community does include surface transportation to service the community's needs to access air and marine facilities, as well as local travel within the individual communities for everyday travel. The following section details an overview of the existing facilities, with details on each community found in Section 3, Community Profiles.



## Active Transportation Infrastructure

An inventory of active transportation facilities throughout Alaska, including the Southeast region, is not available, as noted in the 2019 DOT&PF Statewide Active Transportation Master Plan. This is a key data gap for Alaska's active transportation system and should be addressed as recommended in the Master Plan.

For recreation focused users, an open-source data for walking, biking, skiing, and running is available through the user-informed application, Strava. Strava is a global application that allows non-motorized users to log and track their trips for personal reference and use. These trips are then anonymized and combined to provide the Strava Global Heat Map of non-motorized activity. Figure 4 is an example of a Strava heat map, showing the color-graded view of user's walking routes in the Ketchikan area based on application user supplied data. The heatmap's color grade uses orange to indicate the "hottest" or most used routes. As route use declines, the color grade moves from orange to gray. Although Alaska is missing an inventory of physical active transportation facilities as a whole, available open-source data such as Strava may help guide planning efforts based on currently documented use to help identify strategic investment opportunities.



Figure 6. Ketchikan Walking Heat Map, Strava.

## Roads and Highways

Roads and highways in the SEATP regional area continue to follow state-wide standards for functional classification, surface types, and are organized as part of the National Highway System, Alaska Highway System, or other public road classification. A full inventory of existing roadway facilities is found in the accompanying databases for this report.

**Functional Classification** Functional roadway classification defines the role a particular roadway segment performs in serving the movement of traffic through a network. The intended functional classification of a road helps to determine size, speed, intersections, adjoining land uses, and access. The road network within Southeast Alaska includes arterial roadways, collector roads, and local roads.

**Surface Types** Three main road surface types are found within the southeast Alaska region; these include paved, unpaved, and other. In many instances these unspecified or other road surfaces are boardwalks that act as modal connections for communities.

## National Highway System (NHS)

The NHS is established under USC 23 section 103 and consists of highway routes and connections that meet the following:

- Serve major population centers, international border crossings, ports, airports, public transportation facilities, and other major travel destinations.
- Meet national defense requirements.
- Serve interstate and inter-regional travel and commerce.

NHS designations were first made in 1996 in a report by the Secretary of Transportation to Congress entitled “Pulling Together: The National Highway System and its Connections to Major Intermodal Terminals”, since then modifications have been made to include other routes that meet the criteria as designated by the Secretary of Transportation in consultation with appropriate Federal agencies and the States.

### The Alaska Highway System (AHS)

The AHS is established under Alaska Administrative Code (AAC) 17, section 05.010 (17 AAC 05.010) and consists of highways that meet at least one of the three program classifications listed below:

- Highways that are included within the National Highway System (NHS) established under 23 USC 103
- Are of state-wide significance but are not included in the NHS – these highways are defined in 17 AAC 05.0170(c) and include the following highways within the Southeast Alaska region:
  - Marine vessels and facilities including the Alaska Marine Highway System (AMHS) not included in the NHS and terminals and vessels owned and operated by political subdivisions of the state that provide service between communities in the state
  - Craig-Klawock-Hollis Highway from Craig to Clark Bay
  - Glacier Highway, from the Auke Bay Ferry Terminal to Echo Cove
  - Klawock Airport Road, from Klawock Airport to Big Salt Lake Road
  - Big Salt Lake Road, from Craig-Klawock-Hollis Highway to its end
  - Thorne Bay Road, from Big Salt Lake Road to Thorne Bay
  - North Prince of Wales Road, from the Big Salt Lake Road junction to the Coffman Cove junction
  - North Tongass Highway, from the Ketchikan Airport Ferry Terminal to its end
  - South Tongass Highway, from Bawden Street to its end
  - Mitkof Highway, from the Petersburg Ferry Terminal to the ferry terminal on the south end of Mitkof Island
- Highways and transportation-related facilities with designation under the Community Transportation Program (17 AAC 05.170(d)) or the Trails and Recreational Access for Alaska (TRAAC) Program (17 AAC 05.170(e))

All roads identified as part of the NHS in Alaska are also part of the AHS, but not all AHS roads are a part of the NHS. Within the SEATP region, approximately 199 miles are part of the AHS. The AHS routes are located in Klawock, Prince of Wales Island, Juneau, Whale Pass, Ketchikan, and Kake.

### Marine

Marine facilities within the southeast region primarily consist of harbors, docks, floats, and ferry terminals. Each facility provides an area for a vessel to stop, but with a different level of accommodation. Harbors and ferry terminals are areas that have a larger footprint and act more or less like a port for vessels. These facilities are made for vessels to stop, anchor, and be able to load and unload as needed. Docks are areas where vessels are able to stop and anchor with access to a ramp or other facilities to support getting on or off the vessel and reach the land. Floats are facilities that are located offshore and are detached from all other facilities. Floats are common in more remote areas as they allow a safe tie-off area for vessels that are making long journeys.

### Alaska Marine Highway System (AMHS)

The AMHS is a state-owned ferry system that operates along a roughly 3,500-mile route serving coastal communities in Alaska, with connections to Prince Rupert, British Columbia and Bellingham, Washington. The AMHS has a critical role in transportation in Southeast Alaska as a primary means of access to and between many coastal communities in the region.



The AMHS includes mainline routes, which travel the entire length of the system, serving larger communities within the Southeast, and connecting the region with British Columbia and Washington State to the south, as well as Yakutat and other destinations north and west, across the Gulf of Alaska. Day boat and shuttle routes provide daily access between smaller communities in the region.

Figure 7. AMHS Service within the Southeast Planning Region.



The AMHS fleet currently has nine vessels ranging in size and capability to accommodate passengers, freight, and motor vehicles. The largest vessels are used on mainline routes, which typically cover longer distances, with multiple stops, and can transport both people and freight. Smaller vessels are used on day boat and shuttle routes, which typically provide service between two destinations and accommodate both passengers and smaller freight. Most of the port terminals that serve the vessels in the AMHS fleet accommodate roll-on/roll-off (Ro/Ro) loading that is intended for vessels that carry wheeled cargo such as vehicles. Distinctions are made throughout Section 3, Community Profiles, for which locations offer Ro/Ro loading including if this loading is intended for the stern or berth. These distinctions also indicate which vessels the port terminals are able to accommodate.

The DOT&PF is currently developing the first Long-Range Plan (LRP) for the AMHS. The plan is intended to establish a yearly management and operations plan and include recommendations for improvements to the fleet as well as AMHS facilities within the communities served by the system. The plan will incorporate existing conditions of both vessels and AMHS terminals and identify maintenance and capital improvement needs throughout the system for an initial three-year term over a 20-year horizon. The Three-Year Interim Plan was completed summer 2023, the 20-Year Interim Plan is anticipated in winter 2024, with the Final Long-Range Plan anticipated in spring 2024.

### Aviation

Along with the AMHS, aviation is another critical means of regional transportation for residents and visitors of Southeast Alaska. Many of the boroughs and census areas within Southeast are located on islands separated by bays, coves, or other large bodies of water, often without surface transportation access. With the majority of southeast communities not accessible by the highway system, aviation plays a key part in providing access to communities for connection to goods, services, and travel to other parts of the region. The Southeast Region boasts 18 publicly accessible airports in 10 communities, as well as 44 seaplane bases. Section 3, Community Profiles, includes detailed information on aviation infrastructure.

Freight

Freight moves by all transportation modes in Southeast Alaska, but the most crucial mode is by marine transport. The Juneau Port is 902 nautical miles from Seattle while the Port of Alaska located in Anchorage, is 793 nautical miles from Juneau. Southeast Alaska communities serve as ports of entry, providing barge service that is available in a three- to seven-day transit time from Seattle.<sup>14</sup>

There are no official National Highway Freight Networks existing or proposed in the SEATP boundary, although some freight is moved by truck throughout the region. In 2022, the Port of Haines, Haines Highway, and the Klondike Highway were added as components of the statewide Multimodal Freight Network. These facilities joined seven other facilities from the region that were already previously identified and are provided in detail in Table 7.<sup>15+10</sup>

Table 7. Statewide Multimodal Freight Network Components, Southeast Alaska

Facility Name	Facility Type
Haines Highway	Highway
Juneau International Airport	Airport
Ketchikan International Airport	Airport
Klondike Highway	Highway
Port of Haines	Port
Port of Juneau	Port
Port of Ketchikan	Port
Port of Petersburg	Port
Port of Wrangell	Port
Sitka Airport	Airport

DOT&PF Maintenance Facilities

The Southcoast Regional Maintenance and Operations (M&O) office based in Juneau is responsible for the maintenance and operations of two districts. The district containing all communities within the SEATP region is identified as the Southeast Maintenance and Operations District. This district is responsible for 12 maintenance stations and DOT&PF owned airports within the communities of Gustavus, Haines, Hoonah, Juneau, Kake, Ketchikan, Klawock, Petersburg, Sitka, Skagway, Wrangell, and Yakutat.

<sup>14</sup> Alaska Strategic Freight Plan, 2022. [https://alaskamoves2050.com/wp-content/uploads/2023/01/25697\\_Alaska\\_Strategic\\_Freight\\_Plan\\_REDUCED\\_122222.pdf](https://alaskamoves2050.com/wp-content/uploads/2023/01/25697_Alaska_Strategic_Freight_Plan_REDUCED_122222.pdf). Accessed 2023.

<sup>15</sup>Alaska Strategic Freight Plan, 2022. Existing and Proposed Freight Network Maps. [https://alaskamoves2050.com/wp-content/uploads/2023/01/25697-Alaska-FP-Appendix-I-Existing-and-Proposed-Freight-Network-Maps\\_122222.pdf](https://alaskamoves2050.com/wp-content/uploads/2023/01/25697-Alaska-FP-Appendix-I-Existing-and-Proposed-Freight-Network-Maps_122222.pdf). Accessed 2023.

### 3. COMMUNITY PROFILES

This section summarizes the communities within Southeast Alaska based on boroughs, census areas, and municipalities. The community profiles include information regarding population, employment, local government, existing local plans, the transportation system, and social services. All factors that are examined provide information on the existing conditions on the socio-economic status, governmental structure, local communities purpose and goals, transportation infrastructure, and social service infrastructure.

#### 3.1. Haines Borough

##### 3.1.1. Communities

As a non-unified home rule borough, Haines is composed of six unique communities that are all identified as census designated places. The borough is situated between the Chilkoot and Chilkat rivers on the shores of the Lynn Canal. By air, Haines Borough is 80 miles from Juneau and 600 miles from Anchorage, alternatively by road the borough is 775 miles from Anchorage. Haines Borough communities are summarized below.

<b>Covenant Life</b> Covenant Life is a self-sustaining religious community located at milepost 26 of Haines Highway. Covenant Life conducts their own schooling, produces their own agriculture, and has an economy that is based on collective assets and income.	<b>Lutak</b> Lutak is often considered as a development within Haines Borough rather than its own community.
<b>Excursion Inlet</b> Excursion Inlet is located on the west coast of Lynn Canal and is 38 miles northwest of Juneau. This community originated as a cannery and grew as it was used as an essential resupply point during World War II.	<b>Mosquito Lake</b> Mosquito Lake is identified as a community due to having its own school and other social services, but it is often regarded as being more of a subdivision. A state park and campground are located in the Mosquito Lake area that provides recreation opportunities for the greater Haines area.
<b>Haines</b> Haines is located on northern part of the Alaskan Panhandle and is near Glacier Bay National Park and Preserve. The community of Haines has the largest population within the borough.	<b>Mud Bay</b> Much like Lutak and Mosquito Lake, Mud Bay is often identified as being a development rather than its own community. Mud Bay is home to The Chilkat Bald Eagle Reserve, which is a major tourist attraction in Southeast Alaska.

Residents and tourists alike experience cool summers, mild winters, and heavy rain throughout the year. Haines Borough does not experience many days with freezing conditions, but clouds and fog can often be a hazard. The borough has approximately 2,343.7 square miles of land and 382.1 square miles of water.

##### 3.1.2. Population

Haines Borough houses approximately 3.5 percent of the total population of the Southeast region. The total population for the borough for 2022 is 2,575 with a projected population of 2,483 by 2045, representing an estimated four percent reduction. Population statistics in 2022 for the six census designated places within Haines Borough are provided in

Table 8. The largest population center is Haines, which is connected by road to the interior of Alaska and Canada. Other transportation facilities include an airport, a seaplane base, as well as a ferry terminal. Excursion Inlet has the smallest population in the borough and is equipped with a seaplane base.

Table 8 Haines Borough, Community Populations, 2022

Community Name	Status	2022 Population
Covenant Life	Census Designated Place	74
Excursion Inlet	Census Designated Place	23
Haines	Census Designated Place	1,788
Lutak	Census Designated Place	61
Mosquito Lake	Census Designated Place	295
Mud Bay	Census Designated Place	200
Unincorporated Borough Locations	Unincorporated	134
Haines Borough Total Population		2,575

### 3.1.3. Employment

Approximately 1,558 people (60.5 percent) of the population of Haines borough were identified as holding some type of employment. According to a 2021 U.S. Bureau of Economic Analysis Report, “full time employment not reported as self-employment”, was the largest employment category, with 842 individuals working in these types of positions. Approximately 637 individuals were working in roles categorized as self-employed.

#### Main Employment Industries

The 2021 U.S. Bureau of Economic Analysis Report analyzed wages and salaries for the 842 full time jobs held to identify the top three industries in Haines Borough.<sup>16</sup> The report concluded that the following top three industries in order of size: 1) Leisure and Hospitality, 2) Local Government, and 3) Health Care and Social Assistance. In addition to industries by size, the locals are proud of their resident commercial fishing operations, and report 79 resident commercial fishing operations as employment in Haines Borough in 2022.<sup>17</sup>

### 3.1.4. Local Government and Revenue

The local government for Haines borough serves residents by providing essential services, promoting public safety and welfare, promoting, and supporting community development and growth. As a “home rule” borough, the local government retains the responsibility to operate under its own charter that defines its powers and responsibilities. An Assembly is responsible for governing the borough and setting policy, passing laws, and managing budget decisions, with a Mayor and Borough Manager. The Mayor is the elected head of the borough while the Borough Manager is a professional administrator responsible for the day-to-day operations and management of the borough. Multiple smaller departments exist to support the Mayor and Borough Manager and to facilitate borough functions and operations. These include municipal departments, boards, and commissions.

As a home rule borough, Haines Borough has the authority to levy taxes on borough residents. Information displayed in Table 9, illustrates the breakdown of how the funds collected through property taxes (priced at \$2,205 for a \$225,00 property) will be used in to fund borough activities in 2023.<sup>18</sup>

<sup>16</sup> 2021 U.S. Bureau of Economic Analysis Report

<sup>17</sup> 2022 Alaska Commercial Fisheries Entry Commission Report.

<sup>18</sup> Haines Borough Website. <https://www.hainesalaska.gov/>. Accessed 2023.

Table 9 Haines Borough, Tax Rates and Revenues, 2022<sup>19</sup>

Haines Borough					
Property Tax Revenue		Sales Tax Rate	Sales Tax Revenue		Estimated Tax Per Capita
\$3,277,088.00		5.5%	\$36,041,884.00		\$2,747.00
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
4%	\$133,173.00	\$2/Pack or 45%/Wholesale	\$147,479.00	2%	\$17,929.00

### 3.1.5. Tribal Government

In addition to the local government of Haines Borough, tribal government is overseen by the Chilkoot Indian Association (CIA). The CIA is a Native Sovereign Nation that strives to integrate their native culture, values, and beliefs into daily life and work to improve not only their life but the lives of those in the community that they share. The Tribal administration focuses on service areas of housing, youth services, cultural preservation, and transportation.

The Chilkoot Indian Association's eight-member Tribal Council operates under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress which authorize the Tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the Tribe. The CIA collaborates with the Haines Borough to carry out cultural and transportation initiatives in the region. Aided by information from the Federal Indian Reservation Roads Program Figures, the Chilkoot Indian Association receives transportation funds through a funding agreement with the USDOT FHWA. Several additional funding opportunities exist for the tribe through the BIA and the FHWA.

### 3.1.6. Existing Local Plans

#### Haines Borough Comprehensive Plan 2025 (2012)

The 2012 Haines Borough Comprehensive Plan leveraged community input and focused on ways to address planning concerns for people, environment, quality of life, government, economic development, transportation, and other community concerns. Transportation challenges identified in the comprehensive plan include:

- Fuel cost impacting visitor travel and the cost and frequency of freight – the amount of travelers crossing the international border was identified as being on a steep decline, likely to continue unless a cheaper fuel source for vehicles were to be identified.
- The neighboring community of Skagway has greater access to Yukon mines and has already established an ore transfer facility as well as a well-established relationship with the Yukon government and producers.
- Anticipated reductions in federal transportation funding resulting in a likely decrease of funds available for both new construction and road maintenance.

The Comprehensive Plan noted a 15 percent decrease in cruise visitors between 2005 and 2011. The number of motor vehicles crossing the international border decreased by 20 percent but the number of bicyclists crossing the border increased by 47 percent, indicating that tourism using active transportation modes is an opportunity for Haines Borough. The transportation-focused goals identified in the Comprehensive Plan include policies to provide a safe, convenient, reliable, and connected transportation network to move goods and people to, from, and within Haines Borough, as well as focus on maintaining road, port, and harbor facilities to maximize public investment, enhance public safety and access, and provide economic opportunity.

<sup>19</sup> 2021 U.S. Bureau of Economic Analysis Report

### 3.1.7. Transportation Facilities

#### 3.1.7.1. Surface

##### Roadways

Haines Borough has a total of 123.78 miles of roadways. Approximately 70.52 miles of road are maintained by DOT&PF Southcoast region. The largest segment is Haines Highway, with a total length of 39.53 miles.

##### Transit

Haines Borough currently does not have a public transit system. The Borough is currently completing a Coordinated Human Services Transportation Plan (CHSTP) as required for organizations utilizing Federal Transit Administration (FTA) Section 5310 funds, also known as the Enhanced Mobility for Seniors and Individuals with Disabilities Program. The CHSTP is submitted to DOT&PF and updated every four years to identify transportation needs of individuals with disabilities, older adults, and people with low incomes, as well as provide strategies for meeting those needs.

#### 3.1.7.2. Aviation

There are two identified airports in Haines Borough eligible for federal funding as members of the National Plan of Integrated Airport Systems (NPIAS) and owned by DOT&PF. Excursion Inlet (EXI) is a seaplane base with one primary water runway identified as Northwest/Southeast (NW/SE). Scheduled passenger service to EXI is subsidized through the DOT&PF's Essential Air Service Program (EAS). There are no based aircraft at EXI and annual operational counts, last recorded in 2020, were 200 air taxi operations. Haines Airport (HNS) is a primary non-hub airport with one primary asphalt runway identified as 08/26. HNS serves as the primary airport for the Haines Borough. HNS is a lighted airport with 21 based aircraft, all of which are categorized as single engine aircraft. There currently are no instrument approaches established for HNS. Table 10 provides a summary of the airports identified within the Haines Borough and their key features.

Table 10 Haines Borough, Aviation Facility Inventory

Airport Name	ID	Owner	NPAIS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Excursion Inlet	EXI	DOT&PF	Y	Y	1,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Haines	HNS	DOT&PF	Y	N	4,000 ft x 100 ft	Asphalt	Y	N	Nonhub/ Commercial	21

#### 3.1.7.3. Marine

##### Harbors

The harbors in Haines Borough were developed to accommodate private vessels, fishing boats, and tour boats. The presence of these facilities is essential for local commerce such as fishing and tourism. Within the borough of Haines, four harbors all owned and maintained by local government organizations were identified. In July 2021, Haines Borough applied for and received a RAISE grant of \$20 million to replace the current Lutak Dock. The Lutak Dock provides a vital role in receiving fuel and consumer goods for the community. In 2014, the Lutak Dock was declared to be at the end of its "credible 60-year service life". The replacement project has been approved and is being constructed at the time of writing. Although Table 11 identifies Lutak Dock as being owned and maintained by the borough, it is split with the State of Alaska. Of these harbors, four are within the city of Haines including the Lutak Dock and one was identified as Swanson Harbor, as noted in Table 11.

Table 11 Haines Borough, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Letnikof Cove Float	Haines	Haines Borough	Haines Borough
Lutak Inlet Launch Ramp	Haines	Haines Borough	Haines Borough
Lutak Dock	Haines	Haines Borough	Haines Borough
Portage Cove Small Boat Harbor	Haines	Haines Borough	Haines Borough
Swanson Harbor Refuge Float	Swanson Harbor	Local Government	Local Government

## Alaska Marine Highway System

Haines Borough has one AMHS facility, located in the city of Haines, that is identified as the Haines Port and Terminal which uses the identifier, HNS, which is identical to Haines Airport. The use of HNS for both the ferry terminal and airport can cause some confusion, as the ferry terminal has the ability to also accommodate small planes. The facility is owned and operated by DOT&PF. The ferry service offers both mainline and day boat routes between Haines and Juneau which has a sample running time of 4 hours 30 minutes. Connection to Juneau provides residents and visitors of Haines the ability to link with additional ports along the AMHS via mainline ferry routes.

The HNS ferry terminal has two types of Ro/Ro loading methods, one type via stern doors and the other via side doors and is compatible with most vessels in the current fleet, which reduces service disruption when vessels require maintenance or repair. Small planes and barge service are also accommodated at the HNS ferry terminal. The facility located in Haines receives service from *M/V Kennicott*, *M/V LeConte*, *M/V Hubbard*, and *Goldbelt*.

### 3.1.7.4. Tribal Transportation

The CIA created a Transportation Department (CIA DOT) in 2001 to plan, design, and construct roads, trails, and sidewalks to benefit tribal members. Online information for the Chilkoot Indian Association has not been updated since 2011. All available inventory and program information reflects the conditions present in 2011 and prior, with no recent updates. Some needs for the CIA were able to be identified through the 2018 Haines Borough CPTHSTP, including the need to expand the transit service area and operational hours, develop transit services for users with disabilities, and install wayfinding signage with the Tlingit language.

## Facilities

Roads constructed by the CIA DOT are limited to those in the Chilkoot Estates Subdivision. The approximately 0.52 miles of roads within the subdivision consist of Chilkoot Street, Chilkoot Loop, and Chilkoot Court. Maintenance of these roads is conducted by the Haines Borough.

## Programs

As of 2023, no transportation programs are documented within the CIA community.

## Transit

As identified in the 2018 CPTHSTP, the CIA provides some of the funds required for the Haines Senior Center transportation service. This service is available to any disabled person over the age of 60 seeking transportation in the Haines Borough. Approximately 3,700 users are served annually through weekday operations.

## Aviation

Members of the CIA can access the DOT&PF owned and operated Haines Airport. The CIA does not own or operate their own aviation facilities.

## Marine

The CIA owns and maintains a dock on Beach Road approximately 0.25 miles southeast of the commercial Port Chilkoot dock. This facility is primarily used for departures and other approved moorage.



### 3.1.8. Healthcare and Education Facilities

#### Healthcare

Healthcare services and infrastructure is extremely limited in Haines Borough. The borough lacks a hospital, requiring patients to travel to Bartlett Regional Hospital located in Juneau. Reaching this hospital takes approximately 40 minutes by air or 4.5 hours by ferry. Most medical care in the area is provided by Southeast Alaska Regional Health Consortium (SEARHC). Treatment at SEARHC is open to all individuals and provides primary care, optometry, women's health, pediatrics, and radiology. In addition to the clinic located in Haines, nurses travel to the community of Mosquito Lake to provide medical care.

#### Education

Education is administered by the Haines Borough School District and is comprised of Haines Elementary, Haines High School, and Haines Home School Program. Although these are officially three separate schools, they are housed in a single facility. According to the ADEED, 164 students attended Haines Elementary (grade levels pre-kindergarten to 8th grade) for the 2022-2023 academic year. In the same academic year, 83 students attended Haines High School (9th to 12th grades). The Haines Home School program has 16 students enrolled ranging from kindergarten to 11th grade.

#### Chilkoot Indian Association

The CIA provides tribal citizens with access to several services to improve quality of life. The extent of these services includes cultural and language development, safe and affordable housing, environmental protection, and engagement of local youth.

#### Facilities

Information related to social service facilities is limited. Four facilities have been identified:

1. Tribal office, a permanent office used to communicate with tribal leaders.
2. Noow Hit Tribal House, a newly acquired structure of traditional construction. This facility is being restored at the time of writing
3. Jilkoot Cultural Camp building, a community gathering space also used for cultural activities.
4. Subdivision Greenhouse, a community greenhouse that provides food for tribal members.

#### Programs

Several programs exist within the CIA to assist members including those related to food distribution, culture and language, weatherization and housing, environmental services, and youth services.

#### Cultural and Language

The cultural and language program spearheads traditional education within the community by promoting Native art and documenting the Tlingit language. Initiatives to support community understanding of culture and language include:

- Apprenticeships and workshops
- Entrepreneurship training
- Financial stipends
- Development of multi-age Formline art curricula
- Culture camps
- Cataloging, analyzing, and organizing Tlingit language resources
- Fluency class and language apprenticeship program

### **Weatherization and Housing**

The CIA aids low-income Alaska Native and American Indian families within the CIA. Assistance programs include:

- Housing rehabilitation/weatherization program
- Emergency rehabilitation assistance
- Homelessness prevention program
- Student college housing assistance
- Subsidized low-income apartment rentals

### **Environmental Services**

The CIA operates their own Natural Resources Department, which is responsible for environmental activities in the Haines area. The program receives funding primarily from the Environmental Protection Agency (EPA) to aid the department in production and maintenance of federal and state permits, computer aided mapping with Geographic Information Systems (GIS), and awareness of the Tribal governments' function.

### **Youth Services**

The Chilkoot Tribal Youth Program provides safe and healthy activities for the youth of Haines by way of various cultural programs including:

- Hunting and harvesting
- Regalia and art creation
- Carving
- Drumming and dancing

## 3.2. Hoonah-Angoon Census Area

### 3.2.1. Communities

The Hoonah-Angoon Census Area makes up a total of 7,525 square miles of land and 3,389 square miles of water. The population center of the census area is located on the northeast shore of Chichagof Island and is 40 air miles west of Juneau. This area is comprised of two first-class cities: Hoonah and Pelican; three second-class cities: Angoon, Gustavus, and Tenakee Springs; and one unincorporated census designated place: Klukwan. Up until 2007 the Hoonah-Angoon Census Area was significantly larger than it is today, as it included Skagway.

<p><b>Angoon</b></p> <p>Angoon is a second-class city located on Admiralty Island, which is on the southwest coast of Kootznahoo Inlet. The area was once known for fur trading and whaling.</p>	<p><b>Klukwan</b></p> <p>Klukwan is an unincorporated census designated place located 22 miles north of Haines that is connected to Haines Highway. It is the only inland settlement in Southeast Alaska and is located on the north bank of the Chilkat River, near the junction of the Kleheni and Tsirku Rivers. Klukwan is technically and formally located in the Hoonah-Angoon Census Area but is also an enclave of Haines Borough. Since the population reporting for Klukwan is associated with the population totals for the Hoonah-Angoon Census Area and not Haines Borough, Klukwan is included in the section describing the Hoonah-Angoon Census Area.</p>
<p><b>Gustavus</b></p> <p>Gustavus is a second-class city on the north shore of Icy Passage at the mouth of the Salmon River in the St. Elias Mountains. The three sides of Gustavus that are not welcoming in water from Icy Passage are encompassed by Glacier Bay National Park and Preserve. Gustavus was once officially called Strawberry Point and is often still referred by that name by long-time residents.</p>	<p><b>Pelican</b></p> <p>Pelican is a first-class city on the northwest coast of Chichagof Island on Lisianski Inlet. Pelican is 80 miles north of Sitka and 70 miles west of Juneau. The architecture of Pelican is unique due to most of the community being built on pilings over tidelands.</p>
<p><b>Hoonah</b></p> <p>Hoonah is a first-class city on the northeast shore of Chichagof Island, 40 air miles west of Juneau. Hoonah has been economically supported by commercial fishing and logging, while residents tend to maintain a subsistence lifestyle. The community of Hoonah is actively pursuing the formation of their own Borough government, with the proposed name of Xunaa Borough, that would allow the community to have more authority in the way the school district is managed and the development of the surrounding land and waterways.</p>	<p><b>Tenakee Springs</b></p> <p>Tenakee Springs is a second-class city on the east side of Chichagof Island, on the north shore of Tenakee Inlet. Many residents participate in a subsistence lifestyle and have a thriving barter style economy among neighbors where they actively exchange resources and services. Tenakee Springs is home to a Sulfur Hot Springs that reach temperatures of 105 degrees Fahrenheit.</p>

### 3.2.2. Population

The Hoonah-Angoon Census Area reported 2,349 residents, representing approximately 3.25 percent of Southeast Alaska’s population in 2022. Current projections estimate that the population will decline to 2,047 people by the year 2045, representing a 13 percent loss. Populations for the six communities found within the census area are included in Table 12. The largest population center is Hoonah, with a population of 917 people in 2022. Hoonah provides access to outside communities via an airport, seaplane base, and ferry terminal. Pelican has the smallest population at 83 people. Pelican also has multiple transportation options such as a seaplane base and a ferry terminal.

Table 12 Hoonah-Angoon Census Area, Community Populations, 2022

Community Name	Status	2022 Population
Angoon	Second Class City	340
Gustavus	Second Class City	657
Hoonah	First Class City	917
Klukwan	Unincorporated Census Designated Place	86
Pelican	First Class City	83
Tenakee Springs	Second Class City	126
Unincorporated Census Area Locations	Unincorporated	140
Hoonah-Angoon Census Area Total		2,349

### 3.2.3. Employment

Over half of the population, 1,376 individuals, or 58.6 percent of the population, of Hoonah-Angoon Census Area identified as holding some type of employment. The 2021 U.S. Bureau of Economic Analysis report noted that “full time employment not reported as self-employment” was the largest employment category, with a total of 821 individuals who reported as working in these types of positions. Conversely, 468 individuals reported their employment as self-employment.

### Main Employment Industries

The top three industries employing residents of the Hoonah-Angoon Census area are 1) Local government, 2) Leisure and Hospitality, and 3) Federal Government. Like the Haines Borough, Hoonah-Angoon is also a popular commercial fishing community. Reports in 2022 recognize 87 respondents who reported their employment as resident commercial fishing.<sup>20</sup>

### 3.2.4. Local Governments and Revenue

Hoonah-Angoon Census Area is often referred to as an unorganized borough. Communities in the Hoonah-Angoon Census Area that do not have their own city governments receive services from either the state or from a neighboring city within the census area.

<b>Angoon</b> Operates with a city council form of government, which includes a council of elected members that pass city ordinances, set policies, and make financial decisions for the community. An elected mayor is responsible for the wellbeing of the community.	<b>Klukwan</b> Primarily governed as a Native Village in association with Klukwan, Inc.
<b>Gustavus</b> Operates with a city council form of government, which includes a council of elected members that pass city ordinances, set policies, and make financial decisions for the community. An elected mayor is responsible for the wellbeing of the community.	<b>Pelican</b> Operates with a city council form of government, which includes a council of elected members that pass city ordinances, set policies, and make financial decisions for the community. An elected mayor is responsible for the wellbeing of the community.
<b>Hoonah</b> Operates with a city council form of government, which includes a council of elected members that pass city ordinances, set policies, and make financial decisions for the community. There is also an elected mayor, responsible for the wellbeing of the community.	<b>Tenakee Springs</b> Operates with a city council form of government, which includes a council of elected members that pass city ordinances, set policies, and make financial decisions for the community. There is also an elected mayor, responsible for the wellbeing of the community.

<sup>20</sup> 2022 Alaska Commercial Fisheries Entry Commission Report

Due to Hoonah-Angoon Census Area being classified as an unorganized borough, there is not a government structure in place responsible for collecting taxes from residents. Communities are responsible for choosing which taxes and at which rate to collect them. Not every community identified in Hoonah-Angoon Census Area chooses to collect taxes from residents. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 13, obtained from the 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report. In addition to the property taxes assessed by the Census Area and the additional sales taxes set by the cities identified in the Census Area, these communities also qualify for state and federal funding.

Table 13 Hoonah-Angoon Census Area, Tax Rates and Revenues, 2022<sup>21</sup>

Angoon					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
-		3%		\$82,730.00	
				\$279.00	
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
5%	\$5,782.00	\$10/Box	\$12,000.00	2%	\$17,929.00

Gustavus					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
-		3%		\$485,051.00	
				\$875.00	
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
4%	\$81,731.00	\$10/Box	\$8,660.00	-	-

Hoonah					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
-		6.5%		\$1,005,185.00	
				\$1,266.00	
Specialty Taxes					
Alcohol Tax Rate	Alcohol Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
6%	\$70,167.00	15%	\$66,287.00	-	-

<sup>21</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

Pelican					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
Estimated Tax Per Capita					
\$74,129.00		4%		\$66,283.00	
		\$1,925.00			
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
\$14/Room	\$36,717.00	-	-	-	-

Tenakee Springs					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
Estimated Tax Per Capita					
-		2%		\$15,608.00	
		\$145.00			
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
6%	\$1,587.00	-	-	-	-

### 3.2.5. Tribal Governments

There are three tribes located in the Hoonah-Angoon census area, Angoon Community Association, Chilkat Indian Village, and Hoonah Indian Association. The tribes operate under 48 Stat. 984 and 40 Stat. 1250, which authorize the tribes to act as the sole governing body while managing and controlling all economic affairs and enterprises of their tribe. The Angoon Community Association participates in contract agreements with other entities including the City of Angoon, the BIA, and the DOT&PF to maintain facilities, while the Chilkat Indian Village (CIV) participates in similar agreements while also coordinating with Haines Borough as the CIV is located in Klukwan. The Hoonah Indian Association participates in similar agreements that include the City of Hoonah.

#### Angoon Community Association

Angoon Community Association (ACA) is located within the community of Angoon on the southwest coast of the Kootznahoo Inlet on Admiralty Island. This area was once known for being the home to the Kootznoowoo Tlingit tribe, Kootznoowoo meaning “fortress of bears”.

Limited information is publicly available on the governmental structure of ACA. ACA receives assistance in carrying out activities from Kootznoowoo, Inc, which is identified as the Tribal Corporation responsible for Angoon. More information may be available for ACA in the near future as the community association has been awarded a fiscal year 2024 grant from the Administration for Native Americans to develop a community-driven “Comprehensive Development Plan to Ensure a Self-Sufficient and Vibrant Tribal Community in Angoon”.

#### Chilkat Indian Village

Chilkat Indian Village (CIV) is located in Klukwan, an ancient Tlingit village. Klukwan is home to two distinct clans, Eagle (Kaagwaantaan) and Raven (Ganaaxteidi) clans. Three community goals have been identified for the community: perpetuate traditional knowledge, improve community self-sufficiency, and move toward total wellness. Members continue to practice culture protocols, and there is heavy reliance on the guidance and education from community elders. Tribal decisions are made under a seven-member tribal council.

#### Hoonah Indian Association

The Hoonah Indian Association (HIA) operates with a seven-member elected Tribal Council. The HIA receives FHWA TTP funds to provide adequate and safe transportation for Tribal members and other users identified within the area. Several other funding opportunities exist for the HIA through the BIA and FHWA.

### 3.2.6. Existing Local Plans

#### City of Gustavus Strategic Plan, 2005

This was the first strategic plan developed following the community's designation as a second-class city. The plan's transportation focused goals note a desire for Gustavus Dock improvements to allow for a deep-water harbor and improved DOT&PF maintenance on roadway facilities.

#### 2017-2027 Hoonah Economic Development Plan, 2016

The 2017-2027 Hoonah Economic Development Plan describes Hoonah's economy, future goals, strengths and opportunities, issues and concerns, and development priorities. A key area of focus was economic resiliency through leveraging tourism and federal funding. Three economic challenges and obstacles identified in the plan relate to transportation, include the continued rise of shipping and freight costs, need for more ferry services, and a general lack of transportation infrastructure.

#### Angoon Airport Master Plan, 2007

The 2007 Angoon Airport Master Plan established the purpose and need for a future airport in Angoon. It documented transportation difficulties faced by the community at the time, including the lack of roads and the community's dependency on air and marine transportation. At the time of the master plan in 2007, Angoon was the largest community in Southeast Alaska without an airport. All air service for the community was received from a small seaplane terminal. While barge and ferry service were available at the time, these were extremely limited. The closest location with a regional commercial center was Sitka, which was only accessible by a five hour and 30-minute ferry trip. Angoon also lacks a hospital and a robust economy, causing residents to rely heavily on-air travel for emergency medical care, as well as general access goods and services.

### 3.2.7. Transportation Facilities

#### 3.2.7.1. Surface

##### Roadways

Except for Klukwan, which is connected to the Haines Highway, access by road is very limited in the Hoonah-Angoon Census Area. The Hoonah-Angoon Census Area includes a total of 94.04 miles of road identified, of which 29.42 miles were maintained by DOT&PF. Hoonah, Angoon, and Gustavus are the only communities that have roads maintained by DOT&PF. The information found in the [Statewide Transportation Infrastructure Database](#) identifies the roadways within the Hoonah-Angoon Census Area. In the community of Tenakee Springs, boardwalks and trails are provided in lieu of typical roadways.

##### Active

Tenakee Springs is the only community within the Hoonah-Angoon Census Area with identifiable active transportation facilities in existing DOT&PF data.<sup>22</sup> Sixteen trails were identified along with three sets of stairs within the community.

##### Transit

There is no public transit system in the Hoonah-Angoon Census Area. However, the communities of Hoonah and Angoon both have shuttle transit services that provide transportation for qualified individuals.

#### 3.2.7.2. Aviation

Airport facilities for the Hoonah-Angoon Census Area were inventoried and include both public and privately owned airports and seaplane bases. There are currently nine existing airports and one planned airport within the Hoonah-Angoon Census Area. Two of the nine airports, Gustavus (GST) and Hoonah (HNN), are classified as non-hub commercial airports. GST and HNN airports are the primary airports for the Hoonah-Angoon Census Area.

Most tourists and residents fly into these commercial airports, then access smaller communities via local air taxi service. DOT&PF owns seven of the nine inventoried airports in the Hoonah-Angoon Census Area. Pelican Airport (PEC) is locally owned by the City of Pelican, however it is operated and maintained by DOT&PF. Bartlett Cove (BQV) is a publicly available airport owned by the Glacier Bay National Park Service. GST is a lighted airport with thirteen based

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<sup>22</sup> Alaska DOT&PF GIS Data, Functional Classification Inventory.

aircraft and is the only airport in this census area with an established instrument approach. GST's primary runway is identified as 11/29 though a second runway, identified as 02/20, is available for crosswind operations, Table 14 provides a summary of the airports identified within the Hoonah-Angoon Census Area and their key features.

Table 14 Hoonah-Angoon Census Area, Aviation Facility Inventory

Airport Name	ID	Owner	NPAIS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Angoon	AGN	DOT&PF	Y	Y	10,000 ft x 900 ft	Water	N	N	GA / Seaplane Base	0
Bartlett Cove	BQV	Glacier Bay National Park Service	N	N	10,000 ft x 4,000 ft	Water	N	N	GA / Seaplane Base	0
Elfin Cove	ELV	DOT&PF	Y	Y	10,000 ft x 1,500 ft	Water	N	N	GA / Seaplane Base	0
Funter Bay	FNR	DOT&PF	Y	Y	10,500 ft x 500 ft	Water	N	N	GA / Seaplane Base	0
Gustavus	GST	DOT&PF	Y	Y	6,720 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	13
Hoonah	HNH	DOT&PF	Y	N	3,367 ft x 75 ft	Asphalt	Y	N	Nonhub / Commercial Airport	3
Hoonah	OOH	DOT&PF	Y	N	9,000 ft x 5,000 ft	Water	N	N	GA / Seaplane Base	0
Pelican	PEC	City of Pelican	Y	Y	10,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Tenakee	TKE	DOT&PF	Y	Y	10,000 ft x 7,000 ft	Water	N	N	GA / Seaplane Base	0

### 3.2.7.3. Marine

#### Harbors

Harbors play an essential role in communities for those living in Hoonah-Angoon Census Area. Much of the economy is centered around the use of harbors for various activities. A total of 13 harbors were identified within the Hoonah-Angoon Census Area; six are identified as being owned and maintained by DOT&PF while the other seven are identified as being owned and maintained by the local government based on their location identified in Table 15.

There are four facilities at two locations outside of communities, at Elfin Cove and Funter Bay. Elfin Cove is a census designated place that has a population estimated around 20 people according to the 2011 US Census. It is an unincorporated community without government offices. There are no school aged children and the main draw to the community is seasonal commercial fishing, sport fishing, tourism lodging, and charter services. Funter Bay is the site of



the 162-acre Funter Bay State Marine Park. Funter Bay originally served as the site of a World War II internment camp for indigenous individuals of the Aleutian Islands. In 1890 Funter Bay reported a population of 25 people to the US Census but since then it has not appeared in any other Census reports.

*Table 15 Hoonah-Angoon Census Area, Marine Facility Inventory*

Facility	Location	Owner	Maintenance Responsibility
Angoon Dock	Angoon	City of Angoon	City of Angoon
Angoon Small Boat Harbor	Angoon	City of Angoon	City of Angoon
Elfin Cove Inner Float	Elfin Cove	DOT&PF	DOT&PF M&O
Elfin Cove Outer Float	Elfin Cove	DOT&PF	DOT&PF M&O
Funter Bay Cannery Float	Funter Bay	DOT&PF	DOT&PF M&O
Funter Bay Refuge Float	Funter Bay	DOT&PF	DOT&PF M&O
Gustavus Dock/Ferry Terminal	Gustavus	DOT&PF	DOT&PF M&O
Gustavus Float	Gustavus	City of Gustavus	City of Gustavus
Hoonah City Float	Hoonah	City of Hoonah	City of Hoonah
Hoonah Small Boat Harbor	Hoonah	City of Hoonah	City of Hoonah
Pelican Small Boat Harbor	Pelican	City of Pelican	City of Pelican
Tenakee Springs Harbor	Tenakee Springs	City of Tenakee Springs	City of Tenakee Springs

## Alaska Marine Highway System

The AMHS provides the primary means for travel within and outside of the Hoonah-Angoon Census Area. Communities in this area are not connected by roads. Small planes and barge service provide alternate means for importing of goods, services, and for travel. The Hoonah-Angoon Census Area has a total of five AMHS facilities, four of which are the responsibility of the DOT&PF. The facility at Pelican is owned and operated by the City.

### Angoon Ferry Terminal<sup>23</sup>

The Angoon Ferry Terminal is a Ro/Ro stern-loading facility. The AMHS service in Angoon runs a vessel once or twice a week out of the Angoon Ferry Terminal (ANG). The Angoon Ferry Terminal receives services from the *M/V Hubbard* and *M/V LeConte*. The facility can also accommodate seaplanes. Barge service is not available to this community.

### Gustavus Ferry Terminal<sup>24</sup>

The Gustavus ferry terminal is a Ro/Ro side-loading facility which can accommodate any side-loading ferries in the fleet, though it primarily serves the *M/V LeConte* and *M/V Hubbard* at this time. Service is provided about twice a week. There is no barge service at the terminal, but small planes can land here.

### Hoonah Ferry Terminal

Year-round ferry service is provided for foot passengers and vehicles through the Hoonah Ferry Terminal (HNH). This is a Ro/Ro side-loading terminal with mooring facilities designed to accommodate all ferries. The facility is currently served by the *M/V Hubbard* and the *M/V LeConte*. The daily route connects Hoonah to Juneau with a travel time of approximately three hours and 15 minutes, this service is provided about once a week. Air service is provided via small planes. Regular barge service is also provided.

<sup>23</sup> *AMHS Shore Facilities Conditions Report, Transportation & Public Facilities, State of Alaska, Accessed 2023.*

### **Pelican Ferry Terminal**

The Pelican Ferry Terminal (PEL) is owned and operated by the City of Pelican. It can receive day boats and shuttle ferries, which typically carry passengers and vehicles. Pelican Ferry Terminal receives service about twice a month from the *M/V LeConte* and *Allen Marine*. Pelican relies mainly on seaplanes for year-round passenger, mail, and freight service. Barge service is not available.

### **Tenakee City Dock**

The Tenakee City Dock (TKE) can accommodate small day boats transporting passengers only. The TKE does not have vehicle landing facilities currently. The *MV LeConte* serves the City of Tenakee about once a week and connects residents to Juneau and the mainline routes of the AMHS.

Seaplanes transport goods and services to the city. Alaska Seaplanes provides regular and charter service to Tenakee. There is no barge service.

### **3.2.7.4. Tribal Transportation**

#### **Angoon Community Association**

Information for the Angoon Community Association is unavailable currently. More information may be available once they release their planned Community Comprehensive Development Plan.

#### **Chilkat Indian Village**

Information on transportation modes, facilities, programs, and needs within the CIV are not available at the time of this report.

#### **Hoonah Indian Association**

The HIA contracted with the City of Hoonah to maintain the transportation system for public use. Online information for the HIA has not been updated at the time of this report. No current inventory of transportation facilities is documented for HIA, though the FHWA reports that HIA has approximately 3.2 miles of roadway. The HIA presented information in the 2019 Hoonah Coordinated Transportation Plan and the FHWA TTP profile outlining needs. These include paving 150 miles of logging roads and eight miles of downtown streets, improvement of the existing gravel road between Hoonah Airport and Mt. Bether turnoff, additional roadway maintenance, roadway stabilization, and the removal of hazards and unstable roadway material.

### **Facilities**

The most recent inventory states that HIA has approximately 3.2 miles of roadway, of which approximately two miles are paved. It is assumed all other roadway surfaces are a combination of gravel, drift sand, or dirt.

### **Programs**

As a FHWA TTP participant, HIA prepares a five-year TTIP to inventory facility conditions, make maintenance and improvement recommendations, and propose new roads for community and economic vitality. Additionally, HIA developed a 20-year transportation plan to be included in the 2014 SEATP update, which was not finalized.

### **Transit**

Transit for the HIA is limited to a fixed route fixed time public bus system and Senior Citizen Transit program. The bus system provides transportation for the community to the nearby health clinic, AMHS terminals, and other essential services. The Senior Citizen Transit program provides an operating subsidy to the Senior Services Accessible Bus, a wheelchair accessible transportation service. The wheelchair accessible transportation service operates a fixed time system while offering on-call services during the standard operating hours.

### **Aviation**

The DOT&PF manages Hoonah Airport. The HIA does not currently own or operate a separate aviation facility.

### **Marine**

Information for harbor facilities is limited to the City of Hoonah Harbor. No information on HIA owned and operated harbors is available at the time of this report.

### 3.2.8. Healthcare and Education Facilities

#### Healthcare

The Hoonah-Angoon Census Area struggles with a lack of connection between communities due to many small island communities making up the unorganized borough. There is not a local hospital; those living within or visiting the census area depend on services offered by community health clinics or traveling health services. There are four SEARHC community clinics in the area, found in Hoonah, Gustavus, Angoon, and Klukwan, which offer primary care and telehealth options. Some clinics offer specialty services such as optometry or behavioral health services.

Of the six communities identified in the Hoonah-Angoon Census Area, two communities have access to behavioral health clinics through SEARHC. These clinics are in Hoonah and Angoon, and generally provide services focused on suicide prevention, substance abuse, and counseling. For the communities without access to the two clinics, there is a 24/7 SEARHC helpline available and the National Suicide Prevention Hotline.

There are two additional clinics in Pelican and Tenakee that are served by traveling healthcare providers, which provide primary care services to residents.

#### Education

The education system in Hoonah-Angoon Census Area consists of Chatham and Hoonah City School Districts. In total these districts have four facilities and one correspondence school.

**Chatham School District.** Chatham School District has three physical facilities that support schooling for 153 students in grades pre-kindergarten to 12th grade, as well as Chatham Correspondence School that has 24 students in grades from kindergarten to 12th grade.<sup>25</sup>

- **Eli Katanook Memorial/Angoon School** – 70 students from pre-kindergarten to 12th grade
- **Gustavus School** – 54 students from pre-kindergarten to 12th grade
- **Klukwan School** – Five students from kindergarten to 5th grade

**Hoonah City Schools.** Hoonah City Schools have a single facility responsible for supporting the education of 112 students in grades pre-kindergarten to 12th grade.

#### Chilkat Indian Village

CIV offers a variety of services to community members to meet their needs, including child welfare, employment assistance, low-income energy assistance, and housing improvement.

#### Facilities

Documentation of facilities within the CIV is limited. From available online information, CIV owned and maintained facilities include:

- School location for children grades kindergarten to 12th grade
- Jilkaat Kwáan Cultural Heritage Center and Bald Eagle Observatory
- Community library
- Community garden for tribal members

#### Programs

The CIV lists several resources and programs available to Tribal members on their website including:

- Traditional knowledge camps
- Realty program
- Tribal enrollment program
- Indian Child Welfare Act (ICWA) Program

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<sup>25</sup> 2022-2023 Alaska Department of Education and Early Development (ADEED) Reports.

- 477 Program – provides employment and training services
- Housing Improvement Program (associated with HIP-BIA)
- Utility and loan assistance
- Therapy assistance
- Senior service meal delivery
- Childcare payments
- Scholarships
- Legal assistance
- Assistance for those experiencing homelessness

### Hoonah Indian Association

Available information on social services offered by HIA is limited. Services available to tribal citizens include programs to promote Tlingit culture and information about the realty process for potential homeowners.

#### Facilities

The Huna Tribal House and Icy Strait Point are some of the few community facilities. The Huna Tribal House was constructed after collaboration between HIA and the NPS, serving as a cultural site and tourist attraction. Icy Strait Point offers tourism opportunities while welcoming cruise ship traffic.

#### Programs

Programs offered by the HIA assist community members in maintaining their cultural identity and navigating the legal process for housing. Programs are summarized below.

#### Cultural and Heritage

The HIA Cultural and Heritage Department was established to protect, promote, and enhance the Tlingit traditional culture and values. Programs and projects to aid in this mission include:

- Language instruction
- Tribal ceremonies
- Culture camp for Tribal youth
- Gathering excursions for all Tribal members
- Ancestral and sacred site protection
- Cultural resources repatriation

#### Housing

Information regarding HIA housing resources is limited, though the tribe does provide free realty process information and resources for eligible Native landowners regarding:

- Probate
- Land transactions
- Rights protection
- Appraisals
- Environmental quality
- Archaeology
- Advocacy for Native allotment owners

### 3.3. City and Borough of Juneau

The City and Borough of Juneau (CBJ) is a unified home rule borough and is the state capital of Alaska. It is located on what is considered the mainland of Southeast Alaska with Douglas Island to the west separated by the Gastineau Channel. Juneau experiences cool summers, mild winters, and rain throughout the year. Icy conditions are uncommon, but low clouds and fog are frequent hazards. The area is comprised of 2,716.7 square miles of land and 538.3 square miles of water.

Access out of Juneau requires travel to major hubs such as flying 577 miles northwest to Anchorage or 900 miles southeast to Seattle. Travelers headed to Seattle from Juneau also have the option to use the AMHS ferry that departs from the Port of Juneau/Auke Bay, Alaska and travels to Bellingham, Washington. This transportation option takes about three days and requires an additional 88-mile drive from Bellingham, Washington to Seattle, Washington.

#### 3.3.1. Population

CBJ is home to approximately 44.6 percent of Southeast Alaska’s total population, shown in Table 16. In 2022, 32,202 people lived in the city, however, the population is projected to decrease to approximately 29,520 by 2045, a decrease of 2,682 people or eight percent.

Table 16 City and Borough of Juneau, Population, 2022

Community Name	Status	2022 Population
City and Borough of Juneau	Unified Home Rule Borough	32,202

#### 3.3.2. Employment

Approximately 22,336 individuals or 69.4 percent of residents of Juneau were employed in 2022. According to the 2021 U.S. Bureau of Economic Analysis Report, full time employment not reported as self-employment, was the leading employment category with 17,189 individuals reporting as working in these types of positions. Conversely, 4,934 individuals reported that they were self-employed. In 2022, 213 residents reported their employment as resident commercial fishermen.<sup>26</sup>

#### Main Employment Industries

However, the top three industries providing full-time, non-self-employed positions within Juneau are 1) State Government, 2) Retail, and 3) Leisure and Hospitality.

#### 3.3.3. Local Government and Revenue

The CBJ is a unified municipality, which means that the city and borough governments operate as one single unit. CBJ consists of an assembly that serves as a legislative branch of the local government with local representatives and the mayor. The CBJ has a city manager who is responsible for the daily operations of the municipality and oversight of all city departments. The CBJ also convenes special boards and commissions to advise on city matters.

The CBJ levies property taxes to support government services. Currently, the average property tax collected is approximately 0.98 percent based on overall land value. The CBJ uses a city-wide sales tax on goods and services of five percent. In addition to these taxes, CBJ is eligible for state and federal funding. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 17.

<sup>26</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022 Report

Table 17 City and Borough of Juneau, Tax Rates and Revenues, 2022<sup>27</sup>

City and Borough of Juneau							
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue		Estimated Tax Per Capita	
\$55,742,929.00		5%		\$52,377,949.00		\$3,556.00	
Specialty Taxes							
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue	Alcohol Tax Rate	Alcohol Tax Revenue
9%	\$2,583,590.00	\$3/Pack or 45%/ Wholesale	\$2,907,810.00	3%	\$387,118.00	3%	\$335,414.00

### 3.3.4. Tribal Governments

There are two Tribal governments found in the CBJ, the Central Council of the Tlingit and Haida Indian Tribes of Alaska and the Douglas Indian Association. These two Tribes operate in slightly different organizational structures that are outlined below.

#### Central Council of the Tlingit and Haida Indian Tribes of Alaska

The Central Council of the Tlingit and Haida Indian Tribes of Alaska (CCTHITA) is a tribal government that represents over 36,000 Tlingit and Haida Indians worldwide and is headquartered in Juneau. CCTHITA has focused their work to assist tribes in carrying out community programs by providing guidance and support. CCTHITA operates with an eight-member Executive Council under both 49 Stat. 388 and 79 Stat. 543 in addition to the Tlingit and Haida Status Clarification Act (Public Law 103-454, Title II, 108 Stat. 4792). These legislative bodies grant CCTHITA the authority to exercise sovereign rights to govern and protect the general welfare of the Tlingit and Haida tribal citizens with the mission of protecting and preserving their traditional way of life. Funding for CCTHITA is distributed by the FHWA TTP to plan for, construct, and maintain facilities.

#### Douglas Indian Association

Douglas Indian Association (DIATaku) Tribal members originate from the T'aaku Kwáan and A'akw Kwáan clans that have inhabited the Anax Yaa Andagan Yé (Douglas) and Dzantik'I Héeni (Juneau) region and has been operating as a Federally Recognized Tribe since 1934. The DIATaku's current membership is estimated to be over 700 tribal members, most of whom live within the CBJ. DIATaku operates with a six-member tribal council under both 49 Stat. 388 and 79 Stat.

### 3.3.5. Existing Local Plans

#### Comprehensive Plan of the City and Borough of Juneau, 2013

The 2013 CBJ Comprehensive Plan identifies regional transportation system issues and needs for marine, roadway, freight, active transportation, and transit systems. Some specific concerns noted include the depth of Gastineau Channel and height restrictions of the Juneau-Douglas Bridge affecting the ability for barges and other vessels to dock at central locations. Companies are required to only navigate the channel at high tide, and due to the limited location when moving freight by truck, they must drive through densely populated tourist areas in downtown. Regarding the AMHS, the geography of Juneau provides critical access between communities. However, the ferry terminal located at Auke Bay is difficult to reach without access to a motor vehicle and is a desired improvement to better connect to the multi-modal transportation system. Other concerns include key roadways, intersections, and bridges that are unable to support the increased capacity demands due to new developments in the Mendenhall Valley and on Douglas Island, an aging bus fleet, and inadequate active transportation facilities.

<sup>27</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

### **Juneau Non-Motorized Transportation Plan, 2009**

The Juneau Non-Motorized Transportation Plan developed 12 policies with implementing actions and recommended over one hundred infrastructure improvements. Many of the transportation issues identified focused on safety and lack of sufficient signage indicating where motorists may encounter cyclists or pedestrians.

### **Juneau Economic Development Plan, 2015**

The 2015 Juneau Economic Development Plan focuses on how Juneau can pursue initiatives that maintain its role as a government center and diversify its economic base to provide effective and diverse opportunities to support growth and stability in the economy. Transportation related goals focus on reducing cost for the movement of freight and people through the CBJ. Reducing the cost of freight in and out of Juneau would help lower the cost of living while reductions in transportation costs would make traveling in and through the area more financially feasible for more members of the community.

## **3.3.6. Transportation Facilities**

### **3.3.6.1. Surface**

The CBJ has one of the most robust surface transportation networks in the Southeast area, consistent with the City being home to the largest population and the state capital. The downtown core of Juneau, as well as several other areas of the borough, include active transportation facilities to support non-motorized movement.

#### **Roadway**

When inventoried, CBJ was identified as having a total of 220.81 miles of road, of which 164.93 miles is maintained by DOT&PF. The longest consecutive segment maintained by DOT&PF is identified as Egan Drive/Glacier Highway, with a length of 41.74 miles.

#### **Active**

The Juneau Non-Motorized Transportation Plan includes inventories of existing non-motorized facilities within CBJ. This inventory was not available to be added to the Statewide Transportation Facilities Database at the time of this report.

#### **Transit**

The CBJ operates the Capital Transit public bus system. Capital Transit operates several routes throughout the city, including to the downtown area, airport, shopping centers, and residential neighborhoods. The transit system in Juneau is designed to be a convenient and affordable way for residents and visitors to travel through the city. Operations for public transit run Monday through Saturday on a set schedule with limited operations on Sundays. Recently, Capitol Transit has implemented a program entitled “Ride Free Downtown”, which provides four dedicated bus stops in the downtown core that locals and visitors who have mobility issues or any individuals who are interested in visiting locations that are found at the “top of the hill” such as the Capitol. The four stops are located at the Marine Parking Garage, on Franklin Street near the old Gunakadeit Park (Pocket Park), on Fourth Street near Rainbow Foods, and at the Downtown Transit Center.

In 2021, Capitol Transit introduced the first battery-electric bus to be owned and operated by a public transit agency in Alaska, into their service fleet. The funding for this purchase originated from the U.S.DOT Federal Transit Administration (FTA) Low or No-Emission (Low-No) Grant Program, which is aimed towards providing funding for state and local government to purchase or lease zero-emission and low-emission transit buses. Matching funds were provided by the Alaska Energy Authority. This addition showcases CBJ’s dedication to providing clean, safe, and reliable public transit options for community members.

### **3.3.6.2. Aviation**

Airport facilities for the Juneau City and Borough were inventoried and include both public and privately owned airports and seaplane bases. There are three identified airports in the City and Borough of Juneau, all of which are available for public use. Juneau International Airport (JNU) is the only commercial airport, and it is owned and operated by CBJ. JNU is registered in the NPIAS and is eligible for AIP funding. JNU has two runways, a primary asphalt runway identified as 08/26 and a waterway identified as 08W/26W. JNU is one of only two international airports in Southeast Alaska and has a robust general aviation (GA) program with over 270 based aircraft. Taku Harbor (A43) is also publicly owned and



operated by CBJ; it is not registered with the NPIAS and is not eligible for AIP funds. A43 is a seaplane base and has limited traffic, with roughly 100 annual operations recorded in 2020. Taku Lodge (TKL), another seaplane base, is privately owned by the Taku Glacier Lodge. Traffic into TKL is mostly associated with the lodge but is available to the public for summer use only. Table 18 provides a summary of the airports identified within CBJ and their key features.

Table 18 City and Borough of Juneau, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Juneau International Airport	JNU	CBJ	Y	N	8,857 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	272
Taku Harbor	A43	CBJ	N	N	3,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Taku Lodge	TKL	Taku Glacier Lodge	N	N	4,000 ft x 100 ft	Water	N	N	GA / Seaplane Base	0

### 3.3.6.3. Marine

#### Harbors

In total, 12 harbor facilities are owned and operated by CBJ, as identified in Table 19. The Port of Juneau is included in the table as a single facility located in Downtown Juneau, although the Port of Juneau is made up of six berths identified as: North Berth, South Berth, Landing Berth, Cruise Berth, AJ Dolphin Berth, and Dolphin Berth. The Port of Juneau and the accompanying berths support bringing cruise ship passengers and cargo ship goods into CBJ.

Small boats traveling to Juneau from foreign ports or locations that require a face-to-face inspection performed by CBP are required to report to Juneau's Don Statter Small Boat Harbor [commonly referred to as Juneau Small Boat Harbor or Statter Harbor].

Table 19 City and Borough of Juneau, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Auke Bay Loading Facility	Auke Bay	CBJ	CBJ
Amalga Harbor (Launch Ramp)	North Juneau	CBJ	CBJ
Aurora Small Boat Harbor	Downtown Juneau	CBJ	CBJ
Don Statter Small Boat Harbor	Auke Bay	CBJ	CBJ
Douglas Small Boat Harbor	Douglas	CBJ	CBJ
Downtown Cruise Ship Berths (2)	Downtown Juneau	CBJ	CBJ
Echo Cove Launch Ramp	North Juneau	CBJ	CBJ
Harris Small Boat Harbor	Downtown Juneau	CBJ	CBJ
Intermediate Vessel Float	Downtown Juneau	CBJ	CBJ
Juneau Port	Downtown Juneau	CBJ	CBJ
North Douglas Launch Ramp	North Douglas	CBJ	CBJ
Taku Small Boat Harbor	Southeast Juneau	CBJ	CBJ

### Alaska Marine Highway System

Juneau has three AMHS facilities located at the Frank Palmer Auke Bay Ferry Terminal (referred to commonly as the Auke Bay Ferry Terminal) - the East, West, and Stern Berths. These berths accommodate both mainline vessels as well as day boats and shuttle boats and operate as homeports to vessels within the fleet. The Auke Bay Ferry Terminal had the highest traffic volumes of any facility in the AMHS. The terminal often has two or three vessels moored simultaneously according to the 2021 Shore Facilities Condition Survey Report.<sup>28</sup>

#### Auke Bay Stern Berth

The Stern Berth is an all-tide-stern-loading facility..

#### Auke Bay Ferry Terminal, East Berth

The East Berth is a Ro/Ro side-loading facility, which can serve all vessels within the fleet.

#### Auke Bay Ferry Terminal, West Berth

The West Berth is a Ro/Ro side-loading facility, which can serve mainline vessels within the fleet as well as feeder vessels. It is the homeport for the M/V LeConte.

<sup>28</sup> [Microsoft Word - Auke Bay West 21 \(alaska.gov\)](#)

#### 3.3.6.4. Tribal

##### Central Council of the Tlingit and Haida Indian Tribes of Alaska

Legislative bodies grant CCTHITA the authority to exercise sovereign rights to govern and protect the general welfare of the Tlingit and Haida tribal citizens with the mission of protecting and preserving their traditional way of life. Funding for CCTHITA is distributed by the FHWA TTP to plan for, construct, and maintain facilities. The 2015 CCTHITA LRTP identifies 0.2 miles of roadway to be added to the roadway inventory, the addition of these sections allows for upgrades and improvements for mobility and safety.

##### Facilities

The 2015 CCTHITA LRTP reports approximately 236 miles of inventoried TTP roads, with 19 miles of roadway pending approval and 0.2 miles of proposed roadway planned for inventory submittal. Though these roads are inventoried with the TTP, they are largely public roads maintained by the CBJ, DOT&PF, and USFS.

##### Programs

At the time of the 2015 CCTHITA LRTP, three programs for transportation were identified:

- Traffic Count Program to update roadway ADT estimates.
- Safety Program to identify and prioritize safety needs.
- Transit Program, which collaborates with existing programs managed by CBJ including the Capital Transit Program, Catholic Community Transit Services, Care-A-Van, and others.

##### Transit

The CCTHITA does not own or operate its own transit service but collaborates with other entities within CBJ to provide transit access to the CCTHITA community.

##### Aviation

The CCTHITA does not own or operate its own airport and uses Juneau International Airport, which is owned by the CBJ.

##### Marine

The CCTHITA community has access to deep draft docks, five small boat harbors, a AMHS ferry terminal, and seaplane landing areas in Juneau Harbor. None of these facilities are owned or maintained by CCTHITA.

##### Douglas Indian Association

The DIA transportation program has a vision statement of “addressing public safety, economic development, access to Tribal lands and historic sites, food security, and housing for present and future generations through strengthening Tribal capacity and promoting the health, well-being, and sustainability of its people and culture through improved transportation access and infrastructure”. Their 2014 LRTP has the following goals:

1. Access and Sustainability
2. Acquire land and develop a transportation facility from which to operate the Transportation Program
3. Re-establish historic use of and routes to cultural sites and traditional territory through improving access and working with agencies to protect and maintain routes and sites
4. Educate agencies about the history of the Tribe and establish cooperative relationships with them regarding transportation access
5. Public safety
6. Improve water/boating safety
7. Improve and promote maintenance and safe use of trails
8. Improve bicycle, pedestrian, and driver safety on the roadways, especially in school zones

9. Economic development
10. Restore and improve access to and customary uses of cultural resources and Tribal territory for the economic well-being of the Tribe

### 3.3.7. Healthcare and Education Facilities

#### Healthcare

Juneau is a healthcare hub for the communities of Southeast Alaska. Members from many smaller communities travel to and from Juneau to receive medical care. Many of the traveling clinics are staffed and based out of clinics located in Juneau.

Juneau's healthcare infrastructure is made up of one hospital, Bartlett Regional Hospital, which is certified as a level 4 trauma center. Bartlett Regional Hospital has the capacity in its emergency department to treat up to 12 patients in a private setting and will treat patients up to the highest level of service capable. If needed, patients are transferred to other facilities within Alaska or to facilities outside the state to receive the care needed.

Behavioral health services are available in Juneau through Bartlett Regional Hospital System and SEARHC, as well as private providers. Juneau residents also have access to the 24/7 SEARHC helpline and the National Suicide Prevention Hotline by calling 988.

#### Education

Juneau's education system falls under Juneau Borough School District, which has a total of fourteen facilities. Student enrollment in the 2022-2023 school year totaled 4,356 students according to the ADEED. These facilities include elementary schools, charter schools, alternative schools, native focused education, middle schools, high schools, and online school options.

#### Central Council of the Tlingit and Haida Indian Tribes of Alaska

The CCTHITA identifies several programs to assist their community including childcare, job placement, and education. Limited information is available regarding CCTHITA facilities.

#### Facilities

No facilities for CCTHITA were identified at the time of this report other than the central office located in CBJ. This is due to CCTHITA being a central authority for tribal communities located across southeast Alaska.

#### Programs

The CCTHITA operates many programs to aid tribal citizens in access to economic stability and advancement, cultural heritage, and care of vulnerable populations.

#### Cultural Programs

Cultural programs in the CCTHITA aim to amplify the voices of the Tlingit and Haida peoples through education, language, and art. These programs also aid community members in receiving assistance and resources. These programs include focus areas such as:

- Tribal artist certification
- Cultural resources
- Economic development
- Safety
- Realty
- Elderly care and support for caregivers
- Employment services
- Tribal Vocational rehabilitation
- Education and scholarships

- Child welfare
- Preservation of Native families
- Foster care licensing
- Temporary Assistance for Needy Families
- Burial assistance

### **Douglas Indian Association**

Social services are offered to enrolled tribal members that reside within the service area.

#### **Programs**

Programs established by DIATaku include:

- Burial and emergency assistance
- College student assistance
- Job vocational training
- Indian Child Welfare

### 3.4. Ketchikan Gateway Borough

#### 3.4.1. Communities

The Ketchikan Gateway Borough (KGB) is in the Southeast Panhandle of Alaska. As a second-class borough, KGB is comprised of two unique communities, Saxman and Ketchikan. The area experiences cool summers, mild winters, and heavy year-round rain. Freezing weather is rare, but cloudiness and fog can be hazardous. The KGB is composed of 4,898.9 square miles of land and 1,981.3 miles of water.

<b>Ketchikan</b> Ketchikan is a home rule city on the southwestern coast of Revillagigedo Island and is typically the first stop within the southeast panhandle of Alaska for cruises and ferries.	<b>Saxman</b> Saxman is a second-class city located two miles south of Ketchikan on the South Tongass Highway. A rail-barge terminal was built in 1967 in Saxman and serves as the Borough's major cargo container terminal. Most residents in Saxman lead a substance lifestyle.
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#### 3.4.2. Population

The KGB is home to approximately 19 percent of Southeast Alaska's population. In 2022, 13,762 people resided in the borough. Populations are expected to decline in the area, and by 2045 the borough is projected to have 12,497 residents, an overall reduction of 1,265 people or nine percent. The largest population is Ketchikan, where there is access to an airport, seaplane base, and ferry terminal. The smallest population is in Saxman, where the only access identified was surface transportation to Ketchikan.

Table 20 Ketchikan Gateway Borough, Community Populations, 2022

Community Name	Status	2022 Population
Ketchikan	Home Rule City	7,998
Saxman	Second Class City	356
Unincorporated	Unincorporated	5,408
Ketchikan Gateway Borough	Second Class Borough	13,762

#### 3.4.3. Employment

Over half of the population, 9,507 individuals or 69.1 percent of KGB, were identified as holding some type of employment. A 2021 U.S. Bureau of Economic Analysis Report noted that 6,888 individuals had jobs that were defined as full time employment not reported as self-employment, and 2,430 individuals reported their employment as self-employment. The smallest labor group documented in the area were fishermen. Additionally, 189 residents reported their employment as resident commercial fishermen who fished during the year 2022.<sup>29</sup>

#### Main Employment Industries

The top three industries identified within the KGB offering full-time non-self-employed work are 1) Local Government, 2) Leisure and Hospitality, and 3) Healthcare and Social Assistance.

#### 3.4.4. Local Governments and Revenue

The KGB has a government structure that includes a borough assembly with a mayor responsible for setting policies, passing ordinances, and overseeing the borough budget. A borough manager is responsible for overseeing the day-to-day operations of the borough including government departments. Additionally, specific boards and commissions have been created to focus on specific areas of interest and serve as advisors to staff and elected officials. Ketchikan and Saxman are separate cities and have a distinct structure:

<sup>29</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022 Report

### Ketchikan

The city of Ketchikan is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and participates in city affairs based on an established city charter and ordinances, a city manager who oversees day-to-day operations, and various city departments.

### Saxman

The city of Saxman is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and participates in city affairs based on established city charter and ordinances, a city clerk/city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.

The KGB has a borough-wide sales tax of 2.5 percent. All taxes collected from the sales of tobacco or tobacco are distributed to the local education fund under Ordinance 1789-Amended. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 21.<sup>30</sup>

Table 21 Ketchikan Gateway Borough, Tax Rates and Revenues

Ketchikan Gateway Borough					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
Estimated Tax Per Capita					
\$9,945,304.00		2.5%		\$10,252,860.00	
\$1,557.00					
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
4%	\$163,335.00	\$2/Pack or 50%/Wholesale	\$1,274,961.00	-	-

Ketchikan			
Property Tax Revenue	Sales Tax Rate	Sales Tax Revenue	Estimated Tax Per Capita
\$626,642.00	4%	\$10,327,893.00	\$1,448.00
Specialty Taxes			
Bed Tax Rate	Bed Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
7%	\$585,307.00	5%	\$257,525.00

Saxman			
Property Tax Revenue		Sales Tax Rate	
-		4%	
\$118,071.00		Estimated Tax Per Capita	
\$341.00			

### 3.4.5. Tribal Governments

There are two Tribal governments found in the KGB, the Ketchikan Indian Community as well as the Organized Village of Saxman. Both operate under 48 Stat. 984 and 49 Stat. 1230 to act as the sole governing body of their communities, including economic affairs and enterprises of the village.

#### Ketchikan Indian Community

Ketchikan Indian Community is also known and referred to as Ketchikan Indian Corporation or KIC and is a sovereign nation. The KIC mission statement is to enhance and protect the interests of the tribe and its tribal citizens, to assist tribal members in becoming self-sufficient through the provision of socioeconomic services, and to enrich and uphold

<sup>30</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

the cultural heritage and the traditional way of life. The KIC offers social, educational, training, housing, and cultural resources across KGB.

The KIC operates with an eight-member Tribal Council and funding for the community is distributed by the FHWA TTP and BIA to plan, construct, and maintain facilities.

#### **Saxman IRA Tribal Council**

The mission of the Saxman IRA Tribal Council (SIRATC) is to serve the tribal people of Saxman to create a healthy, secure, educated, and self-reliant community, while nourishing their traditional values, tribal sovereignty, natural environment, and the wisdom from their way of life. The SIRATC operates with a seven-member tribal council.

Many of their transportation and social services are offered through connections with the Central Council of the Tlingit and Haida Indian Tribes of Alaska.

### **3.4.6. Existing Local Plans**

The 2021 Ketchikan Coordinated Transportation Plan and the 2009 KGB Comprehensive Plan were reviewed.

#### **Ketchikan Coordinated Transportation Plan, 2021**

The 2021 Ketchikan Coordinated Transportation Plan summarized gaps in service and possible strategies to address these. Although this coordinated transportation plan focused mainly on transit, information on existing transportation facilities, conditions, and concerns were included in the plan. It discussed increasing accessibility and safety of existing infrastructure as well as providing more sustainable transportation options.

#### **Ketchikan Gateway Borough Comprehensive Plan 2020, 2009**

The 2009 KGB Comprehensive Plan planned for growth and development through the year 2020. It included a five-year schedule of capital improvements as well as procedures for monitoring and evaluating the plan over time to determine efficacy and to update content as appropriate. The plan takes a goals-driven approach.

This comprehensive plan included a section on traffic and established the goal “The Ketchikan Gateway Borough encourages the safe, convenient, and efficient motorized and non-motorized transportation system for the movement of people and good.” The transportation goal was supported by six objectives that focus on coordination with DOT&PF to maintain roadways for motorized and non-motorized users. These objectives were subsequently supported by additional policies to guide the borough in transportation decisions.

Roadway improvements identified in the comprehensive plan were mostly minor roadway projects unrelated to the level of service standards established by the DOT&PF or the City of Ketchikan. Mass transit improvements identified included all existing mass transit facility projects as well as focusing on providing services for the disadvantaged. Aviation improvements focused on capital projects for all Borough airport facilities under the Airport Capital Improvement Plan.

### **3.4.7. Transportation Facilities**

#### **3.4.7.1. Surface**

##### **Roadways**

The KGB is identified as having 131.54 miles of identified roadway that is maintained by DOT&PF. For roadways that do receive maintenance year-round in the borough, receive their maintenance from the maintenance facility located in Ketchikan under the direction of the Southeast Maintenance District based in Juneau. The longest consecutive segment is identified at North Tongass with 16.129 miles. All roadways are identified as being within Ketchikan but appear to flow to the community identified as Saxman.

##### **Transit**

The KGB operates “The Bus,” Ketchikan’s regular, fixed route, and paratransit service. System routes are actively updated on via a website (<https://ketchikantransit.doublemap.com/map/>) and currently includes the Green Line Loop, the Silver Line North – Clover Pass, and the Silver Line South – Fawn Mountain. Both the paratransit and fixed-route service currently operate seven days per week, along with an additional summer service known as the “Downtown Shuttle.” The service currently closes on New Year’s Day, Independence Day, Thanksgiving Day, and Christmas Day.<sup>31</sup>

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<sup>31</sup> Ketchikan Gateway Borough Transit Website. <https://www.kgbak.us/405/About-Us>. Accessed 2023.



### 3.4.7.2. Aviation

There are six inventoried airports within KGB. Five are seaplane bases and only one is classified as a non-hub commercial airport. Ketchikan International Airport (KTN) is one of two international airports in Southeast Alaska, and the only lighted airport with instrument approach capabilities. KTN has an asphalt primary runway identified as 11/29 as well as a waterway identified as WNW/ESE. Mostly used for commercial activity, KTN has a small GA presence with five based aircraft compared to the based aircraft at Ketchikan Harbor (5KE), which is recorded at 51, all of which are single engine floatplanes. 5KE is privately owned by Promech Air and is not registered within the NPIAS; however, it is available for public use. Loring (13Z) is a seaplane base owned and operated by KGB; however, due to sparse use, FAA inspection notes indicate that the dock is unsuitable for aircraft use. Murphys Pullout (8K9) and Peninsula Point Pullout (9C0) are DOT&PF owned and operated seaplane bases used for recreational and GA purposes. Yes Bay Lodge is a privately owned seaplane base available for public use with permission required for parking. **Error! Reference source not found.** provides a summary of the airports identified within KGB and their key features.

Table 22 Ketchikan Gateway Borough, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Ketchikan Harbor	5KE	Promech Air	N	N	3,893 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	51
Ketchikan International Airport	KTN	DOT&PF	Y	N	7,500 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	5
Loring	13Z	KGB	N	N	10,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Murphys Pullout <sup>1</sup>	8K9	DOT&PF	Y	N	10,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	7
Peninsula Point Pullout	9C0	DOT&PF	N	N	9,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	4
Yes Bay Lodge	78K	Kevin Hack	N	N	5,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	3

<sup>1</sup>DOT&PF is currently working with the borough to transfer the ownership of this facility following recent improvements.

### 3.4.7.3. Marine

#### Harbors

Across KGB, fifteen harbor facilities have been identified. These facilities include seven harbors in the City of Ketchikan, five floats located at the Port of Ketchikan, one harbor in the City of Saxman, and one float in Helm Bay. All the facilities except for the float located in Helm Bay are owned and maintained by the local government for which they are located.

Table 23 Ketchikan Gateway Borough, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Bar Harbor North	Ketchikan	City of Ketchikan	City of Ketchikan
Bar Harbor South	Ketchikan	City of Ketchikan	City of Ketchikan
Berth III Float (400' long)	Ketchikan – Northern inboard side of Berth III (Port of Ketchikan)	City of Ketchikan	City of Ketchikan
Berth IV Float (120' long)	Ketchikan – Southern inboard side of Berth IV (Port of Ketchikan)	City of Ketchikan	City of Ketchikan
Berth IV Float (70' long)	Ketchikan – Northern inboard side of Berth IV (Port of Ketchikan)	City of Ketchikan	City of Ketchikan
Casey Moran Harbor [Formerly City Float]	Ketchikan	City of Ketchikan	City of Ketchikan
Daly Float (200' long)	Ketchikan – Inboard side of Berth I (Port of Ketchikan)	City of Ketchikan	City of Ketchikan
Helm Bay Refuge Float	Helm Bay	DOT&PF	DOT&PF
Hole-in-the-Wall Harbor	Ketchikan	City of Ketchikan	City of Ketchikan
Knudsen Cove Harbor	Ketchikan	City of Ketchikan	City of Ketchikan
Mountain Point (South Tongass) Launch Ramp	Ketchikan	City of Ketchikan	City of Ketchikan
Port of Ketchikan	Ketchikan	City of Ketchikan	City of Ketchikan
Ryus Float (150' long)	Ketchikan – North end of Berth II (Port of Ketchikan)	City of Ketchikan	City of Ketchikan
Seaport	Saxman	City of Saxman	City of Saxman
Thomas Basin Boat Harbor	Ketchikan	City of Ketchikan	City of Ketchikan

#### Alaska Marine Highway System

The KGB is home to one AMHS facility, the Ketchikan Ferry Terminal, located in the City of Ketchikan and owned and operated by DOT&PF. Ketchikan is one of the primary service terminals along the mainline route of the AMHS connecting this community with coastal communities throughout Alaska, as well as Canada and the United States. The terminal provides regular barge service, and has three berths, which can accommodate all vessels within the fleet. Service at the Ketchikan Ferry Terminal is provided primarily by *M/V Kennicott* and *M/V Lituya*.<sup>32</sup>

<sup>32</sup> [Microsoft Word - KTN\\_Berth1\\_ShoreCondition\\_2021 \(alaska.gov\)](#)

The AMHS also operates a shuttle service from Ketchikan to Metlakatla, a traditional Tsimshian Indian community on the federal Annette Island Reserve, located eight nautical miles from Ketchikan. Metlakatla is the only Indian reservation in Alaska and maintains an active economy and subsistence lifestyle due to an abundance of natural resources and harvesting opportunities for fish, seaweed, clams, and waterfowl.<sup>33</sup>

#### **Berth I**

Berth I is the primary facility at Ketchikan Ferry Terminal. It is a Ro/Ro side-berth facility which can accommodate all vessels within the fleet.

#### **Berth II**

Berth II is an all-tide, Ro/Ro side-berth facility and is frequently used by AMHS vessels in layup for maintenance. It can accommodate all vessels within the fleet.

#### **Berth III**

Berth III is an all-tide, Ro/Ro stern-loading facility which can accommodate stern-loading vessels. This berth is used predominantly for the AMHS ferry service to Metlakatla. It is also used by the Inter-Island Ferry Authority for a shuttle service to Hollis, Alaska.

### **3.4.7.4. Tribal**

#### **Ketchikan Indian Community**

Information regarding the KIC transportation facilities and operations is limited. All information presented is from 2020 and newer.

#### **Facilities**

An inventory of the KIC transportation facilities is not available at the time of this report.

#### **Programs**

Information on transportation programs within the KIC is not available at the time of this report.

#### **Transit**

The KIC operates door-to-door senior and paratransit services to provide greater transportation access to their community. The KIC continues to expand this service and received funding to purchase a new transit vehicle in 2020.

#### **Aviation**

The KIC does not own or operate their own airport facility. The community accesses the DOT&PF owned and maintained Ketchikan International Airport.

#### **Marine**

Information regarding the maintenance or operation of marine facilities is not available at the time of this report.

#### **Saxman IRA Tribal Council**

The Saxman IRA Tribal Council conducts transportation and social services through CCTHITA while employing a tribal transportation and housing liaison in the community.

### **3.4.8. Healthcare and Education Facilities**

#### **Healthcare**

The primary healthcare provider in Ketchikan is the Ketchikan Medical Center, operated by PeaceHealth. There are a few smaller local clinics that offer primary care services to residents. Most patients that require specialty care travel to Juneau or Anchorage. There are mental health facilities within the community as well as the 24/7 SEARHC helpline or National Suicide Prevention Hotline.

#### **Education**

The KGB School District provides education throughout the borough. The district has eight physical facilities and one online/correspondence option. According to the ACCED attendance reports, district enrollment totaled 2,100 students for the 2022-2023 academic year. The district is comprised of elementary, middle, and high schools, as well as specialty schools as noted below:

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<sup>33</sup> Metlakatla. <https://dot.alaska.gov/amhs/comm/metlakatla.shtml>. Alaska Marine Highway System Website. Accessed 2023.

## Elementary Schools

- **Fawn Mountain Elementary** – Pre-Kindergarten to 6th grade, 238 students
- **Houghtaling Elementary** - Pre-Kindergarten to 6th grade, 310 students
- **Point Higgins** - Pre-Kindergarten to 6th grade, 242 students

## High Schools

- **Revilla Jr/Sr High School** – 8th grade to 12th grade, 103 students
- **Ketchikan High School** – 9th grade to 12th grade, 509 students

## Specialty Schools

- **Fast Track** – Online/Correspondence Option – kindergarten to 12th grade, 84 students
- **Ketchikan Charter School** – kindergarten to 8th grade, 204 students
- **Tongass School of Arts and Sciences Charter School** – kindergarten to 6th grade, 141 students

## Ketchikan Indian Community

The KIC provides social services to support members of the community in protecting their health, accessing affordable housing, and maintaining cultural identity.

### Facilities

The KIC has several facilities which provide services to assist the community including:

- Tribal health clinic and administration offices
- Finance
- Housing and cultural resources
- Additional social services and behavioral health
- Education and training

### Programs

Programs available to the KIC community are vast, providing support for housing, healthcare, elders, culture and education, and employment.

## Saxman IRA Tribal Council

Social services for the Saxman IRA are provided through CCTHITA.

### 3.5. Petersburg Borough

#### 3.5.1. Communities

Petersburg Borough is a non-unified home rule borough located on the northwest end of Mitkof Island, where the Wrangell Narrows meet Frederick Sound. It is between Juneau and Ketchikan, situated 120 miles from either community. The climate is characterized by cool summers, mild winters, and heavy annual rain throughout the 2,921 square miles of land and the 908 square miles of water. The borough is comprised of three smaller communities, one second-class city, Kupreanof, and one census designated place, Petersburg.

<b>Kupreanof</b> Kupreanof is a second-class city with a city charter designating it as a roadless community. It is just across the Wrangell Narrows from Mitkof Island.	<b>Petersburg</b> Petersburg is a census designated place on the northwest end of Mitkof Island. The official city of Petersburg was dissolved in 2013 when the Borough of Petersburg was formed in its place.
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#### 3.5.2. Population

Petersburg Borough is home to about 4.65 percent of Southeast Alaska’s total population. In 2022, the population of Petersburg Borough was 3,357. By the year 2045 the population is expected to decline to 3,096, a loss of 261 individuals, representing an eight percent reduction. The population center and borough seat are the census designated place of the same name, Petersburg. The City of Petersburg was officially dissolved in January 2013, and Petersburg Borough was formed in its place.

Petersburg has an airport, seaplane base, and ferry terminal. The smallest population center is Hobart Bay, which had an official population of one in 2022. Due to its small population, Hobart Bay is included in the population for the unincorporated locations in the table below. The next smallest population in the borough is the city of Kupreanof, which is located across Wrangell Narrows from Petersburg and requires boat access.

Table 24 Petersburg Borough, Community Populations, 2022

Community Name	Status	2022 Population
Kupreanof	Second Class City	23
Petersburg	Census Designated Place	3,001
Unincorporated Borough Locations	Unincorporated	333
Petersburg Borough	Non-Unified Home Rule Borough	3,357

#### 3.5.3. Employment

Most residents in Petersburg Borough are employed, with recent reports indicating 2,925 individuals, or 87.1 percent of the population held jobs in 2021. According to the 2021 U.S. Bureau of Economic Analysis Report, full time employment not reported as self-employment was the top category with 1,470 individuals working in these types of positions. Self-employment was the next largest category with 1,128 individuals. Additionally, 327 residents of the borough reported their employment as resident commercial fishermen who fished in 2022.<sup>34</sup>

#### Main Employment Industries

The top three industries identified within Petersburg Borough for individuals who were identified as receiving wages from full-time non-self-employed work are 1) Local Government, 2) Retail, and 3) Manufacturing.

<sup>34</sup> The Alaska Commercial Fisheries Entry Commission Preliminary 2022

### 3.5.4. Local Governments and Revenue

Petersburg Borough operates with a borough assembly that is responsible for making legislative decisions, passing ordinances, managing a budget, and overall policy direction, along with the mayor, an elected position responsible for representing the borough in official capacities. Additionally, there is a borough manager who is responsible for the day-to-day operations of the borough including overseeing and convening boards, commissions, and borough departments responsible for operations of the borough. Petersburg Borough has two cities that have their own structures.

#### Petersburg

Petersburg has a city council responsible for setting policies, passing local ordinances, managing budget, and overseeing administrative services along with a mayor who is responsible for leading meeting and representing the city as defined in charters and ordinances. Additionally, the city manager is responsible for overseeing day-to-day operations of the city, policy implementation, and other administrative tasks. City departments, boards, and commissions carry out certain responsibilities.

#### Kupreanof

The city of Kupreanof consists of a city council that serves as the city's legislative body, a mayor who serves in an elected position, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.

Taxes and revenues in Petersburg Borough are assessed and collected by the borough. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 25.<sup>35</sup>

Table 25 Petersburg Borough, Tax Rates and Revenues, 2022

Petersburg Borough					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
Estimated Tax Per Capita					
\$3,467,823.00		6%		\$4,141,309.00	
\$2,374.00					
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
4%	\$65,689.00	\$2.17/Pack or 45%/Wholesale	\$291,944.00	\$25/0z	\$29,441.00

### 3.5.5. Tribal Government

The Petersburg Indian Association (PIA) is a federally recognized tribe located on the northern portion of Mitkof Island in Southeast Alaska. The PIA has dedicated themselves to their native community through promotion of their cultural values and wellness, development of a diverse and sustainable economy, strengthening community relationships, and respecting the environment.

The Petersburg Indian Association (PIA) operates with a seven-member Tribal Council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the association.

### 3.5.6. Existing Local Plans

The Petersburg Borough Comprehensive Plan and the Petersburg Borough Waterfront Master Plan, both adopted in 2016, were reviewed to identify goals and objectives. The comprehensive plan includes community transportation issues that can be addressed on a regional level as well as highlighting some of the specific projects that were identified in the 2014 draft version of the SEATP and status as of 2016.

<sup>35</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

## Petersburg Borough Comprehensive Plan, 2016

The Petersburg Borough Comprehensive Plan update was published in 2016 after the City of Petersburg was dissolved in January of 2013 and Petersburg Borough was formed in its place. The comprehensive plan was intended to be a “living document” and, as such, does not establish a specific planning horizon.

The plan established goals to maintain and improve the transportation system to support the movement of people and supplies into and out of the borough. The goals also included promoting economic growth including commercial fish processing, tourism, and other economic activities.

### Transportation concerns addressed in the comprehensive plan include:

- Access for people and freight is relatively costly and/or slow.
- Potential that current benefits from transportation subsidies may decrease or disappear.
- Mitkof and Kupreanof Island depend on federal government and USFS maintenance of the extensive roadway system.
- The Federal Essential Air Subsidy supports a large amount of commercial air service. If the benefit were to cease, there would be a significant decrease in air service, and Petersburg would become more reliant on ferry service, which is a concern when AMHS funding is declining.
- Desire to establish a new ferry service between Mitkof Island, Wrangell, and Prince of Wales Island with a connection between Thorne Bay and Ketchikan.
- Concern over decreased ferry ridership due to changes in scheduling; people are no longer looking to stay in smaller communities due to less frequent service times.

## 3.5.7. Transportation Facilities

### 3.5.7.1. Surface

#### Roadways & Active Transportation

Petersburg Borough has 115.27 miles of roadway, of which, 37.01 miles were identified as being maintained by DOT&PF. Another 84.95 miles of local roadways were identified within Petersburg Borough. For roadways that receive maintenance year-round, the Petersburg M&O station, under the direction of the Southeast Maintenance District based in Juneau, maintains these facilities. The longest consecutive segment maintained by DOT&PF is identified at Mitkof Highway with 32.27 miles.

Kupreanof was created to be a “no-road” community. Transportation users in this community depend on trails to access amenities and travel within their community. These trails are considered surface transportation and are also active transportation facilities.

There is no current inventory of existing active transportation systems in Petersburg Borough.

#### Transit

Petersburg Borough does not have a public transit system; however, private shuttles are available. Kupreanof has established itself as a non-motorized community therefore public and private transit options are not available.

### 3.5.7.2. Aviation

There are two identified airports in the Petersburg, both eligible for federal funding as registered airports of the NPIAS and owned by the DOT&PF. The Lloyd R. Roundtree Seaplane Facility (63A) is a seaplane base with one primary runway identified as NE/SW. There are six recorded based aircraft at 63A and robust GA traffic with approximately 8,000 annual operations recorded in 2020. The 63A seaplane facility is included in the NPIAS but is ineligible for federal funding, the official classification of this facility is identified as “unclassified NPIAS”. The Petersburg James A. Johnson Airport (PSG) is a primary non-hub commercial airport with one asphalt runway identified as 05/23. PSG serves as the primary airport for the Petersburg Borough and received federal subsidy for scheduled passenger service through the EAS. PSG is a lighted airport capable for instrument approach procedures. There are twelve aircraft based at PSG, a

majority of which are single engine aircraft. Table 26 provides a summary of the airports identified within the Petersburg Borough and their key features.

Table 26 Petersburg Borough, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Lloyd R Roundtree Seaplane Facility	63A	DOT&PF	Y	N	9,000 ft x 1,100 ft	Water	N	N	GA / Seaplane Base	6
Petersburg James A Johnson	PSG	DOT&PF	Y	Y	6,400 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	12

### 3.5.7.3. Marine

#### Harbors

A total of six harbors were identified within Petersburg Borough. One is owned and maintained by the Department of Natural Resources (DNR), two are owned and maintained by DOT&PF, and three are owned and maintained by the identified local governments. All harbors, locations, owners, and entity responsible for maintenance are detailed in Table 27.

Table 27 Petersburg Borough, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Banana Point Launch Ramp	Petersburg	DNR	DNR
Entrance Island Refuge Float	Hobart Bay	DOT&PF	DOT&PF M&O
Kupreanof Float	Kupreanof	DOT&PF	DOT&PF
Middle Small Boat Harbor	Petersburg	Local Government	Local Government
North Small Boar Harbor	Petersburg	Local Government	Local Government
Papke's Landing Float <sup>1</sup>	Petersburg	DOT&PF	DOT&PF
South Small Boat Harbor	Petersburg	Local Government	Local Government

<sup>1</sup>DOT&PF is actively pursuing the transfer of Papke's Landing Float to Petersburg Borough

#### Alaska Marine Highway System

The AMHS is a primary means of access and transportation of goods to Petersburg. There are two AMHS facilities owned and maintained by DOT&PF within the Petersburg Borough, and regular barge service is provided at the AMHS facility.<sup>36</sup>

#### Petersburg Ferry Terminal

Petersburg Ferry Terminal is a Ro/Ro side-berth facility which can accommodate most vessels within the fleet. Service is primarily provided by the *M/V Kennicott*.

<sup>36</sup> Q:\Marine\Shore Condition\Site Plan DWGs\SE\Petersburg\PETERSBURG PETERSBURG (1) (alaska.gov)



#### 3.5.7.4. Tribal Transportation

To maintain quality transportation facilities for tribal citizens and public use, the PIA coordinates facility planning, construction, and maintenance with other agencies in the area including the USFS, DOT&PF, the Petersburg Borough, and the Petersburg School District.

The PIA drafted and adopted the 2022 PIA LRTP, a 20-year comprehensive plan on a five-year update cycle. The 2022 plan is an update to the 2005 plan with the purpose of providing an inventory of transportation facilities for all transportation modes, identifying transportation needs in the PIA community, and prioritizing transportation system improvements. The information included is representative of transportation system information for 2022 and older, as presented in the 2022 PIA LRTP.

##### **Roads**

The PIA shares responsibility for the maintenance of Petersburg community roads with the Petersburg Borough, USFS, and DOT&PF. Approximately 633.7 miles of official roads and 13 safety facilities have been inventoried as part of the BIA system. These roadway facilities include local roads (179.5 miles), residential streets (45.6 miles), collector roads (162.4 miles), arterial roads (37.3 miles), USFS roads and trails (208.9 miles), and bridges (0.3 miles).

##### **Active Transportation**

Two DOT&PF maintained multiuse paths are located within the PIA community. Combined, these two eight-foot-wide paths provide approximately two miles of walking and bicycling facilities to the community. In addition to the multiuse paths, the PIA coordinates with the Petersburg Borough and USFS to maintain over 20 pedestrian trails within the community, with plans to add three new pedestrian trails to the existing network.

##### **Programs**

The PIA transportation program receives federal funding to plan, construct, and maintain safe transportation facilities. The PIA uses programs and initiatives to provide safe facilities to the community including:

- Safe Routes for School
- Tribal Transportation Safety Program
- Maintenance program

##### **Transit**

The PIA provides a door-to-door transit service for seniors and those with disabilities. This service operates a 10-passenger accessible transit bus, which serves approximately 50 users per day.

##### **Aviation**

The DOT&PF owned and maintained Petersburg James A. Johnson Airport provides for aviation travel to the PIA and other communities on Mitkof Island. The PIA does not own or operate any separate aviation facilities.

##### **Marine**

The PIA does not own or operate any marine facilities in the community. Community members have access to nearly 20 marine facilities owned by the Petersburg Borough, USFS, or DOT&PF, including docks, harbors, and boat launches.

#### 3.5.8. Healthcare and Education Facilities

##### **Healthcare**

The medical facility within the borough is Petersburg Medical Center, which provides emergency care, in-patient care, mental health services, and select specialty care. Many residents use Telehealth options or travel to Juneau or Anchorage for health care services.

##### **Education**

ADEED records indicate that 442 students were enrolled in the Petersburg Borough School District for the 2022 to 2023 academic year. The district has an elementary, middle, and high school, serving students from pre-kindergarten through 12th grade:

- **Rae C. Stedman Elementary** – Pre-Kindergarten to 5th grade, 211 students
- **Mitkof Middle School** – 6th grade to 8th grade, 108 students
- **Petersburg High School** – 9th grade to 12th grade, 123 students

### **Petersburg Indian Association**

The PIA supplies the native community with several social services programs to provide essential needs and general assistance to members. These programs, including food, education, and housing assistance with the access to PIA facilities provide the community with opportunities for improved quality of life.

#### **Facilities**

Facilities in the PIA are almost exclusively rental properties including housing, event, and office spaces. They include:

- John Hanson Community Hall (event rental space)
- Elizabeth Peratrovich Conference Room (event rental space)
- Elizabeth Peratrovich Building (office rental space)
- Multiple apartment buildings available for housing

#### **Programs**

Several assistance programs are available to the PIA community to aid members with essential needs including:

- General/Welfare assistance
- College scholarships
- Job placement and training
- Traditional food distribution
- Rental/housing

## 3.6. Prince of Wales-Hyder Census Area

### 3.6.1. Communities

The Prince of Wales-Hyder Census Area comprises 3,923 square miles of land and 3,760 square miles of water. Until 2008 the census area was referred to as Prince of Wales – Outer Ketchikan Census Area and included most of Outer Ketchikan, which is now part of KGB.

<p><b>Coffman Cove</b> Coffman Cove is a second-class city located on the northeast coast of Prince of Wales Island. Residents initially lived in mobile homes but those have since been replaced by permanent houses and associated community facilities.</p>	<p><b>Craig</b> Craig is a first-class city on a small island west of Prince of Wales Island and connected by a short causeway. Craig is 6.7 square miles of land and 2.7 square miles of water. The community is predominantly a fishing community.</p>
<p><b>Edna Bay</b> Edna Bay is a second-class city on the southeast coast of Kosciusko Island, which lies northwest of Prince of Wales Island. Edna Bay consists of 21.91 square miles of land and is a fishing community.</p>	<p><b>Hollis</b> Hollis is an unincorporated census designated place on the eastern side of Prince of Wales Island. It is located on a cape off the main island, connected by Twelvemile Arm. Road travel is possible from Hollis to Craig via a 19-mile connection.</p>
<p><b>Hydaburg</b> Hydaburg is a first-class city on the southwest coast of Prince of Wales Island, 36 road miles west of Hollis. Hydaburg is the largest Alaska Native community formed by the Haida village in the state. The residents maintain a subsistence and commercial fishing lifestyle.</p>	<p><b>Hyder</b> Hyder is an unincorporated census designated place is located at the south end of a 96-mile-long fjord that forms a portion of the border between Alaska and Canada. Hyder is the only community in the area that can be accessed by road with connections to Stewart, British Columbia, Canada located two miles away.</p>
<p><b>Kake</b> Kake is a first-class city on the northwest side of Kupreanof Island bordered by Keke Strait and is 38 air miles northwest from Petersburg. Kake is a Tlingit village with a subsistence lifestyle.</p>	<p><b>Kasaan</b> Kasaan is a second-class city overlooking Kasaan Bay on the east side of Prince of Wales Island and is 30 miles northwest of Ketchikan. The population is mostly reliant on subsistence activities.</p>
<p><b>Klawock</b> Klawock is a first-class city located on Klawock Inlet on the west coast of Prince of Wales Island. By road, Klawock is seven miles north of Craig, 24 miles from Hollis, and 56 air miles west of Ketchikan. Much of the community has been influenced by logging operations while residents still pursue a subsistence lifestyle to provide food sources.</p>	<p><b>Metlakatla</b> Metlakatla is the only federal reservation for indigenous peoples in Alaska and is located at Port Chester on the west coast of Annette Island. Metlakatla has an active economy and robust subsistence lifestyle.</p>
<p><b>Naukati Bay</b> Naukati Bay is an unincorporated census designated place on the west coast of Prince of Wales Island. The residents of the area are described as logging families and homesteaders. To accommodate planning and other local issues, two community non-profit associations have been organized.</p>	<p><b>Point Baker</b> Point Baker is an unincorporated census designated place 50 miles west of Wrangell on the northern tip of Prince of Wales Island. The community is a small fishing community and children in the community are home-schooled or attend correspondence schools due to there not being a community school in the area.</p>
<p><b>Port Alexander</b> Port Alexander is a second-class city located 65 miles south of Sitka on the south end of Baranof Island. It is known as a safe harbor during heavy gales and storms</p>	<p><b>Port Protection</b> Port Protection is an unincorporated census designated place in the Tongass National Forest on the northern tip of Prince of Wales Island. There are no roads, and most</p>

that can frequently disrupt Chatham Strait as well as providing an ice-free port during the winter. It is a fishing community.	homes are located along the waterfront. It is a fishing community.
<b>Thorne Bay</b> Thorne Bay is a second-class city on the island road system on the east coast of Prince of Wales Island. By road, it is 60 miles from Hollis and 36 miles from Klawock. Thorne Bay originated as a logging camp before becoming an unincorporated city.	<b>Whale Pass</b> Whale Pass is a second-class city north of Coffman Cove on the northeast coast of Prince of Wales Island. Many of the residents in the area are homesteaders who enjoy a subsistence lifestyle. Whale Pass once had a community school that closed in 1998 after a decline in enrollment. Currently, most students are home-schooled or attend a correspondence program.

### 3.6.2. Population

In 2022, 5,720 people lived in the Prince of Wales-Hyder Census Area, representing approximately eight percent of the population of Southeast Alaska. Population projections suggest that in 2045 4,186 people will reside here, representing an approximately 27 percent reduction in population.

Metlakatla is the most populated community within the census area, having 1,444 residents in 2022. Metlakatla is an Indian Reservation that is organized under federal law and due to its geographical location falls under the northwest jurisdiction of the BIA. Metlakatla is equipped with an airport, seaplane base, and ferry terminal. The smallest population is found in Edna Bay which does not have access to any transportation facilities outside of personal boats.

Table 28 Prince of Wales-Hyder Census Area, Community Populations, 2022

Community Name	Status	2022 Population
Coffman Cove	Second Class City	201
Craig	First Class City	992
Edna Bay	Second Class City	42
Hollis	Census Designated Place	139
Hydaburg	First Class City	347
Hyder	Census Designated Place	46
Kake	First Class City	530
Kasaan	Second Class City	46
Klawock	First Class City	694
Metlakatla	Indian Reservation Organized Under Federal Law	1,444
Naukatl Bay	Census Designated Place	131
Point Baker	Census Designated Place	10
Port Alexander	Second Class City	57
Port Protection	Census Designated Place	33
Thorne Bay	Second Class City	449
Whale Pass	Second Class City	84
Unincorporated Census Area Locations	Unincorporated	472
Prince of Wales-Hyder Census Area Total Population		5,720

### 3.6.3. Employment

In 2021, 3,218 individuals or 56.3 percent of Prince of Wales-Hyder census area residents held some type of employment. Full time employment not reported as self-employment was the largest employment category, with 2,131 individuals.<sup>37</sup> Self-employment was next with 880 individuals. Additionally, 197 residents reported their employment as resident commercial fishermen who fished in the year 2022.<sup>38</sup>

#### Main Employment Industries

The top three industries providing full-time non-self-employed jobs in Prince of Wales -Hyder Census Area in 2022 were 1) Local Government, 2) Retail, and 3) Leisure and Hospitality.

### 3.6.4. Local Governments and Revenue

Prince of Wales-Hyder census area is a part of an unorganized borough in Southeast Alaska. The area is not run by a traditional borough level government; most governmental oversight for the area is provided by the State of Alaska with the assistance of local advisory committees and city council governments.

<b>Coffman Cove</b> The city of Coffman Cove is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.	<b>Craig</b> The city of Craig is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city manager who oversees day to day operations, and various city departments.
<b>Edna Bay</b> The city of Edna Bay is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.	<b>Hollis</b> As a census designated place Hollis does not have its own government structure.
<b>Hydaburg</b> The city of Hydaburg is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.	<b>Hyder</b> As a census designated place Hyder is unable to collect taxes or any public fees. Hyder also does not have a Federally Recognized Tribal government. However, in place of a local government, Hyder has a local community non-profit identified as the Hyder Community Association, Inc that is organized under Alaska law for civic purposes. The organization of the Hyder Community Association allows for this unincorporated community to receive state funds and legislative grants, provide services, and enter into contracts as well as other legally binding agreements. Although, this non-profit organization is limited in its powers as it is not a city council and possess none of the powers identified

<sup>37</sup> 2021 U.S. Bureau of Economic Analysis Report

<sup>38</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022

<p><b>Kake</b></p> <p>The city of Kake is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments. The Kake city council works cohesively with the tribal government of the Organized Village of Kake (OVK). The fundamentals of OVK are addressed in depth in section 4.9.</p>	<p><b>Kasaan</b></p> <p>The city of Kasaan is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments. The Kasaan city council works cohesively with the tribal government of the Organized Village of Kasaan (OVKs). The fundamentals of OVKs are addressed in depth in section 4.10.</p>
<p><b>Klawock</b></p> <p>The city of Klawock is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.</p>	<p><b>Metlakatla</b></p> <p>The governing body of Metlakatla is Metlakatla Indian Community (MIC). In addition to the tribal government that is made up of elected members there is a mayor who is an elected official and represents the community. MIC is responsible for providing residents with services such as utilities and public safety through city departments. The MIC has their own tribal court system which is responsible addressing and handling legal matters within the community. There are additional authorities and rights provided to MIC due to their status as the only Indian Reservation within the state.</p>
<b>Naukati Bay</b>	As census designated places, Naukati Bay, Point Baker, Port Alexander, and Port Protection do not have a government structure.
<b>Point Baker</b>	
<b>Port Alexander</b>	
<b>Port Protection</b>	
<p><b>Thorne Bay</b></p> <p>The city of Thorne Bay is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.</p>	<p><b>Whale Pass</b></p> <p>The city of Whale Pass is made up of a city council that serves as the city's legislative body, a mayor who serves in an elected position and has input in city affairs based on established city charter and ordinances, a city clerk/ city clerk office responsible for maintaining, organizing, and efficiently running city records, as well as various city departments.</p>

Revenues for the Prince of Wales-Hyder Census Area included below are only those that have formal government structures. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 29.<sup>39</sup> In addition to the property taxes assessed by the census area and the additional sales taxes that are set in place by the cities identified in the census area, these communities also qualify for additional state and federal funding.

<sup>39</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

Table 29 Prince of Wales-Hyder Census Area, Tax Rates and Revenues, 2022

Craig					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
				Estimated Tax Per Capita	
\$698,745.00		5%		\$1,865,108.00	
				\$2,788.00	
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Alcohol Tax Rate	Alcohol Tax Revenue
\$5/Bed	\$22,200.00	-	-	6%	\$115,466.00

Hydaburg			
Property Tax Revenue		Sales Tax Rate	
-		6%	
Sales Tax Revenue		Estimated Tax Per Capita	
\$49,888.00		\$138.00	

Kake					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
-		5%		\$215,907.00	
				\$419.00	
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Alcohol Tax Rate	Alcohol Tax Revenue
-	-	3%	\$8,641.00	3%	\$8,641.00

Klawock					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
				Estimated Tax Per Capita	
-		6.5%		\$1,023,726.00	
				\$1,472.00	
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
6%	\$19,739.00	-	-	-	-

Thorne Bay					
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue	
Estimated Tax Per Capita					
-		6%		\$516,367.00	
\$1,168.00					
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
4%	\$16,304.00	-	-	-	-

### 3.6.5. Tribal Governments

#### **Craig Tribal Association**

The Craig Tribal Association (CTA), formerly known as the Craig Community Association, is a federally recognized tribe located on the Prince of Wales Island. The CTA strives to enhance the quality of life of its members through self-governance, promoting their culture and traditions, encouraging self-sufficiency, and providing resources for individual and tribal community advancement. To fulfill this mission the CTA focuses on education, housing, cultural education, and transportation safety.

The CTA operates with a seven-member Tribal Council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the association.

#### **Hydaburg Cooperative Association**

The Hydaburg Cooperative Association (HCA), located on the southwest coast of the Prince of Wales Island along the Sukkwan Strait, was the first Village Council recognized in Alaska under the Indian Reorganization Act. The HCA operates with a seven-member Tribal council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the Village.

#### **Klawock Cooperative Association**

The Klawock Cooperative Association (KCA), also known as Klawock IRA (KIRA) is a tribal government that serves the Native community of Klawock. KCA operates with a Tribal Council to act as a governing body while managing and controlling all economic affairs for the community.

#### **Metlakatla Indian Community, Annette Island Reservation**

The Metlakatla Indian Community (MIC) is the sole Indian Reserve in Alaska and serves as a sovereign nation. The MIC mission statement is to improve the lives of their members, and preserve their heritage and culture, through effective self-governance, a commitment to self-sufficiency, and the exercise and strengthening of their Tribal sovereignty. The MIC Reserve has a population of 1,460 according to the 2010 U.S. Census, with approximately 600 housing units for tribal members and an area of approximately 130 square miles located on Annette Island.

The MIC operates with a nine-member Tribal council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the Reserve.

#### **Organized Village of Kake**

The Organized Village (OV) of Kake a federally recognized tribe, is located on the northwest coast of Kupreanof Island near the Tongass National Forest. The core purpose of the Village is to strengthen tribal community and culture by demonstrating respect for members and the greater community, collaboration with other local agencies, endurance in times of economic hardship, safety, and security. To the benefit of tribal members, the Village offers education, vocational, and health programs along with hosting cultural camps to promote tribal culture.

The OV of Kake operates with a seven-member tribal council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the Village.

#### **Organized Village of Kasaan**

The Organized Village (OV) of Kasaan is located on the east side of Prince of Wales Island near the Kasaan Bay. From the Tlingit word "Gasa'aan" meaning "pretty village," Kasaan was inhabited by the Haida people after migrating from "Old Kasaan" located approximately seven miles from present day Kasaan. The OV Kasaan aims to promote and protect indigenous Haida values for the elders and youth of the Village.

The OV Kasaan operates with a seven-member Tribal council under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress authorizing the Indian tribe to act as the sole governing body while managing and controlling all economic affairs and enterprises of the Village.



### 3.6.6. Existing Local Plans

The Prince of Wales-Hyder census area has the most communities identified out of all the boroughs, census areas, and municipalities within Southeast Alaska; however, most communities within the census area are small and do not have community-wide plans. Two local plans are available, the Community Needs Assessment prepared for the community of Thorne Bay in 2016 and the Community Economic Development Strategy report for Craig.

#### Prince of Wales Island Scenic Byways Corridor Partnership Plan, 2013

The Prince of Wales Island Scenic Byways Corridor Partnership Plan (POWCPP) is written under the requirement that all state scenic byways seeking byway implementation grants or designation as a National Scenic Byway or an All-American Road, must have a Corridor Partnership Plan (CPP). The purpose of this CPP is to identify methods to maintain, enhance, and promote resources that are identified as being key access resources. The planning process applied to a CPP promotes opportunities for communities, Tribes, and private landowners to collaborate and support a community vision, tourism promotions, stewardship, natural resource management, and future projects and priorities.

Public roads on Price of Wales Island cross lands with varying designations and landownerships, including lands owned by Alaska Native Corporations authorized under the Alaska Native Claims Settlement Act (ANCSA). The planning process required the coordination of over 15 City and Tribal government, public and federal agencies, Alaska Native Corporations, and other local stakeholders.

More than 2,000 miles of roads are identified on Price of Wales Island, roads north of Naukati Bay are described as being about one and half lanes wide and recreational vehicle (RV) drivers are advised to drive carefully. The communities of Craig, Klawock, Naukati Bay, Thorne Bay, Coffman Cove, Kasaan, and Whale Pass are all identified as having fuel available for residents and travelers. The POWCPP identifies that safety improvements should be undertaken with the understanding of reducing accident statistics as well as an understanding of any impacts these improvements may have on the aesthetic quality of the corridor. The POWCPP is intended to provoke additional considerations during the planning phase of future projects in the area; if lighting is needed at an intersection for increased safety, using the POWCPP, a planning team is encouraged to dig deeper and seek which type of lighting will provide the desired safety while having the least visual impact on the natural environment.

Unique to the Alaska and National Scenic Byways Program, six intrinsic qualities are identified to capture the spirit of adventure and sense of magic associated with roads that are awarded these designations. Byways seeking the designation must be able to adequately identify and inventory these qualities. This identification in the POWCPP provides additional information on natural, recreational, scenic, historic, cultural, and archaeological qualities. This inventory and the POWCPP is included as appendix <?>.

The POWCPP is comprised of 13 corridor segments each of which have been identified as having the following **existing** experiences which are identified using alphabetic numbering, newly **proposed sites** or **proposed experiences** or improvements for each of the already previously identified experiences for each corridor segment are identified using roman numerals:

#### 1. Craig to Klawock Highway

- |  |  |
|--|--|
| a. Forest Service Front Desks and AK Geographic Stores | d. Wadleigh Island Scenic Overlook                     |
| b. Healing Heart Totem Park                            | i. Improve parking, add interpretation and picnic area |
| c. Sunnahae Trail                                      | e. Klawock Totem Carving Shed/Long House               |
| i. Trail improvements and interpretation               | f. Klawock Totem Park                                  |

#### 2. Klawock to Hollis Highway

- |   |   |
|---|---|
| a. Prince of Wales Hatchery                                 | b. Hollis Harris River Picnic and Recreation Site |
| i. <b>Improve</b> viewing platforms, restrooms, and parking | c. Hollis Recreation Trail                        |

- d. Harris River Interpretive Trail
- e. Hollis Ferry Terminal
- f. Inter Island Ferry

- g. **Proposed new** construction of visitor center to include interpretation, wayfinding, restrooms, and cultural events

---

### 3. Hydaburg Access Road

- a. Harris River Trail
- b. One Duck Trail
- c. Cable Creek Viewing Area
- d. Tracadaro Trail
- e. Dog Salmon Wildlife Viewing
- f. Totem Park

- g. Totem Carving Shed
- i. **Proposed new**, Natzuhini Camp at Milepost 6.7 – potential to explain modern forestry and provide a cultural opportunity. Coordination needed with community of Hydaburg.

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### 4. Port Saint Nicholas Road

- a. Interpretive Panels at 62 Pit Picnic Area
  - i. **Improve** interpretive panels, restrooms, parking, and picnic sites
- b. Port St. Nicholas Hatchery

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### 5. Klawock to Control Lake Junction

- a. Prince of Wales Chamber of Commerce
- b. Boat Launch
- c. Black Bear Lake Pullout
- d. Sealaska Silviculture Area and Trail
- e. Control Lake Cabin

---

### 6. Control Lake Junction to Throne Bay

- a. Welcome Plaza
- b. Forest Service Front Desks and AK Geographic Stores
- c. Gravely Creek Picnic Area
  - i. **Add** interpretive materials.
- d. Goose Creek Pullout and Kasaan Access Road
- e. Balls Lake Picnic Area and Trailhead
  - i. **Improve** picnic access, **add** public restrooms and a small kiosk with space for interpretive materials.
- f. Eagle's Nest Campground

---

### 7. Kasaan Access Road

- a. Salt Mine Chuck
  - i. **Expand** interpretive information.
- b. Tolstoi Bay Pullout
  - i. Improve pullout and add interpretation
- c. Kasaan Whale House and Totem Park
  - i. **Complete upgrades and renovations** to Kasaan Whale House.

---

### 8. Sandy Beach/Coffman Cove

- a. Luck Lake Access
    - i. **Improve** restrooms and parking.
  - b. Ratz Harbor Pullout
  - c. Big Lake Fish Pass
  - d. Sandy Beach Picnic Area
  - e. Boy Scout Off Highway Vehicle (OHV) Loop
    - i. **Improve** trails.
- 

## 9. Control Lake Junction to Coffman Cove Junction

- a. Intersection Pullout/Parking Area
    - i. **Upgrade** area to pullout with restrooms and interpretive kiosks, **improve** parking area.
- 

## 10. Coffman Cove Access Road

- a. Ferry Terminal
    - i. Excavation work exposed archeological information that the community of Coffman Cove in partnership with the Tlingit (Wrangell people) are working to interpret. This may be a site that that can be improved to include both a ferry terminal and an archeological/cultural site.
  - b. Sea Side Picnic Area
  - c. Sweetwater Lake Cabin
  - d. Hatchery Falls Creek Trail
  - e. Honker Divide Canoe Trail
  - f. OHV Riding Trail
- 

## 11. Coffman Cove Junction to Whale Pass Loop

- a. Sarkar Day Use Area
  - b. Sarkar Canoe Trail
  - c. Deweyville Trail
- 

## 12. Whale Pass Loop

- a. Neck Lake Hatchery
  - b. Community of Whale Pass
  - c. Cavern Lake Trail
  - d. Beaver Falls Interpretive Trail
- 

## 13. Whale Pass Loop to Memorial Beach

- a. El Capitan Cave Interpretive Area
- b. Public Dock
- c. Red Bay Cabin
- d. Red Bay Lake Trail
- e. Memorial Beach

In areas of significant vistas, wildlife viewing, and service areas, there is a conflict between commercial/through traffic, which has prior knowledge of the roadway and commonly prefers higher speeds, and tourist traffic, which is unfamiliar with the roadway and commonly prefers more leisurely speeds that allow for taking in the views and reacting to unexpected road conditions. As traffic volumes increase, conflicts and safety issues such as these are likely to increase along with populations and tourism. The POWCPP identifies the communities of Ketchikan, Wrangell, Petersburg, and Price of Wales Island as areas most likely to see an increase. Achieving a balance between these differing speed preferences is crucial.

The POWCPP establishes goals focused on informing residents and visitors of the benefits of the forest and appreciating the natural wonders that are accessible, increasing collaboration between communities, and celebrating heritage and history.

### Community Needs Assessment of Thorne Bay, 2016

Researchers using secondary data analysis with primary data gathering, created the Thorne Bay community needs assessment. Strategies included conducting interviews of 18 community members. Transportation-specific needs were identified, including:

- Reducing shipping and travel costs to communities
- Improved road maintenance
- Improved access to medical services
- Improved transportation to Craig, Klawock, and beyond the census area

### Craig Community Economic Development Strategy Report, 2019

The Craig Community Economic Development Strategy report presents a strengths, weaknesses, opportunities, and threats (SWOT) assessment of the community. Transportation-specific issues include:

- Craig is a hub community with harbor access
- The high cost of travel and high energy and utility costs are a challenge
- The costs of transporting goods to the community are a challenge
- There is concern about state budget shortfalls and the impacts on communities

### Craig Tribal Association Tribal Safety Plan Update, 2021

The Craig Tribal Association is historically a small tribe but through tribal department of transportation efforts focusing on safety within the community of Craig and the Prince of Wales area the Craig Tribal Association has made significant impacts to the area. The 2021 Tribal Safety Plan Update includes the following significant findings:

- 78% increase in the number of arterial crashes per year compared to the 2015 Tribal Safety Plan.
- Overall increasing trend in the number of crashes per year with a decrease in the number injuries and fatalities.
  - The years 2000-2011 averaged 23 crashes per year
    - 44% of these total 279 crashes resulted in injury (117) or fatality (5)
  - The years 2013-2018 averaged 41 crashes per year
    - 20% of these total 245 crashes resulted in injury (48) or fatality (1)
  - The highest number of crashes were reported in 2017 with 55
  - The lowest number of crashes were reported in 2018 with 18

The Craig Tribal Association identifies six emphasis areas to focus attention for transportation safety efforts.

1. Craig Roadway Safety Audit
2. Roadway Safety Improvement Projects
3. Community Based Education
4. Safe Routes to School
5. Reducing Roadway Departure and Risky Driving Behaviors
6. Data Gathering/Data Management

### 3.6.7. Transportation Facilities

#### 3.6.7.1. Surface

##### Roadways

Most of the roadways within the census area are part of the Prince of Wales Island Road System, which is designated as one of Alaska's Scenic Byways, with about 1,500 miles of roads reaching into the Prince of Wales Island, of which approximately 200 miles are paved, with another 50 miles of improved gravel roads extending into the coastal and mountain areas.<sup>40</sup> In addition to being a Scenic Byway, the roadway system primarily serves local community members, providing access between communities, to recreation, and to resource areas for logging. The main roads within the Prince of Wales Island Road System are Klawock-Hollis Highway and North Island Highway.

Approximately 250.6 miles of the census area roadways are maintained by DOT&PF. The longest consecutive segment maintained by DOT&PF is FR 6030 Goose Lake Road in Kake with 42.73 miles, followed by North Prince of Wales Road with 38.54 miles.

##### Transit

The Prince of Wales-Hyder census area does not have a transit system. However, some of the federally recognized native tribes operate their own shuttle services to serve residents.

#### 3.6.7.2. Aviation

The Prince of Wales-Hyder Census Area has the largest concentration of privately and publicly owned airports in Southeast Alaska. Of the 23 airports located within the census area, two are classified as airports while the remaining are seaplane bases. Klawock Airport (AKW) is the only non-hub commercial airport with a primary asphalt runway identified as 02/20. AKW is a lighted airport with seven recorded based aircraft and instrument approach capabilities. Kake (AFE) is a GA airport with one asphalt runway. AFE is also a lighted airport instrument approach capabilities. Both AKW and AFE are DOT&PF owned airports registered with the NPIAS and eligible for AIP funding.

Cape Pole (Z71) is a privately owned seaplane base available for public use, although FAA inspection reports indicate that this airport is no longer used for logging or seaplane operations. Clark Bay (HYL), Coffman Cove (KCC), Hydaburg (HYG), Kasaan (KXA), Metlakatla (MTM), Point Baker (KPB), Point Alexander (AHP), and Port Protection (19P) are DOT&PF owned seaplane bases with low GA activity and no based aircraft recorded.

Craig (CGA) is a seaplane base owned by the City of Craig. CGA is a NPIAS registered airport with one recorded based aircraft and has one waterway identified as N/S. El Capitan Lodge (5C5) is a privately owned and publicly available seaplane base mostly used to transport lodge guests. 5C5 has one waterway identified as 15W/33W and has a single based aircraft that is also owned and operated by the lodge.

Kake (KAE), similarly named as the GA airport mentioned above, is a seaplane base owned by the City of Kake. KAE receives a federal subsidy through the EAS program, is registered within the NPIAS, and is classified as a non-hub commercial service seaplane base. Naukati Bay (AK62) is privately owned by the Naukati Bay Community, which accommodates travel to and from Ketchikan and Juneau by residents and visitors of the community. Port Alice (16K) is a privately owned and publicly available seaplane base, originally established to support logging activity now mainly used for commercial fishing. Saginaw (A23) and Tokeen (57A) are non-NPIAS, privately owned, and publicly available seaplane bases whose owner entity is not reported to the FAA. Steamboat Bay (WSB) is a privately owned, publicly available seaplane base used to support travel to and from Ketchikan for use of the private fishing lodge, Steamboat Bay Fishing Club.

Tamgas Harbor (Z43), Thorne Bay (KTB), and Whale Pass Seaplane Float Harbor Facility (96Z) are public seaplane bases owned by their respective communities, all of which have no based aircraft, are used largely for recreation, and movement in and out of the small islands they are located on. Waterfall (KWF) is a seaplane base privately owned by the Waterfall Cannery Resort for the purposed of transporting lodge guests to and from Ketchikan.

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<sup>40</sup> Alaska's Scenic Byways Program Websites. <https://dot.alaska.gov/scenic/byways-pow.shtml>. Accessed 2023.

Table 30 provides a summary of the airports identified in the Prince of Wales-Hyder Census Area and key features.

Table 30 Prince of Wales-Hyder Census Area, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Cape Pole	Z71	L.O.G. LOG CO.	N	N	10,000 ft x 500 ft	Water	N	N	GA / Seaplane Base	0
Clark Bay	HYL	DOT&PF	Y	N	10,000 ft x 500 ft	Water	N	N	GA / Seaplane Base	0
Coffman Cove	KCC	DOT&PF	Y	N	5,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Craig	CGA	City of Craig	Y	N	10,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	1
El Capitan Lodge	5C5	Scott Van Valin	N	N	7,205 ft x 150 ft	Water	N	N	GA / Seaplane Base	1
Hydaburg	HYG	DOT&PF	Y	Y	5,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Kake	AFE	DOT&PF	Y	N	4,000 ft x 100 ft	Asphalt	Y	Y	GA	0
Kake	KAE	City of Kake	Y	Y	10,000 ft x 4,000 ft	Water	N	N	GA / Seaplane Base	0
Kasaan	KXA	DOT&PF	Y	N	2,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Klawock	AKW	DOT&PF	Y	N	5,000 ft x 100 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	7
Metlakatla	MTM	DOT&PF	Y	N	5,000 ft x 5,000 ft	Water	N	N	GA / Seaplane Base	0
Naukati Bay	AK6 2	Naukati Bay Community	N	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	1

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Point Baker	KPB	DOT&PF	Y	N	4,000 ft x 250 ft	Water	N	N	GA / Seaplane Base	
Port Alexander	AHP	DOT&PF	Y	Y	3,000 ft x 300 ft	Water	N	N	GA / Seaplane Base	0
Port Alice	16K	Alaska Logging & Pulp	N	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Port Protection	19P	DOT&PF	Y	N	4,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Saginaw	A23	-	N	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Steamboat Bay	WSB	Steamboat Bay Resort	N	N	6,000 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Tamgas Harbor	Z43	Council of Annette Island	N	N	10,560 ft x 1,500 ft	Water	N	N	GA / Seaplane Base	0
Thorne Bay	KTB	City of Thorne Bay	Y	N	4,000 ft x 250 ft	Water	N	N	GA / Seaplane Base	3
Token	57A	-	N	N	6,000 ft x 400 ft	Water	N	N	GA / Seaplane Base	0
Waterfall	KWF	Waterfall Cannery Resort	N	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
Whale Pass Seaplane Float Harbor Facility	96Z	City of Whale Pass	Y	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0

### 3.6.8. Marine

#### Harbors

The Prince of Wales-Hyder Census Area has a total of 26 marine facilities, which are detailed in Table 31. The facilities identified include harbors, docks, and floats with at least one facility identified in each of the communities identified in section 3.6.1.

Table 31 Prince of Wales-Hyder Census Area, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
City Dock (Craig)	Craig	City of Craig	City of Craig
City Dock (Klawock)	Klawock	City of Klawock	City of Klawock
City Dock (Metlakatla)	Metlakatla	Metlakatla Indian Community	Metlakatla Indian Community
Coffman Cove Harbor	Coffman Cove	City of Coffman Cove	City of Coffman Cove
Davidson Landing Harbor (Thorne Bay)	South Side of Thorne Bay	City of Thorne Bay	City of Thorne Bay
Edna Bay Refuge Float	Edna Bay	DOT&PF	DOT&PF M&O
False Island Boat Launch Float (Craig)	Craig	City of Craig	City of Craig
Hollis Float	Hollis	DOT&PF	DOT&PF M&O
Hyder Harbor	Hyder	DOT&PF	DOT&PF M&O
Kake Dock & Float	Kake	City of Kake	City of Kake
Kake Portage Cove Small Boat Harbor	Kake	City of Kake	City of Kake
Kasaan Dock and Small Boat Harbor	Kasaan	City of Kasaan	City of Kasaan
Main Harbor (Thorne Bay)	North Side of Thorne Bay	City of Thorne Bay	City of Thorne Bay
Metlakatla Tamgrass Harbor	Metlakatla	Metlakatla Indian Community	Metlakatla Indian Community
Naukati Float	Naukati	DOT&PF	DOT&PF M&O
North Cove Small Boat Harbor (Craig)	Craig	City of Craig	City of Craig
Port Alexander Inner Float	Port Alexander	DOT&PF	DOT&PF M&O
Port Alexander Outer Float	Port Alexander	DOT&PF	DOT&PF M&O
Point Baker Refuge Float	Point Baker	DOT&PF	DOT&PF M&O
Port Protection Refuge Floats	Port Protection	DOT&PF	DOT&PF M&O
Small Boat Dock and Harbor (Hydaburg)	Hydaburg	City of Hydaburg	City of Hydaburg
Small Boat Harbor (Klawock)	Klawock	City of Klawock	City of Klawock
Small Boat Harbor -New (Metlakatla)	Metlakatla	Metlakatla Indian Community	Metlakatla Indian Community
Small Boat Harbor -Old (Metlakatla)	Metlakatla	Metlakatla Indian Community	Metlakatla Indian Community



South Cove Small Boat Harbor (Craig)	Craig	City of Craig	City of Craig
Whale Pass Harbor	Whale Pass	City of Whale Pass	City of Whale Pass

### Alaska Marine Highway System

Communities in the Prince of Wales-Hyder census area rely upon a combination of AMHS and Inter-Island Ferry Authority IFA routes to travel throughout Southeast Alaska. The Inter-Island Ferry Authority is a ferry service that connects Prince of Wales Island with Ketchikan, originally made up of the communities of Klawock, Craig, Thorne Bay, Coffman Cove, Wrangell, and Petersburg. The IFA operates a full-time vessel on the Southern Route from Hollis to Ketchikan, making the 36-mile trip twice a day.<sup>41</sup> The only other means for travel or delivery of goods in the area is by air.

#### Annette Bay Ferry Terminal – Metlakatla

The Annette Bay Ferry Terminal is the primary port of call for the *M/V Lituya*. It is a Ro/Ro side-berth loading facility that can serve the *M/V Lituya*, *M/V LeConte*, and IFA vessels.

#### Clark Bay Ferry Terminal – Hollis

The IFA has operated and maintained the Clark Bay Ferry Terminal since 2002, providing both passenger and vehicle transportation. The terminal is a Ro/Ro side-berth facility which routinely serves vessels from the IFA fleet. The terminal is also equipped with a seaplane float.

#### Coffman Cove Ferry Terminal – Coffman Cove

Coffman Cove Ferry Terminal is a Ro/Ro stern-loading facility operated by the IFA. The *M/V Prince of Wales*, a vessel with the IFA fleet, provides ferry service between Coffman Cove and Petersburg where it intersects with the AMHS mainline service. A seaplane float is also provided at the terminal to provide air transportation services.

#### Kake Ferry Terminal – Kake

Kake is a Ro/Ro side-berth facility capable of serving all AMHS vessels. Service at the Kake Ferry Terminal is primarily provided by the *M/V LeConte*.

#### Port Chester Ferry Terminal – Metlakatla

The Port Chester Ferry Terminal is a Ro/Ro side-loading facility designed for LeConte class vessels. Current routes and vessels are unknown.

### 3.6.8.1. Tribal Transportation

#### Craig Tribal Association

Information available for the CTA transportation system is limited, though the tribal transportation department provides information for transit and ferry services. Funding for the CTA is distributed by the FHWA TTP and BIA to plan, construct, and maintain facilities.

#### Facilities

CTA transportation facilities information is limited at the time of this report. The CTA is working to build a road (Tract P) connecting to the existing roadway network. Features of this new roadway include culverts, storm drains, curb, and gutter with consideration for concrete surfacing instead of asphalt pavement.

#### Programs

The CTA tribal transportation department currently operates the child passenger safety program to aid parents and guardians in safely transporting children. The program provides child seats (car seats and booster seats) based on the child's age and weight.

<sup>41</sup>Inter-Island Ferry Authority Website. <https://interislandferry.com/about/>. Accessed 2023.

### **Transit**

The CTA operates a fixed-route transit service to be used by community members. The transit route operates from 6:00 a.m. to 8:00 p.m., seven days per week. Other transit services available to community members include an on-call ferry program.

### **Aviation**

The CTA does not own or operate its own airport, with the nearest facility being the DOT&PF owned and maintained Klawock Airport approximately 10 miles north of Craig.

### **Marine**

Available information about the CTA marine facilities is limited at the time of this report.

## **Hydaburg Cooperative Association**

Information available on HCA transportation facilities and programs is very limited. The following sections summarize transportation conditions prior to 2018. Funding for the HCA is distributed by the FHWA TTP and BIA to plan, construct, and maintain facilities.

### **Facilities**

At the time of this report, the only transportation facility documented within the HCA community is the Haida Fuels station.

### **Programs**

At the time of this report, no transportation programs are documented within the HCA community.

### **Transit**

The HCA operates a transit system seven days per week. The service can transport 11 passengers at a time. Due to limited staff, the system currently operates once per day in the mornings.

### **Aviation**

The HCA community has access to the Hydaburg Seaplane Base, a DOT&PF owned facility.

### **Marine**

Members of the HCA community have access to Port of Hydaburg, a facility owned by DOT&PF and operated by the City of Hydaburg. This facility contains small boat harbor floats and offers mooring for recreational and commercial vessels.

## **Klawock Cooperative Association**

KIC has received many federal grants across various agencies to support a wide range of initiatives, including transportation infrastructure projects. KCA often partners with regional tribal consortiums and local governments to deliver grant-funded transportation programs and services.

There is limited information available on transportation programs or facilities for KCA. A community survey conducted in 2019 identified some of the most desired improvements related to transportation, which include the removal of junk and debris, improvements to sidewalks, paths, landscaping, street lighting, drainage, marine storage, parking, and road paving.

### **Marine**

KCA is currently working on a phased plan for the Port of Klawock, which will include a welcome center that houses work by local artists, light retail, and a café. There will also be the addition of walking trails, history displays, a bus tour departure area, restrooms, and a tendering floating dock. This project is intended to welcome cruise ship tourism to Klawock at the start of the 2024 season.

## **Metlakatla Indian Community, Annette Island Reservation**

In 2016, MIC adopted the Coordinated Public Transit-Human Services Transportation Plan (CPHSTP) to document transportation coordination efforts by the community for the benefit of their residents. This plan provides local context,

an assessment of available resources, an assessment of transportation system needs, along with goals and strategies to address the identified system needs. The information summarized below is based on the 2016 CPTHSTP.

### **Facilities**

There are 46 miles of roadway identified in MIC, which includes local streets and the nearly 15-mile Walden Point Road. The Walden Point Road provides a vital connection between the community and the AMHS ferry terminal in Annette Bay. Most local roads are owned and maintained by the BIA. There are a few roads which the MIC owns and operates.

### **Programs**

The MIC Transportation Advisory Committee was formed to provide enhanced mobility for seniors and individuals with disabilities within MIC. The committee is comprised of members with emphasis in transit, tourism, fish and wildlife, transportation, and tribal council.

### **Transit**

The current transit system is designated as the senior citizens center shuttle service, which provides transportation services for the elderly and individuals with disabilities to and from medical appointments and shopping. This shuttle provides an average of 141 rides per day, operating from 8:00 a.m. to 4:00 p.m., Monday through Friday.

### **Aviation**

The nearest aviation facility to MIC is Ketchikan International airport, owned by DOT&PF and located approximately 25 miles to the north. There is also a DOT&PF owned seaplane base located on Annette Island.

### **Marine**

A small boat harbor owned by the City of Metlakatla and a non-operational AMHS ferry terminal dock owned by DOT&PF are located at the end of Walden Point Road.

The new AMHS Ferry Terminal is located approximately 15 miles from downtown.

## **Organized Village of Kake**

The OV of Kake employs a Transportation Director to oversee projects and supervise maintenance crews. A major project in the OV of Kake is the Cannery Stabilization project, which aims to economically stimulate the area by re-opening the cannery after an extended period of closure.

### **Facilities**

The OV of Kake collaborates with the City of Kake and DOT&PF to maintain the approximately 500 miles of roadway within the village, including timber roads. Nearly 400 miles of these roadways are paved.

### **Programs**

At the time of this report, no transportation programs are documented within the OV of Kake.

### **Transit**

At the time of this report, no transit programs are documented within the OV of Kake.

### **Aviation**

The OV of Kake does not own or operate its own aviation facilities but has access to the DOT&PF owned runway and seaplane base at the City dock in Kake.

### **Marine**

City of Kake owned port and harbor facilities are available for use by the OV of Kake community and other members of the public. From available information, the OV of Kake does not own or operate their own marine facilities.

## **Organized Village of Kasaan**

The OV of Kasaan has a tribal transportation department responsible for road maintenance between Kasaan and Goose Creek. To secure funding for safety improvements, the OV of Kasaan prepared a Strategic Tribal Transportation Safety Plan (STTSP) in 2020. The OV of Kasaan also lists a 2017 LRTP on their website, though the plan is not available.

## Facilities

Due to a lack of available information on the OV's transportation facilities, a summary of the existing facilities has not been included in this report.

## Programs

As identified in the OV of Kasaan 2020 STTSP, four existing safety efforts are implemented including:

- Search and rescue (a volunteer organization)
- Kids Don't Float (providing free personal flotation devices for community members)
- Roadside safety audit (completed by the DOT&PF, FHWA, and Western Federal Lands Highway Division)
- Safety Data Collection (maintenance of accident logs)

## Transit

At the time of this report, no transit programs are documented within the OV of Kasaan.

## Aviation

The OV of Kasaan does not own aviation facilities though community members have access to Kasaan Seaplane Base, a DOT&PF maintained facility.

## Marine

Members of the OV of Kasaan have access to the Kasaan Harbor, a small harbor available for public use.

### 3.6.9. Healthcare and Education Facilities

#### Healthcare

Healthcare is limited in the communities within census area. Residents generally seek healthcare in larger communities.

#### Education

The Southeast Island School District serves the entire Prince of Wales-Hyder census area. The district has seven facilities and operates one correspondence program. The ADEED reports 171 students in grades pre-kindergarten through 12th grade enrolled for the 2022-2023 academic year. An overview of facilities and enrollment numbers is provided below.

- **AK – TRAILS Correspondence School** – Pre-Kindergarten to 12th grade, 14 students
- **Barry Craig Stewart Kasaan School** – Pre-Kindergarten to 12th grade (for the 2022-23 school year highest grade level taught was 10th grade), 14 students
- **Hollis School** – Pre-Kindergarten to 12th grade, 19 students
- **Howard Valentine Coffman Cove School** – Pre-Kindergarten to 12th grade, 18 students
- **Naukati School** – Kindergarten to 12th grade, 16 students
- **Port Alexander School** – Kindergarten to 12th grade (for the 2022-23 school year highest grade level taught was 11th grade), 12 students
- **Thorne Bay School** – Pre-Kindergarten to 12th grade, 61 students
- **Whale Pass School** – Pre-Kindergarten to 12th grade, 17 students

#### Craig Tribal Association

The CTA provides the community with programs to assist with affordable internet connectivity, safe and healthy housing, and essential items in time of need.

## **Facilities**

Available information on CTA facilities is limited though the Tribe does identify the Craig Tribal Hall as a community event space and available to rent for private events.

## **Programs**

The CTA provides social service programs to improve housing conditions, aid community members during times of hardship, and provide essential services.

## **Hydaburg Cooperative Association**

The HCA coordinates several programs to aid members of their community in maintaining good quality of life; however, little information about the community facilities is available.

## **Facilities**

At the time of this report, no community facilities are clearly documented within the HCA community.

## **Programs**

The HCA provides programs to assist community members in securing affordable housing, maintaining good physical and mental health, and receiving general assistance.

## **Klawock Cooperative Association**

There is limited information available for KCA's social services programs, although a community survey conducted in 2019 highlights a desire for programs that focus on drug/substance abuse, housing, recreation, and job creation.

There is a large desire in the community for a true medical hospital to serve the needs of residents, affordable housing to address the high amount of multi-family living situations, and assistance with the high cost of living in the area.

## **Metlakatla Indian Community**

Social services and facilities within MIC provide resources for community members to engage with one another, maintain good quality of life, and preserve their cultural identity.

## **Facilities**

Facilities available to Tribal citizens of the MIC include:

- Courthouse
- Bingo hall
- David Leask Sr. memorial town hall
- Long house and artist village
- Senior center
- Wil La Mootk counselling center
- Duncan cottage museum

## **Programs**

Social services programs focus on education, employment, financial security, and mental health. Programs operated by the MIC include:

- Tribal employment and rights program
- Early Head Start/Headstart
- Realty program
- Counselling program
- Elderly services program
- Social services program

## Organized Village of Kake

Social service programs within OV of Kake target educational advancement, employment assistance, substance abuse assistance, and promotion of the Tribe's traditional culture.

### Facilities

The OV of Kake manages the Charles "Topsy" Johnson Tribal Library and Archive in Kake. This facility houses books, art, and documentation of the Tlingit language to preserve the culture. The OV of Kake also maintains a clam garden, which aims to increase the shellfish population negatively impacted by climate change. Additionally, the village has recently been approved for two new community kelp gardens.

### Programs

Programs in the OV of Kake aim to assist members in higher education endeavors, develop necessary skills for employment, and maintain general quality of life. Specific programs include:

- Higher education program
- Adult vocational training program
- Direct employment assistance program
- ICWA program
- Welfare assistance program
- Food Distribution Program on Indian Reservations (FDPIR)
- Southeast Alaska Independent Living (SAIL) Program
- Realty/trust services program
- Domestic violence/sexual assault program
- Indian alcohol and substance abuse program
- Traditional house/domestic violence shelter
- OV of Kake culture camp

## Organized Village of Kasaan

Social services are limited in the OV of Kasaan, though programs related to housing, Haida language, elder assistance, employment, and education are available to tribal members.

### Facilities

Due to a lack of available information on the OV of Kasaan social services facilities, a summary of the existing facilities has not been included in this report..

### Programs

As identified online by the OV of Kasaan, five social services programs are implemented to assist tribal community members including:

- Emergency assistance program
- Elder stipend program
- Affordable housing program
- Haida language program
- Employment program
- Scholarship program

### 3.7. City and Borough of Sitka

The City and Borough of Sitka (CBS) is located on the west coast of Baranof Island on the Sitka Sound. Sitka is accessible by air from Juneau (95 airmiles northwest) and Seattle, Washington (862 airmiles to the south), and via the AMHS ferry.

CBS is made up of 2,874 square miles of land and 1,937 square miles of water, and experiences heavy rainfall year-round with cool summers and mild winters.

#### 3.7.1. Population

CBS is home to approximately 11.5 percent of the population of Southeast Alaska with a total population of 8,350 people in 2022. The projected population for 2045 is 7,195, a projected decline of 1,155 individuals or 14 percent. There are no surface roads extending outside of Sitka.

Table 32 City and Borough of Sitka, Population, 2022

Community Name	Status	2022 Population
Sitka City and Borough	Unified Home Rule Borough	8,350

#### 3.7.2. Employment

Over half of the population (6,835 individuals or 81.9 percent) was identified as holding some type of employment. The top employment type reported as full-time employment not reported as self-employment, where a total of 4,350 individuals were reported as working in these types of positions. While 2,103 individuals reported their employment as self-employment.<sup>42</sup> The smallest group of employment includes 382 residents, who reported their employment as resident commercial fishermen who fished.<sup>43</sup>

#### Main Employment Industries

The top three industries identified within CBS for individuals who were identified as receiving wages from full-time non-self-employed work related to work in the following industries: 1) Healthcare and Social Assistance, 2) Manufacturing, and 3) Leisure and Hospitality.

#### 3.7.3. Local Government and Revenue

The CBS is a unified municipality that operates as both a city and borough encompassing the urbanized city of Sitka area as well as the sprawling rural areas surrounding the city. The government structure of CBS includes an assembly responsible for the policy decisions, passing ordinances, managing the city and borough budget, and overseeing the borough operations in addition to the mayor who is responsible for presiding over assembly meetings and performing any additional responsibilities outlined in charters and ordinances prescribed by CBS. In addition to the assembly and mayor, there is a borough manager who is responsible for overseeing the day-to-day operations of CBS such as the municipal departments, boards, and commissions.

In FY 2022, CBS levied a \$6 million (0.6 percent) property tax. The CBS has a year-round sales tax of five percent for all goods and services. The city and borough website states that as of July 2023, an additional one percent seasonal sales tax will no longer be levied. The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 33.<sup>44</sup>

<sup>42</sup> 2021 U.S. Bureau of Economic Analysis Report was

<sup>43</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022

<sup>44</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report.

Table 33 City and Borough of Sitka, Tax Rates and Revenues, 2022

City and Borough of Sitka					
Property Tax Revenue		Sales Tax Rate	Sales Tax Revenue		Estimated Tax Per Capita
\$7,070,868.00		2023 and Beyond 5% Annually	\$16,226,288.00		\$2,979.00
Specialty Taxes					
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Raw Fish Tax Rate	Raw Fish Tax Revenue
6%	\$671,145.00	90% Wholesale or \$.1301 per single	\$886.147.00	\$10/box	\$132,150.00

### 3.7.4. Tribal Government

The Sitka Tribe of Alaska (STA) is a sovereign nation located on Baranof Island in the Alexander Archipelago. Access to the island is limited to air and marine transportation. The mission of the STA is to preserve tribal society integrity and improve the lives of tribal citizens. To achieve this mission, the STA provides tribal citizens with several programs to assist in housing, family, educational, employment, and legal matters.

The nine-person tribal council of the STA is given sole governing authority and control of economic affairs under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress. The FHWA and BIA TTP and FTA distribute funding to the STA to aid in the planning, construction, and maintenance of transportation facilities.

### 3.7.5. Existing Local Plans

The CBS has a 2018 Comprehensive Plan and a 2022 Short Term Tourism Plan that were reviewed to understand transportation challenges associated with development and tourism.

#### Sitka Comprehensive Plan 2030, 2018

The Comprehensive Plan had a planning outlook to the year 2030 and established goals, objectives, actions, and maps specific areas to guide development and zoning. Transportation in the plan was addressed and included key challenges and opportunities for the future such as:

- Development of a Marine Center at Gary Paxton Industrial Park to continue to support CBS' access to goods and services
- Addressing the transportation needs of the growing senior population
- Continue to support travel and tourism to and from CBS through key infrastructure developments
- Balancing the need to reduce spending and still meet infrastructure facility needs for repairs, upgrades, and replacements

The Comprehensive Plan's focus on transportation detailed the main objectives for transportation in the future, including maintenance and improvement opportunities for eight main topics related to overall infrastructure maintenance, sea and land-based aviation, surface transportation, public transit and related land-based active transportation networks, and enhancing resiliency. The plan's priority transportation action list includes opportunities for improvements both by CBS and through collaborative partnerships with other agencies over short-, mid-, and long-term time frames.



**Sitka’s Short-Term Tourism Plan, 2022**

Sitka’s Short-Term Tourism Plan was developed in response to an expected significant increase in cruise ship visitors. The plan recommends improvements in traffic management, transit, parking, and options to incentivize non-motorized transportation use in the downtown area.

**Sitka Trail Plan, 2023 (Draft)**

The Sitka Trail Plan is developed using input from locals with the oversight of public land managers. The Sitka Trail Plan seeks to continue to provide direction for maintaining, developing, and promoting Sitka’s trails. Projects identified for reconstruction and new development projects that have been identified are included in tables 34 and 35.

Table 34 Sitka Trail Plan, 2023 Projects for Reconstruction

Trail Projects for Reconstruction			
Trail Project	Length in Miles	Estimated Cost	Page Found in Sitka Trail Plan
Cross Trail to Kaasda Héen (Indian River)	0.3	\$187,462	36
Gavan Hill Reroute	2.1	\$1,579,907	38
Upper Cross Trail	1.2	\$459,914	40
Verstovia Reroute	0.75	\$427,450	42
Fort Rousseau Causeway	1.5	Not Available	44
Mosquito Cove	1.5	\$336,177	46
Medvejie Lake Trailhead Reroute	0.2	\$167,383	48
Sealion Cove	2.5	\$589,352	50
Lake Suloia	0.65	\$69,403	52
Baranof Lake and Grotto Tail	0.5	\$292,452	54
Port Alexander Trails	1.6	\$5,529,154	56

Table 35 Sitka Trail Plan, 2023 New Development Trail Projects

New Development Trail Projects			
Trail Project	Length in Miles	Estimated Cost	Page Found in Sitka Trail Plan
North Swan Lake Connector	0.2	\$630,351	58
Sitka High 5K Loop	0.7	\$964,571	60
Kaasda Héen Underpass and Flume Trail	0.25	\$504,811	62
Prince-Hillside Neighborhood Connector	0.1	\$1,255,578	64
Mills Street Land Trust Connector	0.05	\$43,436	66
Halibut Point Road Improvements	4.9	\$30,869,540	68
Starrigavan Recreation Enhancements	Not Applicable	Not Available	70
Starrigavan Ridge Trail	3.8	\$2,464,941	72
Eagle Dip Lake	1.4	\$1,216,324	74
South Fork Starrigavan to Harbor Trail	2.7	\$1,682,146	76
Harbor Mountain Lookout Tower Trail	0.1	\$221,433	78
Lucky Chance Historic Trail	9	\$3,426,857	80
South Sitka Sound Coastal Trail	21	\$16,804,763	82
Marine Trails	Not Applicable	Not Available	84
Cabin Network	Not Applicable	Not Available	85

### 3.7.6. Transportation Facilities

#### 3.7.6.1. Surface

##### Roadways

In total, 66.16 miles of roadway were identified within CBS; 34.68 of those miles are classified as local roads. The other roadways in the city and borough are classified as minor arterials (10.36 miles), major collectors (7.2 miles), and minor collectors (3.94 miles). All roads except for local are identified in the tables below along with their length in miles, name, and points that they connect.

Sitka City and Borough has 33.79 miles of identified roadway maintained by DOT&PF. The longest segment identified is Halibut Point Road with a length of 7.28 miles. The maintenance provided in Sitka City and Borough is provided from the Sitka M&O station under the direction of the Southcoast regional office located in Juneau.

##### Active

Sitka City and Borough has been designated a Bike Friendly Community since 20008 and a Walk Friendly Community since 2013 and has a bike or walk work commute mode share of over 23 percent<sup>45</sup>. Throughout the Sitka Comprehensive Plan this community's active transportation infrastructure is at the forefront of the community's goals. The CBS' active transportation infrastructure includes 24 miles of sidewalks under municipal and State ownership, and over eight miles

<sup>45</sup> Sitka Comprehensive Plan 2030. <https://www.kcaw.org/wp-content/uploads/2017/04/Final-Sitka-Comprehensive-Plan-2030.pdf>. Accessed October 2023.

of paved bike or bike/walk pathways, as well as the Sitka Cross Trail, which draws both transportation and recreational users.

## Transit

The CBS public transit and paratransit services, RIDE Transit, operates within the city limits through a collaboration of awarded to the Center for the Community, Sitka Tribe of Alaska, and Catholic Community Services, with over 52,000 rides on the local fixed route service and almost 14,000 ride on the paratransit vans<sup>46</sup>. The Sitka Comprehensive Plan recognizes the connection between transit services and transit supportive infrastructure to include streets and sidewalks, and has called out this objective with in the transportation section of the plan. In addition, the plan's awareness of increased transit to improve roadway life by reducing wear and tear of facilities.

### 3.7.6.2. Aviation

There are five airports and seaplane bases identified in CBS. Of these five airports and seaplane bases, one is owned by DOT&PF, Sitka Rocky Gutierrez (SIT). SIT is the only airport in CBS to be classified as a commercial service airport. SIT is a lighted airport, has one asphalt runway identified as 11/29, and has instrument approach capabilities. There are 25 based aircraft at SIT, the majority of which are single engine aircraft. Baranof Warm Springs Float and Seaplane Float (BNF) and Sitka (A29) are seaplane bases both owned by CBS. These seaplane bases are generally used for GA activity including recreation and tourism. Sitka, A29 has a planned project for upgrades. False Island (2Z6) is a privately owned and publicly available seaplane base owned by the USFS. This airport supported the disused USFS work camp located on the island. Port Walter (PWR) is a seaplane base that supports the National Oceanic and Atmospheric Administration's (NOAA) Little Port Walter research station, the oldest year-round biological research station in Alaska. Table 36 provides a summary of the airports identified within the Sitka City and Borough and their key features.

Table 36 City and Borough of Sitka, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Baranof Warm Springs Float and Seaplane Float	BNF	CBS	N	N	10,000 ft x 1,000 ft	Water	N	N	GA / Seaplane Base	0
False Island	2Z6	US Forest Service	N	N	4,000 ft x 500 ft	Water	N	N	GA / Seaplane Base	0
Port Walter	PWR	US Department of Commerce, NOAA, NMFS	N	N	3,000 ft x 400 ft	Water	N	N	GA / Seaplane Base	0
Sitka	A29	CBS	Y	N	4,000 ft x 200 ft	Water	N	N	GA / Seaplane Base	2
Sitka Rocky Gutierrez	SIT	DOT&PF	Y	N	7,200 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	25

<sup>46</sup> Sitka Comprehensive Plan 2030. <https://www.kcaw.org/wp-content/uploads/2017/04/Final-Sitka-Comprehensive-Plan-2030.pdf>. Accessed October 2023.

### 3.7.7. Marine

#### Harbors

The City and Borough of Sitka owns and maintains five harbors as well as additional grids and floats, all of which have been identified Table 37. The facility identified as Thomsen Harbor [formerly Old Thomsen Harbor] and the facility identified as Eliason Harbor [formerly New Thomsen Harbor] share a joint parking area with access from Olga and Katlian Streets. The majority of marine infrastructure found in CBS are the result of designs created by DOT&PF, while state and federal funding is the main contributor to the subsequent renovations, reconstructions, and improvements. An additional boat launch ramp has been identified in the Old Sitka State Historical Park and is owned and maintained by the Department of Natural Resources (DNR).

Table 37 City and Borough of Sitka, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
ANB Float	Katlin St.	CBS	CBS
Boat Grid	Katlin St.	CBS	CBS
Crescent Harbor and Boat Launch Ramp	Lincoln St.	CBS	CBS
Crescent Harbor High Load Dock & Net Shed	Lincoln St.	CBS	CBS
Crescent Harbor Lightering Float	Near Crescent Harbor Boat Launch Ramp and Centennial Hall	CBS	CBS
Eliason Harbor	Katlin St.	CBS	CBS
Fish Cleaning Float	Offshore from Alice Loop	CBS	CBS
Fisherman's Work Float	Attached Walkway Leading to Harbor Dr.	CBS	CBS
Marine Service Center	Katlin St.	CBS	CBS
O'Connell Bridge Lightering Float	Located under O'Connell Bridge (Harbor Dr.) During Tourist Season   Stored Behind Thomsen Harbor Breakwater Float During Winter	CBS	CBS
Sealing Cove Small Boat Harbor and Boat Launch Ramp	Airport Rd.	CBS	CBS
Starrigavin Boat Launch Ramp	Old Sitka State Historical Park	DNR	DNR
Thomsen Harbor	Kaitlin St.	CBS	CBS
Thomsen Harbor Breakwater Float	Attached to Thomsen Harbor	CBS	CBS

#### Alaska Marine Highway System

The CBS relies on the AMHS and air service for the transportation of people and goods beyond the city. Sitka is part of the mainline route providing cross-gulf service and direct connection to Juneau. The CBS houses a single AMHS facility managed by DOT&PF known as the Sitka Ferry Terminal. This is a Ro/Ro side-berth facility equipped to service all the mainline vessels in the AMHS fleet, although primarily service is provided by the *M/V Kennicott*.

### 3.7.7.1. Tribal Transportation

The Sitka Transportation Safety Plan (STSP) collected safety data and identified safety trends within Sitka. The STSP was adopted by the STA in 2015 and notes the completion of an annual LRTP, though the LRTP was not available at the time of this report. Information summarized below is based on the 2015 STSP.

#### Facilities

No information available at the time of this report.

#### Programs

No information available at the time of this report.

#### Transit

A fixed-route transit service known as RIDE has three routes which operate between 6:30 a.m. and 7:30 p.m., Monday through Friday. The Green Line operates on a 30-minute frequency while the Red and Blue Lines operate on a 60-minute frequency. According to the Sitka Public Transit-Human Services Transportation Coordinated Plan (July 2020 to June 2025), RIDE provided approximately five services per hour with a total of 53,714 individual trips in 2019.

#### Aviation

The City and Borough of Sitka operate a seaplane base on Sitka Sound, and DOT&PF operates the Rocky Gutierrez Sitka Airport. There are no known STA-operated aviation facilities at the time of this report.

#### Marine

The ANB, Crescent, Eliason, Sealing, and Thomsen harbors are operated by the City and Borough of Sitka. No information is available on STA-owned and operated marine facilities at the time of this report.

### 3.7.8. Healthcare and Education Facilities

#### Healthcare

Sitka has a medical campus provided by SEARHC that offers community health services, rehabilitation, urgent care, sports and student health, dental, eye care, outpatient behavioral health, patient housing, pharmacy, primary care, opioid treatment, long-term care, and Women, Infants, & Children (WIC) assistance. Services can be accessed using a campus shuttle. The SEARHC is currently developing a new medical facility, Mt. Edgecumbe Medical Center in Sitka to meet the demands of the local patients and those who are referred from the surrounding area. The new facility is projected to be completed in 2025.

#### Education

Schools within the CBS are the responsibility of Sitka Borough School District; there are five education facilities and one online/correspondence option. The 2022-2023 attendance reports from the ADEED indicated the district was responsible for educational services for 1,148 students in pre-kindergarten through 12th grade.

- **Baranof Elementary** – Pre-Kindergarten to 1st grade, 170 students
- **Keet Gooshi Heen Elementary** – 2nd grade to 5th grade, 279 students
- **Blatchley Middle School** – 6th grade to 8th grade, 266 students
- **Pacific High School** – 9th grade to 12th grade, 48 students
- **Sitka High School** – 9th grade to 12th grade, 330 students
- **Sitka REACH** (Online/Correspondence School) – Kindergarten to 12th grade, 55 students
- **Mount Edgecombe School** (Public Boarding School) – 9th to 12th grade, around 400 students from around Alaska

## Sitka Tribe of Alaska

The STA provides tribal citizens with access to social services programs including education, language, legal advice, resource protection, and maintenance of the general welfare of citizens. Several of these programs depend on the use of facilities which also offer the public access to opportunities to explore native culture.

### Facilities

STA facilities open to the public include:

- Sheet'Ká Kwáan Naa Kahldi Community House
- Tribal tannery
- Cottage Industry Development Center

### Programs

The STA provides several programs to improve the lives of Tribal Citizens including:

- Education scholarships
- Vocational training
- Preschool partnership
- Sitka native education program
- Tlingit language program
- Legal and realty assistance
- Resource protection
- ICWA and tribal family outreach

### 3.8. Municipality of Skagway Borough

The Municipality of Skagway Borough (Skagway) is located at the northernmost point of the Lynn Canal approximately 108 road miles south of Whitehorse, Yukon Territory and is immediately west of the shared border between Canada and Alaska. Skagway is composed of 452.4 square miles of land and 11.9 square miles of water.

#### 3.8.1. Population

Skagway is home to 1.5 percent of the population of Southeast Alaska, with a population of 1,146 in 2022. The projected population for 2045 is 1,682, an increase of 536 individuals or growth of 47 percent over the planning horizon of 20 years.

Table 38 Skagway Municipality, Population, 2022

Community Name	Status	2022 Population
Skagway Municipality	First Class Borough	1,146

#### 3.8.2. Employment

Over half of the population, 820 individuals or 71.5 percent of Skagway’s population, was identified as holding some type of employment. The top type of employment reported in Skagway includes full-time employment not reported as self-employment, where a total of 516 individuals were reported as working in these types of positions. 300 individuals reported their employment as self-employment.<sup>47</sup> The smallest group of employment includes four residents, who reported their employment as resident commercial fishing.<sup>48</sup>

#### Main Employment Industries

The top three industries were identified within Skagway for individuals who were identified as receiving wages from full-time non-self-employed work were 1) Leisure and Hospitality, 2) Transportation – Scenic and Sightseeing, and 3) Local Government.

#### 3.8.3. Local Government and Revenue

The Municipality of Skagway operates with an assembly responsible for setting policies, enacting ordinances, managing the budget, and providing oversight to the administration along with an elected mayor who is responsible for leading assembly meetings, representing Skagway in official matters, and any additional roles established in the charter or code. In addition to the assembly and mayor, a manger is in place to coordinate the day-to-day activities and handle administrative duties. There are several municipal departments, boards, and commissions serving as subject matter experts to keep the assembly and mayor informed.

At the time of writing Skagway has a sales tax levied at five percent on all goods and services rendered, with an additional eight percent hotel, motel, and vacation rental tax.

The breakdown of revenue from property tax, sales tax, and additional specialty taxes are included in Table 39. Information for the table was obtained from the 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report.

<sup>47</sup> 2021 U.S. Bureau of Economic Analysis Report  
<sup>48</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022

Table 39 Skagway Municipality, Tax Rates and Revenues, 2022

Municipality of Skagway							
Property Tax Revenue		Sales Tax Rate		Sales Tax Revenue		Estimated Tax Per Capita	
\$2,046,115.00		3% October to March 5% April to September		\$1,350,885.00		\$2,864.00	
Specialty Taxes							
Bed Tax Rate	Bed Tax Revenue	Tobacco Tax Rate	Tobacco Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue	Alcohol Tax Rate	Alcohol Tax Revenue
8%	\$47,861.00	-	-	-	-	-	-

### 3.8.4. Tribal Government

Skagway Village, also known as the Skagway Traditional Council (STC), is a federally recognized tribal government for Alaska Natives and American Indians located within the STC service area. The STC states their mission is to nurture, educate, and protect their tribal members by preserving cultural heritage, natural resources, improving partnerships and economic stability, while upholding tribal sovereignty. STC operates with a five-person tribal council has sole governing authority and control of economic affairs under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress.

### 3.8.5. Existing Local Plans

The 2009 Comprehensive Plan was reviewed to gain an understanding of the goals, visions, priorities, concerns, and potential past and future projects for Skagway.

#### Skagway 2020 Comprehensive Plan, 2009

The Comprehensive Plan was intended to guide the community of Skagway's growth from 2009 to 2020 and included a transportation section. The plan noted that in 2006 and 2007, the number of visitors arriving by cruise ship and highway increased while the number of visitors arriving by ferry or by air decreased. In Section 6.0, Transportation, three major transportation issues included concerns on the safe movement of non-motorized users in different locations throughout the municipality, support for continued AMHS service, and the importance of the Klondike Highway to the year-round economy of Skagway.

### 3.8.6. Transportation Facilities

#### 3.8.6.1. Surface

##### Roadways

Skagway has a total of 42.53 miles of identified roadway, 18.88 miles of which are identified as local roads. In addition to local roads, Skagway has 14.83 miles of principal arterials identified, such as the Klondike Highway which provides international access to Canada, and 8.81 miles of minor collector roads.

Skagway Municipality has 23.98 miles of identified roadway maintained by DOT&PF; the longest identified route is the Klondike Highway that is 13.099 miles. Maintenance for these roads is provided by the M&O station located in Skagway under the direction of the regional office located in Juneau.



### 3.8.6.2. Aviation

Skagway (SGY) is the only airport. SGY is classified as a non-hub commercial airport and is equipped with an asphalt runway identified as 02/20. SGY is a NPIAS registered airport and is lighted for more reliable year-round operations. SGY does not currently have published instrument approaches. SGY has regularly scheduled service to and from Juneau (JNU) via a commuter airline, Alaska Seaplanes. Table 40 provides a summary of the SGY and its key features.

Table 40 Skagway Municipality, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Skagway	SGY	DOT&PF	Y	N	3,550 ft x 75 ft	Asphalt	Y	N	Nonhub / Commercial Airport	19

### 3.8.6.3. Marine

#### Harbors

The Municipality of Skagway Borough owns and maintains a small boat harbor located on Congress Way as well as the Port of Skagway located on Broadway. Additionally at the Port of Skagway there is a railroad dock that is owned and maintained by Whitepass and Yukon Route Railroad company. The facilities identified in the table below are in addition to the state-owned Skagway Ferry Terminal that is discussed in the AMHS section.

Table 41 Skagway Municipality, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Port of Skagway – Ore Dock <sup>1</sup>	State Street	Whitepass & Yukon Route Railroad	Whitepass & Yukon Route Railroad
Port of Skagway/Broadway Dock	Broadway	Municipality of Skagway Borough	Municipality of Skagway Borough
Port of Skagway – Railroad Dock <sup>2</sup>	Broadway	Whitepass & Yukon Route Railroad	Whitepass & Yukon Route Railroad
Skagway Small Boat Harbor	Congress Way	Municipality of Skagway Borough	Municipality of Skagway Borough

<sup>1</sup>The Port of Skagway Ore Dock was originally designed for bulk carriers and was modified to accommodate cruise vessels in the early 1980s.

<sup>2</sup>The Port of Skagway Railroad Dock accommodates up to two cruise vessels and does so five to six times a week during the summer tourist season. In addition to operating as a cruise ship terminal this dock has railroad access and is capable of operating as a cargo facility.

#### Alaska Marine Highway System

The AMHS provides connection between Skagway and other coastal communities. Regular ferry service to Juneau and regular barge delivery offers residents with travel options and access to goods. Skagway has a single AMHS facility owned by DOT&PF known as the Skagway Ferry Terminal. This facility is equipped with a floating side berth which can accommodate select vessels within the fleet. Service to the Skagway Ferry Terminal is primarily provided by the *M/V LeConte* and *M/V Kennicott*.

#### 3.8.6.4. Tribal Transportation

The STC has limited information available for transportation programs and facilities within their jurisdiction, and available information is summarized below. The FHWA, BIA TTP, and FTA distribute funding to the STC to aid in the planning, construction, and maintenance of transportation facilities.

##### **Facilities**

No information available at the time of this report.

##### **Programs**

No information available at the time of this report.

##### **Transit**

There are no known transit services offered by the STC at the time of this report.

##### **Aviation**

A paved runway owned by the DOT&PF is available.

##### **Marine**

Though information about STC owned marine facilities is not available at the time of this report, the Skagway Coordinated Public Transit-Human Services Transportation Plan identifies four marine facilities available to the public. These facilities include the Port of Skagway, an AMHS terminal, small boat harbor, and boat launch and haul-out.

#### 3.8.7. Healthcare and Education Facilities

##### **Healthcare**

Skagway has one clinic in town known as Dahl Memorial Clinic. This clinic offers primary care, behavioral health, emergency care, home visits, and labs. Additional services not offered directly by the clinic are offered by visiting providers, including physical therapy, occupational therapy, and optometry.

##### **Education**

Skagway has a single educational facility that is the responsibility of Skagway School District. According to the 2022 - 2023 ADEED attendance reports, Skagway School had a total attendance of 152 students for pre-kindergarten to 12th grade.

##### **Skagway Village**

The STC offers a variety of programs to assist tribal citizens in maintaining a good quality of life. The focus of these programs is the elder population, children, housing assistance, education, vocational training and placement, food assistance, and emergency assistance.

##### **Facilities**

Limited information on STC facilities is available at the time of this report. From available information, the STC operates a community building and a farm with a greenhouse.

##### **Programs**

Programs and assistance facilitated by the STC include the following:

- General financial assistance
- Burial assistance
- Emergency rent and utility assistance program
- Childcare assistance program
- Adult public assistance program
- Senior benefits program
- Senior access program

- Tribal veterans and veterans' affairs supportive housing programs
- Supplemental Nutrition Assistance Program (SNAP) assistance
- Low-income home energy assistance program
- Heating assistance program
- Subsidized rental housing utility deposit program
- ICWA Program and assistance
- Educational scholarships
- Job training and placement
- Indian health service loan repayment program
- BIA housing improvement program

### 3.9. City and Borough of Wrangell

The City and Borough of Wrangell (Wrangell) is one of the oldest non-native settlements in southeast Alaska. The 2,582 square miles of land and 883 square miles of water is located on the northwest tip of Wrangell Island and is 155 miles south of Juneau and 89 miles northwest of Ketchikan. Wrangell experiences heavy fog between the months of September to December.

#### 3.9.1. Population

Wrangell is home to approximately 2.9 percent of Southeast Alaska population with an identified population of 2,084 in 2022. A projected population of 1,773 in 2045 indicates a decline of 311 individuals or 15 percent. Transportation access includes airports, seaplanes, and ferries.

Table 42 City and Borough of Wrangell, Population, 2022

Community Name	Status	2022 Population
City and Borough of Wrangell	Unified Home Rule Borough	2,084

#### 3.9.2. Employment

Over half of the population, 1,355 individuals or 65 percent of Wrangell, was identified as holding some type of employment. The top type of employment reported in Wrangell according to a 2021 U.S. Bureau of Economic Analysis Report was full-time employment not reported as self-employment, where 747 individuals were reported as working in these types of positions. 473 individuals reported their employment as self-employment. The smallest group of employment came from 135 residents reported their employment as resident commercial resident commercial fishing.<sup>49</sup>

#### Main Employment Industries

The top three industries identified within Wrangell City and Borough for individuals who were identified as receiving wages from full-time non-self-employed work were 1) Healthcare and Social Assistance, 2) Local Government, and 3) Retail.

#### 3.9.3. Local Government and Revenue

Wrangell operates as both a city and a borough under one authority with an assembly responsible for policy decisions, enacting ordinances, managing the budget, and overseeing borough operations in coordination with the elected mayor. In addition to the assembly and mayor, a borough manager is responsible for day-to-day operations. There are several departments, boards, and commissions to advise the assembly and mayor.

Wrangell Municipal Code Title 5 Revenue and Finance establishes a general tax (property tax) for school and municipal purposes. Goods and services are subject to a seven percent sales tax. The revenue breakdown from property tax, sales tax, and additional specialty taxes are included in Table 43. Information for the table was obtained from the 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report.

Table 43 City and Borough of Wrangell, Tax Rates and Revenues, 2022

City and Borough of Wrangell			
Property Tax Revenue	Sales Tax Rate	Sales Tax Revenue	Estimated Tax Per Capita
\$1,780,246.00	7%	\$3,531,981.00	\$2,567.00
Specialty Taxes			
Bed Tax Rate	Bed Tax Revenue	Marijuana Tax Rate	Marijuana Tax Revenue
6%	\$61,261.00	Tax Rates Vary	\$6,987.00

<sup>49</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022

### 3.9.4. Tribal Government

The Wrangell Cooperative Association (WCA), located on the northern tip of Wrangell Island, is a sovereign nation of Tlingit people. The WCA states their mission is to support the cultural, ceremonial, and subsistence lifestyle for all Alaskans while promoting the safe use and availability of a healthy environment for present and future generations. To aid in this mission the Tribe focuses on environmental initiatives, cultural preservation, education scholarships, and tourism. The WCA has collaborated with the City and Borough of Wrangell and DOT&PF to complete infrastructure projects and develop plans for the area. The WCA operates under an eight-member tribal council with sole control of economic affairs and governing authority as granted under the June 18, 1934 (48 Stat. 984) and May 1, 1936 (49 Stat. 1250) Acts of Congress.

### 3.9.5. Existing Local Plans

The 2010 Wrangell Comprehensive Plan and the 2020 Wrangell Alaska Economic Conditions Report were reviewed to understand the priorities, goals, and concerns identified by the community. The Comprehensive Plan focused on the Wrangell Airport and transportation via waterways. The Economic Conditions Report provided an insight on the demographics of the community and the past and potential future of tourism.

#### Wrangell Comprehensive Plan, 2010

The Comprehensive plan had an overarching transportation goal to “provide a safe, convenient, reliable, and integrated transportation network to move goods and people to, from, and within Wrangell, and, between Wrangell and outlying communities in the Borough.” Concerns and opportunities are listed by mode.

- **Wrangell Airport:** Additional lease lots were an identified need, together with an update to the 2004 Wrangell Airport Master Plan.
- **Harbors and Docks:** Integrating improvements to the harbors and docks was identified as a challenge owing to space constraints, and the need for additional facilities including paths, picnic areas, and green spaces.
- **Barges and Freight:** The location of the downtown barge landing can be an impediment to pedestrian traffic when freight is moved by forklift, and the plan stated a desire to relocate the barge landing to improve the visual appeal of the downtown core.

#### Wrangell Alaska Economic Conditions Report, 2020

Wrangell is dependent on its shipyard responsible for providing services to yachters and commercial fishermen, serving as a location responsible for economic prosperity and also a community essential for transportation needs. The tourism data in the Economic Conditions Report saw the total number of air visitors from 2018 to 2019 increase by 6% from 13,809 to 14,637 travelers, while this increase was reflected to show 5% when looking specifically at the summer months of May to August. Mid-sized cruise passengers saw an increase from 2018 to 2019 by 56%; this increase was seen across the state of Alaska. The most detrimental numbers to the community of Wrangell were the decrease of AMHS passengers by 22%. Usage from 2018 to 2019 went from 3,749 to 2,907 after seeing a steady decline from 2010, which is consistent with the most recent information found in the Alaska Moves 2050 Statewide LRTP.

### 3.9.6. Transportation Facilities

#### 3.9.6.1. Surface

##### Roadways

City and Borough of Wrangell has a total of 73.34 miles of identified roadway; 56.11 of those identified miles are classified as local roads. The other functional classifications of roadways identified within the borough include minor and major collectors, which make up 9.58 and 7.6 miles respectively. The City and Borough of Wrangell has 16.86 miles of identified roadway that is maintained by DOT&PF; the longest consecutive length of roadway is Zimovia Highway with a length of 13.49 miles. Maintenance in the borough is provided out of the Wrangell M&O station under the direction of the Southcoast regional office located in Juneau.

## Transit

Wrangell does not currently have a transit system, but a van for senior transportation needs is available.<sup>50</sup>

### 3.9.6.2. Aviation

There are three airports in the Wrangell, one commercial serve airport and two seaplane bases. Wrangell (WRG) is a NPIAS, non-hub commercial service classified airport and receives a federal subsidy through the EAS program. It is lighted and has one asphalt runway with published instrument approaches. WRG has nine based aircraft, all of which are single engine aircraft. The similarly named seaplane base Wrangell (68A) is owned by the City and Borough of Wrangell and is a NPIAS registered airport eligible for federal funding. Meyers Chuck (84K) is a non-NPIAS seaplane base owned by the City and Borough of Wrangell. 84K is primarily used for seaplane activity by the residents and visitors of Meyers Chuck, Alaska. Table 44 provides a summary of the airports identified in Wrangell.

Table 44 City and Borough of Wrangell, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Meyers Chuck	84K	City and Borough of Wrangell	N	N	7,000 ft x 200 ft	Water	N	N	GA / Seaplane Base	0
Wrangell	68A	City and Borough of Wrangell	Y	N	9,000 ft x 360 ft	Water	N	N	GA / Seaplane Base	0
Wrangell	WRG	DOT&PF	Y	Y	6,000 ft x 150 ft	Asphalt	Y	Y	Nonhub / Commercial Airport	9

### 3.9.6.3. Marine

## Harbors

There are three harbor facilities located with the City and Borough of Wrangell, detailed in Table 45 below. The facilities are the Inner Harbor, Reliance Float, Fish and Game Float, and Standard Oil Float, and they make up the greater Downtown Harbor for the City and Borough of Wrangell. The City and Borough of Wrangell applied for a RISE grant from the USDOT for FY24 for \$25,000,000 to support the Wrangell Harbor Basin Revitalization and Transportation Resiliency Project, which will focus on redesigning and replacing unsafe and deteriorating infrastructure of Inner Harbor, Reliance Float, and Standard Oil Floats. These are critical marine transportation connectivity needs for Wrangell. Shoemaker Bay Harbor is a newly reconstructed harbor and is part of a larger recreational complex.

Meyers Chuck Refuge Float, which is also listed in the table below is a small float near Meyers Island. One side accommodates seaplanes, which is state owned and maintained, while the other accommodates boats and is locally owned and maintained.

<sup>50</sup> City and Borough of Wrangell Website. <https://www.wrangell.com/economicdevelopment/transportation>. Accessed 2023.

Table 45 City and Borough of Wrangell, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
Fish and Game Float	Inside the Breakwater on Starboard Side	City and Borough of Wrangell	City and Borough of Wrangell
Heritage Harbor	One Mile from Downtown	City and Borough of Wrangell	City and Borough of Wrangell
Inner Harbor	East Side of Chief Shakes Island	City and Borough of Wrangell	City and Borough of Wrangell
Meyers Chuck Refuge Float	Meyers Island	Local Community	Local Community
Reliance Float	Port Side of Harbor Office	City and Borough of Wrangell	City and Borough of Wrangell
Shoemaker Bay Harbor	Five Miles of Downtown	City and Borough of Wrangell	City and Borough of Wrangell
Standard Oil Float	Far End of the Harbor Basin	City and Borough of Wrangell	City and Borough of Wrangell
Wrangell Harbor Basin (Downtown Harbor)	Adjacent to Downtown	City and Borough of Wrangell	City and Borough of Wrangell

### Alaska Marine Highway System

The community of Wrangell is not connected to adjacent communities by the road system and relies on the AMHS as a common mode of transportation. Wrangell has a single AMHS facility, Wrangell Ferry Terminal, owned by DOT&PF. This is a Ro/Ro side-loading facility that can accommodate all AMHS vessels within the fleet.<sup>51</sup> Service at the Wrangell Ferry Terminal is primarily provided by the *M/V Kennicott*. Wrangell is located along the mainline route for AMHS and offers ferry service for people and vehicles. The terminal accommodates regular barge service for the transport of goods to the city.

#### 3.9.6.4. Tribal Transportation

The main goal of the 2018 WCA Tribal Safety Plan (TSP) update was to improve the overall safety of the Wrangell area transportation system, while decreasing the risk of fatality and serious injury from accidents on or adjacent to the transportation system. The following information regarding transportation facilities and programs is drawn from the 2018 WCA TSP. The WCA receives transportation funds from the FHWA through the TTP to plan, design, manage, and maintain facilities included in the WCA's TTP inventory.

#### Facilities

The WCA TSP details roadway information from the 2017 National Tribal Transportation Facility Inventory. This includes approximately 345.7 miles of roadway across several jurisdictions:

- 0.3 miles (Tribal)
- 5.9 miles (BIA)
- 6.7 miles (Borough)
- 8.8 miles (City)
- 34.7 miles (DOT&PF)

<sup>51</sup> Q:\Marine\Shore Condition\Site Plan DWGs\SE\Wrangell\WRANGELL WRG (1) (alaska.gov)

- 289.3 miles (Other Federal entity)

## **Programs**

The WCA TSP identifies 10 key safety emphasis areas:

1. Intersection Configuration/Design (redesign of intersection geometry, posted signage, and traffic control devices to increase safety and transportation system user awareness)
2. Alcohol or Substance Abuse (increased education on what a “Driving While Intoxicated” incident entails)
3. Emergency Management Services (reduce response times for first responders to emergency locations and situations)
4. Small-Scale Roadway/Trails Improvement Projects (prioritize and install critical lower-cost infrastructure)
5. Large-Scale Roadway/Trails Improvement Projects (complete large-scale infrastructure projects within existing and future transportation plans in a timely fashion)
6. Safe Routes to School (SRTS) (increase the number of students walking/biking to school through infrastructure improvement, education, encouragement, enforcement, and evaluation strategies)
7. Marine and Watercraft Safety Awareness (increased awareness of safe boating practices among Wrangell residents and visitors)
8. Driver’s Education Program (teach drivers about responsible driving habits and consideration of others on the roadway)
9. Transportation Safety Management (develop a Transportation Safety Management Committee to identify transportation safety issues and develop strategies to address them)
10. Road Safety Assessment (request completion of a Road Safety Assessment for Wrangell)

## **Transit**

No transit programs are offered by the WCA at the time of this report. However, the Etolin Bus Company, Alaska Waters, local churches, Northern Lights Taxi, and the Hospital Long Term Care Facility offer local and tourism transit services accessible to WCA citizens.

## **Aviation**

The WCA does not maintain or own aviation facilities within the area. Citizens have access to the DOT&PF owned facility on the northern tip of the island.

## **Marine**

WCA owned and operated marine facilities are not provided at the time of this report. The DOT&PF managed deep draft dock, AMHS Ferry terminal, and two City of Wrangell managed small boat harbors are available.

### **3.9.7. Healthcare and Education Facilities**

#### **Healthcare**

Wrangell has a 24/7 medical center known as Wrangell Medical Center. It is a critical access hospital and long-term care facility operated by SEARHC. This facility staffs a registered nurse 24/7 and provides on-call access to a physician 24/7 for treatment of minor illness, injuries, and cases needing hospital admission. It is also equipped to provide primary care, imaging, and rehabilitation services such as physical, speech, and occupational therapy. Wrangell also has a behavioral health clinic.



## Education

All three schools in Wrangell are the responsibility of Wrangell School District and indicated in 2022-2023 ADEED attendance reports provide services to 268 students.

- **Evergreen Elementary** – Pre-Kindergarten to 5th grade, 131 students
- **Stikine Middle School** – 6th grade to 8th grade, 64 students
- **Wrangell High School** – 9th grade to 12th grade, 73 students

## Wrangell Cooperative Association

Limited information is available on social service programs offered by WCA at the time of this report. Available information is summarized below.

### Facilities

A carving shed/cultural center is available to tribal citizens and tourists. This facility is a place for local artists and others to develop their skills and teach native arts practices.

### Programs

Social service programs in the WCA are limited to the scholarship assistance program for higher education.

### 3.10. Yakutat City and Borough

Yakutat is one of the most isolated areas in the Gulf Alaska. It is 225 miles northwest of Juneau and 220 miles southeast of Cordova at the mouth of Yakutat Bay. It has three boundaries, the Canadian border to the north, Cape Suckling to the west, and Cape Fairweather to the east while also surrounded by the Tongass National Forests, Wrangell St-Elias National Park and Preserve, and Glacier Bay National Park and Preserve. Yakutat covers 7,650 square miles of land and 1,808.8 square miles of water and experiences some of the heaviest precipitation in the state.

#### 3.10.1. Population

Yakutat houses less than one percent of the population for Southeast Alaska with a population of 673 for 2022. The projected population for 2045 is 640, which is a decrease of 33 individuals or five percent. Transportation access includes airport, seaplane, and ferry.

Table 46 City and Borough of Yakutat, Population, 2022

Community Name	Status	2022 Population
City and Borough of Yakutat	Non-unified Home Rule Borough	673

#### 3.10.2. Employment

Over half of the population (597 individuals or 88.7 percent) was identified as holding some type of employment. The top type of employment reported in Yakutat that was full-time employment not reported as self-employment, where a total of 340 individuals were reported as working in these types of positions. There were 163 individuals reported as self-employed.<sup>52</sup> The smallest group of employment came from 94 residents who reported their employment as resident commercial fishing.<sup>53</sup>

#### Main Employment Industries

The top three industries for individuals who were identified as receiving wages from full-time non-self-employed work were 1) Healthcare and Social Assistance, 2) Local Government, and 3) Leisure and Hospitality.

#### 3.10.3. Local Government and Revenue

Yakutat operates as both a city and borough under one authority with an assembly responsible for policy decisions, enacting ordinances, managing the budget, and overseeing borough operations in coordination with the elected mayor. In addition to the assembly and mayor, a borough manager is responsible for the day-to-day operation of the City and Borough of Yakutat. Various departments are responsible for ensuring the needs of residents are met day in and day out while boards and commissions are responsible for advising the assembly and mayor.

Yakutat imposes a five percent tax on all goods and services. Additional taxes include a hotel bed tax and vehicle rental tax, which is eight percent, in addition to the five percent sales tax. The breakdown of revenue from property tax, sales tax, and additional specialty taxes is in Table 47.<sup>54</sup>

<sup>52</sup> 2021 U.S. Bureau of Economic Analysis Report

<sup>53</sup> Alaska Commercial Fisheries Entry Commission Preliminary 2022 report

<sup>54</sup> 2022 Alaska Division of Community and Regional Affairs Alaska Taxable Report

Table 47 City and Borough of Yakutat, Tax Rates and Revenues, 2022

City and Borough of Yakutat			
Property Tax Revenue	Sales Tax Rate	Sales Tax Revenue	Estimated Tax Per Capita
\$359,267.00	5%	\$1,367,412.00	\$2,773.00
Specialty Taxes			
Bed Tax Rate	Bed Tax Revenue	Car Rental Tax Rate	Car Rental Tax Revenue
8%	\$175,657.00	8%	\$30,165.00

### 3.10.4. Tribal Government

The Yakutat Tlingit Tribe (YTT) is in Yakutat, the most northern community in Southeast Alaska. This tribe is comprised of the five founding clans and two moieties, the Raven (L'uknax.ádi and K'inèix Kwàan/Kwashk'i Kwàan) Clan and the Eagle (Teikweidi, Shangukeidi, Galyàx Kaagwaantaan, Cheeshkweidi, Jilkaat, Sitka Kaagwaantaan, and Wooshkeetaan) Clan. The goals of the tribe include preservation of the Yakutat Tlingit peoples culture, maximizing the well-being of tribal members, and creating economic development to benefit the Tribal community. There is limited information available on the governing structure of YTT.

### 3.10.5. Existing Local Plans

The 2010 Comprehensive Plan was reviewed to gain an understanding of the priorities, goals, vision, and overall themes for transportation.

#### City and Borough of Yakutat Comprehensive Plan, 2010

Overall transportation goals for the community are identified as:

1. Establish a cost-effective, convenient, and safe transportation system, both within the Borough and linking the Borough with other communities.
2. Develop a local street network that is well designed and constructed to minimize future safety problems and maintenance costs.
3. Develop an integrated multi-use trail system to serve Borough residents and visitors.
4. Improve harbor facilities to support commercial fishing, recreation, and tourism.
5. Provide access to the remote areas of the Borough for recreation, subsistence activities, and economic development.

The plan listed several projects that focus on improving access, increasing safety, improving active transportation facilities, improving road conditions, and maintaining the current conditions.

### 3.10.6. Transportation Facilities

#### 3.10.6.1. Surface

##### Roadways

Yakutat has a total of 69.5 miles of roadway, 58.36 miles of which are classified as local roads, while 5.12 miles are considered major collectors, and 6.01 are minor collectors. Yakutat has 44.68 miles of identified roadway maintained by DOT&PF; the longest consecutive length of roadway is Dangerous River Road with a length of 29.49 miles. Maintenance provided to the borough is from the Yakutat M&O station under the direction of the Southcoast regional office located in Juneau.

### 3.10.6.2. Aviation

There are eight airports in the Yakutat City and Borough, most of which are owned and operated by the USFS and National Park Service (NPS). Alsek (A57), Dry Bay (3AK), East Alsek River (AK76), Harlequin Lake (A67), Situk (A68), and Tanis Mesa (A69) are dirt airstrips mainly used for support of Yakutat's Forestry and Fish and Wildlife Services. Yakutat (2Y3) is a NPIAS seaplane base owned by the City and Borough of Yakutat. The similarly named commercial airport, Yakutat (YAK), is the Borough's main point of access and single commercial airport. YAK is included in the NPIAS and received federal subsidy through the EAS program. YAK is a lighted airport with published instrument approaches. There are ten based aircraft at YAK, all of which are single engine aircraft. Table 48 provides additional details for the aviation facilities within the City and Borough of Yakutat.

Table 48 City and Borough of Yakutat, Aviation Facility Inventory

Airport Name	ID	Owner	NPIAS	EAS	Primary Runway				Type	Based Aircraft
					Size	Surface	Lights	Instrument Approach		
Alsek	A57	US Forest Service	N	N	1,860 ft x 12 ft	Turf*	N	N	GA	0
Dry Bay	3AK	Glacier Bay National Park	N	N	3,600 ft x 170 ft	Gravel*	N	N	GA	0
East Alsek River	AK76	National Park Service	N	N	1,500 ft x 10 ft	Turf*	N	N	GA	0
Harlequin Lake	A67	US Forest Service	N	N	2,100 ft x 35 ft	Turf*	N	N	GA	0
Situk	A68	US Forest Service	N	N	2,150 ft x 10 ft	Turf**	N	N	GA	0
Tanis Mesa	A69	US Forest Service	N	N	1,900 ft x 10 ft	Turf	N	N	GA	0
Yakutat	2Y3	City and Borough of Yakutat	Y	N	7,500 ft x 2,000 ft	Water	N	N	GA / Seaplane Base	0
Yakutat	YAK	DOT&PF	Y	Y	6,475 ft x 150 ft	Concrete	Y	Y	Nonhub / Commercial Airport	10

\*denotes surface condition as fair

\*\*denotes surface condition as poor

### 3.10.6.3. Marine

#### Harbors

The Yakutat Small Boat Harbor is owned and operated by the City and Borough of Yakutat as detailed in Table 49. It is primarily used by small commercial fishing boats and is located North of Monti Bay at the end of Mallott Avenue. The small boat harbor is made up of six main floats, a boat launch ramp and a grid. The Yakutat City Dock and the small boat harbor provide a docking facility for AMHS ferries.

Table 49 City and Borough of Yakutat, Marine Facility Inventory

Facility	Location	Owner	Maintenance Responsibility
City Dock	Yakutat Ave	City and Borough of Yakutat	City and Borough of Yakutat
Small Boat Harbor	North of Monti Bay at the end of Mallott Ave	City and Borough of Yakutat	City and Borough of Yakutat

#### Alaska Marine Highway System

Yakutat is part of the Gulf of Alaska segment of the AMHS and is served by the mainline route with direct connection to Juneau to the south and Whittier to the west. Yakutat is not connected to adjacent communities by the road system therefore ferry service offered during the spring, summer and fall months via the AMHS is very important for the community.

The Yakutat City Dock is the only AMHS facility, which is owned and operated by the City. The *M/V Kennicott* is the only vessel that serves the community, and typically docks at Yakutat during cross-gulf trips. The dock allows for Ro/Ro side-loading with mooring dolphins at the ends for other vessels to dock. Regular barge service is available from this facility. Improvements are desired; however, specific details regarding the scope or scale of improvements are not known.

### 3.10.6.4. Tribal Transportation

The YTT receives transportation funds through the FHWA TTP to plan, design, manage, and maintain facilities included in the YTT's TTP inventory. In 2019 the YTT drafted a STTSP to improve the transportation network, reduce injuries by improving safety, and save lives. The following sections describe transportation facilities and programs as presented in the 2019 STTSP.

#### Facilities

Access to the YTT transportation network from other communities is available via air and water transportation. The Yakutat community is comprised of approximately 73 miles of roadway, though ownership of these roads is unknown. An inventory of YTT transportation facilities has not been made available by the tribe.

#### Programs

The 2019 STTSP describes one known transportation program for YTT, a search and rescue organization staffed by community volunteers.

#### Transit

As described in the 2011 Yakutat Coordinated Transportation Plan (YCTP), transit in the YTT is limited to the Yakutat Senior Center (YSC) transportation program and the YTT emergency transportation service. The YSC vehicles have a wheelchair lift available and can serve a maximum of eight riders at one time. This program operates between the hours of 8:30 a.m. and 2:30 p.m. on weekdays.

#### Aviation

The DOT&PF owns, operates, and maintains the only airport with regularly scheduled trips in Yakutat. No YTT owned or operated aviation facilities are identified.

## Marine

Marine facilities in the YTT include the state-owned Ocean Cape Dock and boat harbor. No YTT owned facilities are identified.

### 3.10.7. Healthcare and Education Facilities

The infrastructure and inventory of the social services within these communities is included as connection and access to these services is essential to these communities. When considering the addition of new infrastructure such as roads or additional services, like public transit, the ability and mobility to these essential locations are a priority.

#### Healthcare

The Yakutat Community Health Center provides behavioral health services including outpatient mental health, dental, primary care, vaccinations, COVID testing, community outreach, and assistance with connecting community members to state and federal services. The health center receives federal funding and serves all patients regardless of their ability to pay.

#### Education

Yakutat has two education options administered by the Yakutat City School District to served 92 students in the 2022-23 academic year.<sup>55</sup> These are:

- **Yakutat School** – Pre-Kindergarten to 12th grade, 73 students
- **LEAD Correspondence School** – 1st grade to 12th grade, 19 students

#### Yakutat Tlingit Tribe

The YTT provides programs and facilities to aid tribal citizens in accessing affordable housing, employment opportunities, and childcare among other opportunities as described in the sections below.

#### Facilities

A Senior Center is operated by the YTT to aid tribal citizens over 60 years of age. The Senior Center provides hot meals to elders Monday through Friday and delivers meals to homebound individuals. The Center also operates a transit service to provide elders with safe transportation within the community.

#### Programs

Programs in the YTT aim to provide tribal citizens with stability through programs related to education, vocational opportunities and training, and other programs consistent with Native tradition cultural values. These programs include:

- Employment assistance
- Economic development
- Employment support services
- Occupational training
- Higher education scholarships
- General education development
- Indian child welfare
- Adult care services
- Emergency assistance
- Burial assistance
- Childcare

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<sup>55</sup> ACEED Enrollment Report 2022-2023

- Low-income home energy assistance
- Food Distribution Program on Indian Reservations
- Emergency Food Assistance Program
- Affordable housing
- Tlingit language courses