



2035 Haines Borough  
Comprehensive Plan

February Public Review Draft

## Appendix D: Land Use & Environment

# Appendix D: Land Use & Environment Background

## What Exists Today

### Introduction

The Haines Borough occupies approximately 2,350 square miles in Southeast Alaska's Upper Lynn Canal. It stretches nearly 120 miles long and is 80 miles at its widest point – roughly the size of the state of Delaware. It shares an international border with British Columbia to the northwest and neighbors the Alaskan communities of Skagway to the northeast, Juneau to the southeast, Gustavus to the southwest, and the Village of Klukwan (Tlákw.aan) in the Upper Chilkat Valley (Figure D-1).

Land ownership and land use in the borough varies widely and is dependent in part on its diverse terrain and multi-jurisdictional management.

Understanding existing conditions within the borough is key to developing land use policies that are compatible and effective. Existing conditions also inform the base land use designations of the Future Land Use Map (FLUM) located in the Core Plan.

### Land Ownership

Figure D-2 shows land ownership in the Haines Borough and figure D-3 provides acreages for each landowner. Like many Alaska coastal communities, the supply of private land in Haines is limited. The community is surrounded by public land – primarily State of Alaska lands and federal lands of the Bureau of Land Management and the U.S. Forest Service (Tongass National Forest).

Figure D-1: Haines Borough General

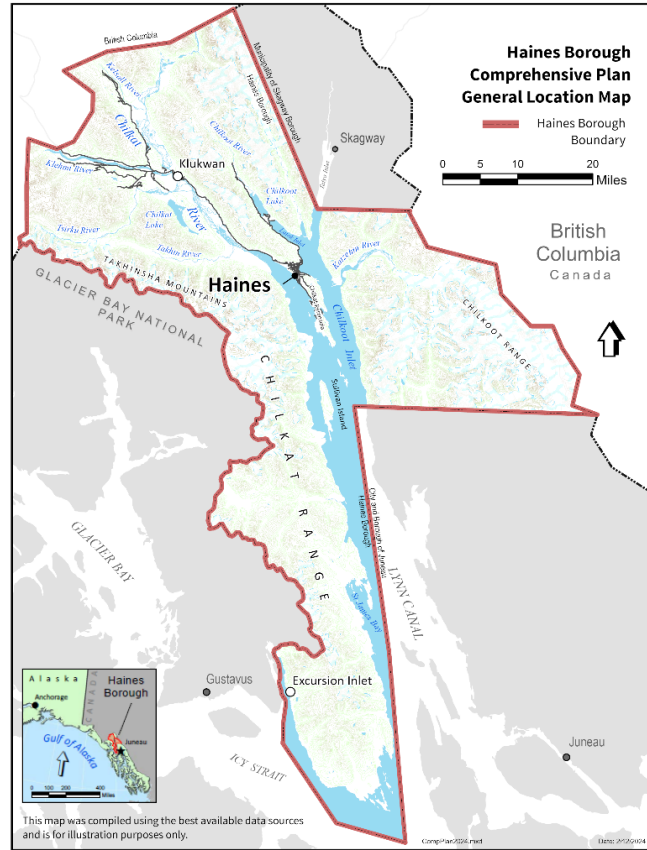
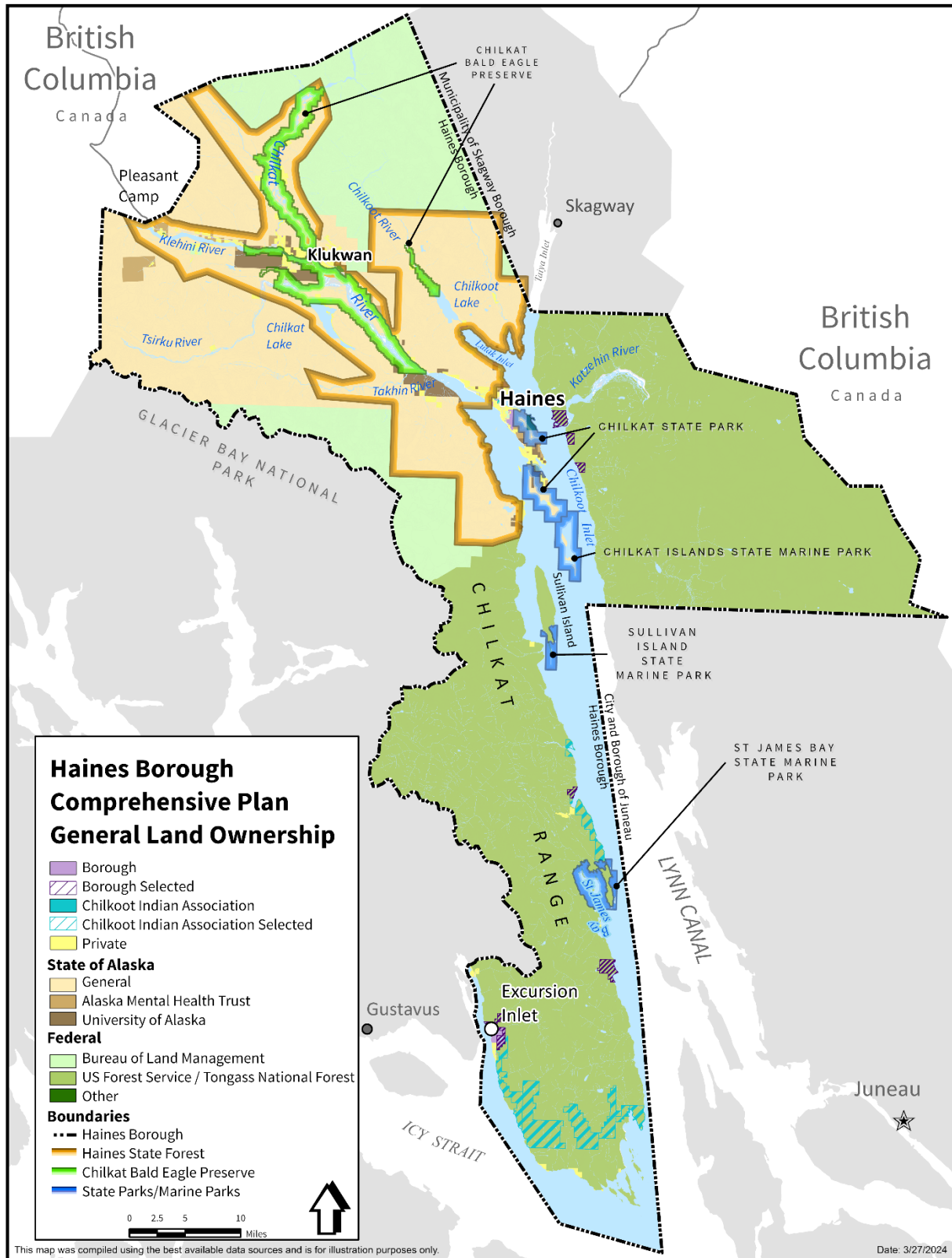


Figure D-2: General Land Ownership



Sources: Haines Borough Parcel Data, 2022; Haines Borough Parcel Viewer, 2023

Figure D-3: Table of Haines Borough Land Ownership\*

Landowner	Acres	Percent of total
<b>Federal (total)</b>	<b>992,914</b>	65.95%
BLM	217,063	
USFS	775,299	
Other	553	
<b>State (total)</b>	<b>487,782</b>	32.4%
AMHT	6,113	
UA	14,582	
Other	467,087	
<b>Borough</b>	<b>7,085</b>	0.47%
Owned	2,509	
Selected/Pending	4,576	
<b>Private*</b> Includes Native Allotments & Tribal Lands	<b>17,840*</b>	1.18%
<b>TOTAL</b>	<b>1,505,621</b>	<b>100%</b>

Sources: Haines Borough Parcel Data and Property Tax Assessment, 2022.

\*This data includes errors, such as projections misaligned with deeded acreages and ownership inconsistencies. It is estimated that approximately 3,000 acres of state or federal land may be private land.

### ***Federal Land***

The federal government is the largest landowner, comprising approximately 66% of the land base in the borough. Federal land is managed by both the U.S. Forest Service (USFS) and the Bureau of Land Management (BLM). Federally owned lands in or near the townsite include the 220-acre U.S. Army Tank Farm and dock facility at Lutak Inlet, the U.S. Post Office on the Haines Highway, and the Federal Aviation Administration (FAA) tower site located on FAA Road.

### ***State of Alaska Land***

The State of Alaska is the second largest landowner, comprising approximately 32% of the land and tidal base. The Haines State Forest (HSF), managed under the Department of Natural Resources (DNR), covers 268,000 acres and is one of only three state forests in Alaska. The Chilkat Bald Eagle Preserve covers an additional 48,000 acres. State lands also include state park and recreation sites, Alaska Mental Health Trust (AMHT) lands, University lands, and Department of Transportation rights-of-way and facilities.

### ***Tribal/Alaska Native Lands***

There are three main Tribal entities in the borough:

- The Chilkoot Indian Association (CIA) is a federally recognized Tribe representing the present-day descendants of the Indigenous Peoples of Yandeist'akyé, the Chilkoot Lake area, and other areas around Haines and Lutak Inlet. CIA owns or manages portions of land within the Haines Townsite and anticipates holding title to other lands and properties, such as the

U.S. Army Tank Farm Site and lands conveyed through the *Alaska Natives Without Land* initiative<sup>1</sup>.

- The Chilkat Indian Village (CIV) is a federally recognized Tribe that resides in Klukwan ((Tlákwaan). Although Klukwan is within borough boundaries, the community is not part of the Haines Borough jurisdiction. CIV also owns or has selected portions of land outside of Klukwan boundaries between Haines Highway mileposts 19 and 23 within the HSF.
- Sealaska Corporation is the regional Alaska Native Corporation in Southeast Alaska, though much of its land is outside of borough boundaries. Sealaska's land in the borough (titled or to be conveyed) is concentrated along the southwest coast of the Chilkat Range.

In addition to lands or properties owned or selected by Tribal entities, there are several areas within the borough that hold cultural and subsistence value for Tlingit People. The FLUM's Indigenous Places Overlay (Figures D-4 and D-5) recognizes Tribally-owned or selected lands as well as places of cultural significance to Indigenous Peoples of the area. The intent of the overlay is to note where special consideration for Indigenous use should be given during planning processes and before implementing projects in those areas.

Places of cultural significance on the overlay were informed by conversations with CIA Tribal members and the 2015 Lkóot - Jilkáat Storyboard Project, which was a collaborative effort between CIA, the Haines Borough, and the Institute of Museum and Library Services. The inventory of Indigenous Places on the map is likely incomplete and purposely does not include some sacred sites. The overlay map should be used as a tool to guide conversations with Tribal Partners, residents, the Haines Borough, landowners, and other partners about how to respectfully and appropriately recognize and plan near areas of cultural significance.

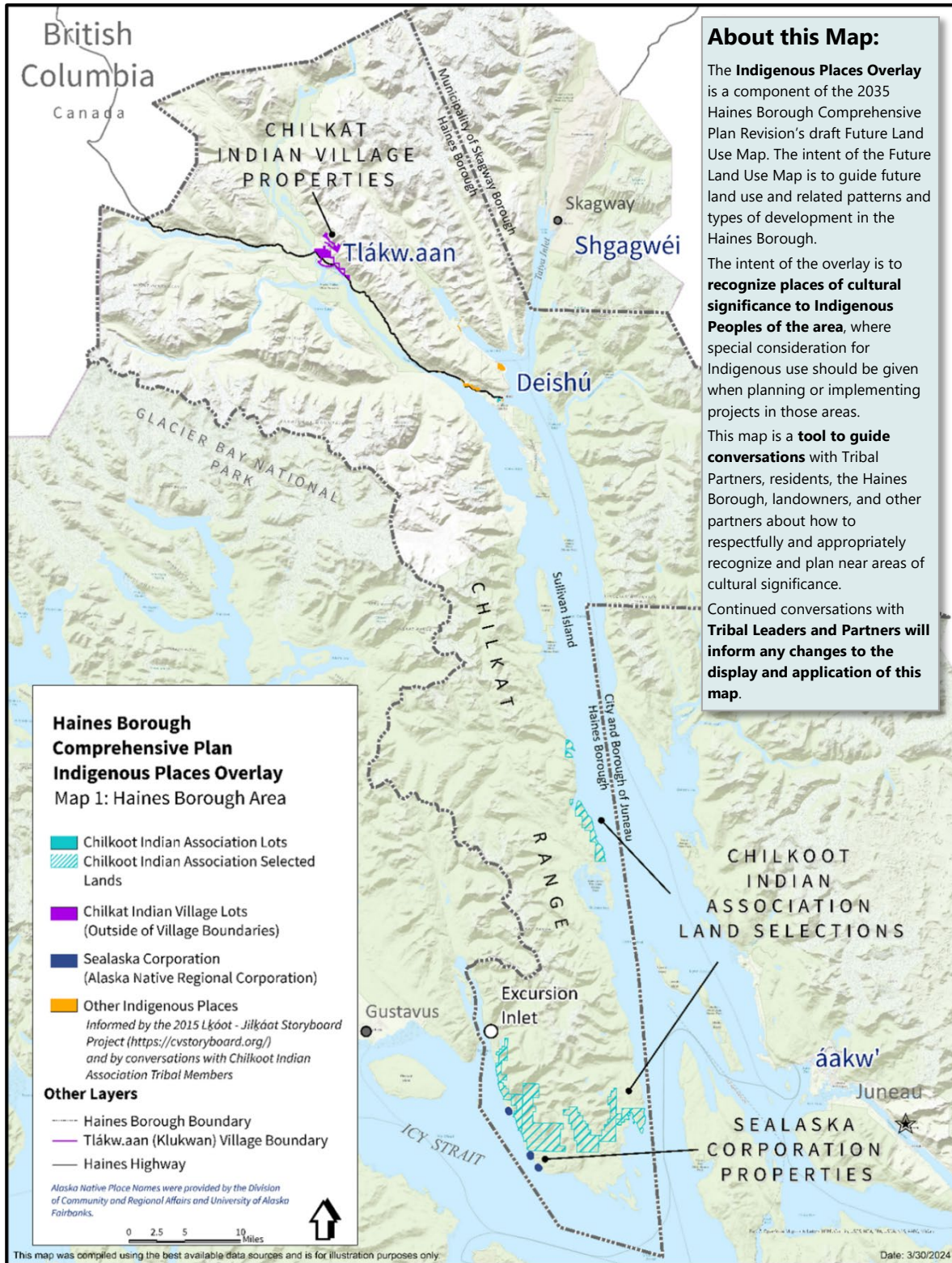
Additional resources that document Indigenous Places in the borough are referenced in 2012 Comprehensive Plan<sup>2</sup>.

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<sup>1</sup> Treinen, Lex. (2023, August 10). For Chilkoot tribe, bill in U.S. congress could help rectify historic oversight. *Chilkat Valley News*. <https://www.chilkatvalleynews.com/2023/08/10/for-chilkoot-tribe-bill-in-u-s-congress-could-help-rectify-historic-oversight/>

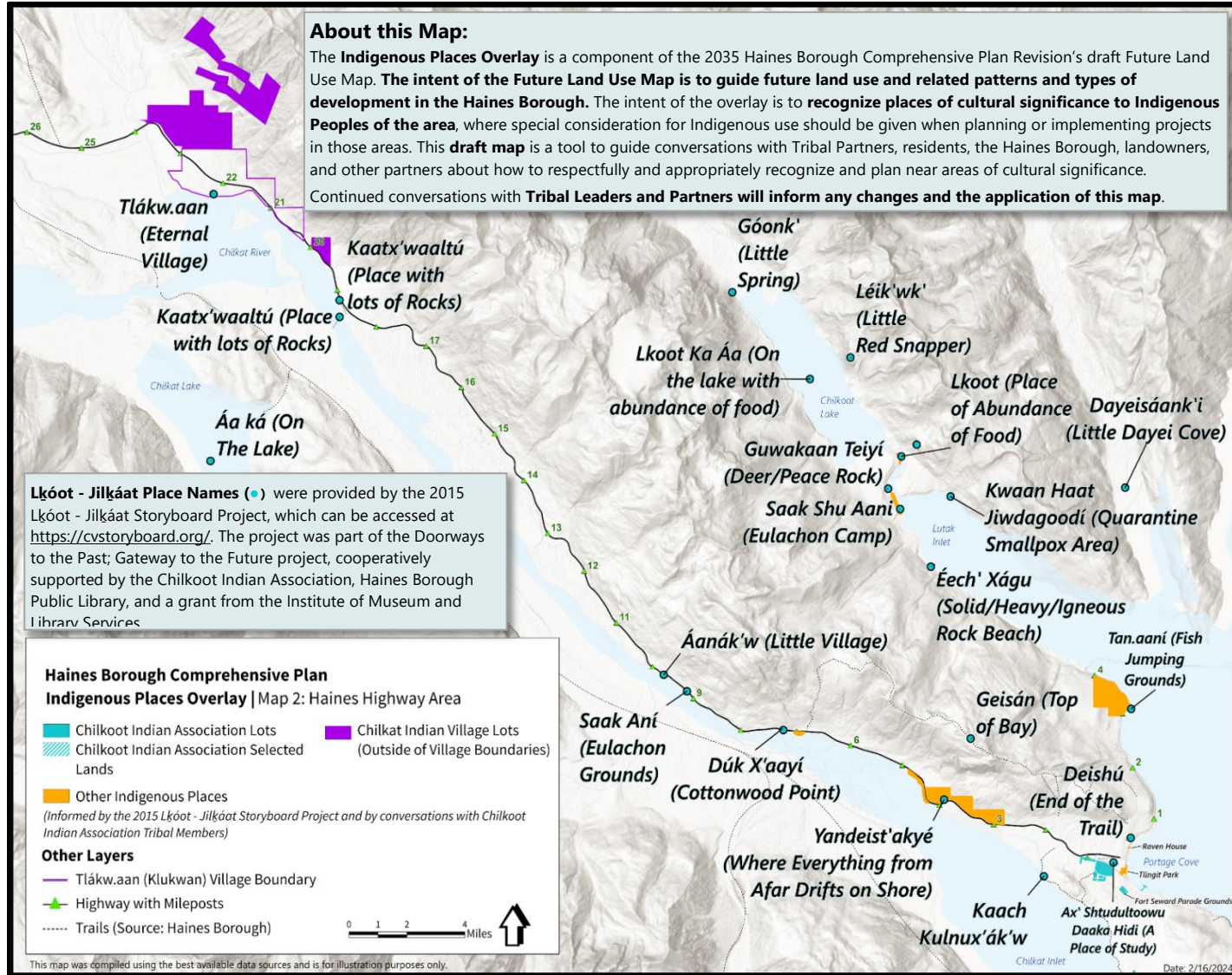
<sup>2</sup> Figure 2-1 from the 2012 Haines Borough Comprehensive Plan displays a map of Chilkat territory from the following source: Goldschmidt, W. R., Haas, T. H., & Thornton, T. F. (2000). *Haa Aaní / Our land: Tlingit and Haida Land Rights and Use*. University of Washington Press.

Figure D-4: Indigenous Places Overlay – Borough



Sources: Haines Borough Tax Assessment Data, 2023; Haines Borough Geodatabase, 2024; Alaska Division of Community and Regional Affairs and University of Alaska, 2023; Lkóot - Jilkáat Storyboard Project, Chilkoot Indian Association, Haines Borough, and Institute of Museum and Library Services, 2015.

Figure D-5: Indigenous Places Overlay – Highway



Sources: Haines Borough Tax Assessment Data, 2023; Haines Borough Geodatabase, 2024; Alaska Division of Community and Regional Affairs and University of Alaska, 2023; Lkóot - Jilkáat Storyboard Project, Chilkoot Indian Association, Haines Borough, and Institute of Museum and Library Services, 2015.

## Haines Borough

Borough-owned properties can be broadly placed into two categories:

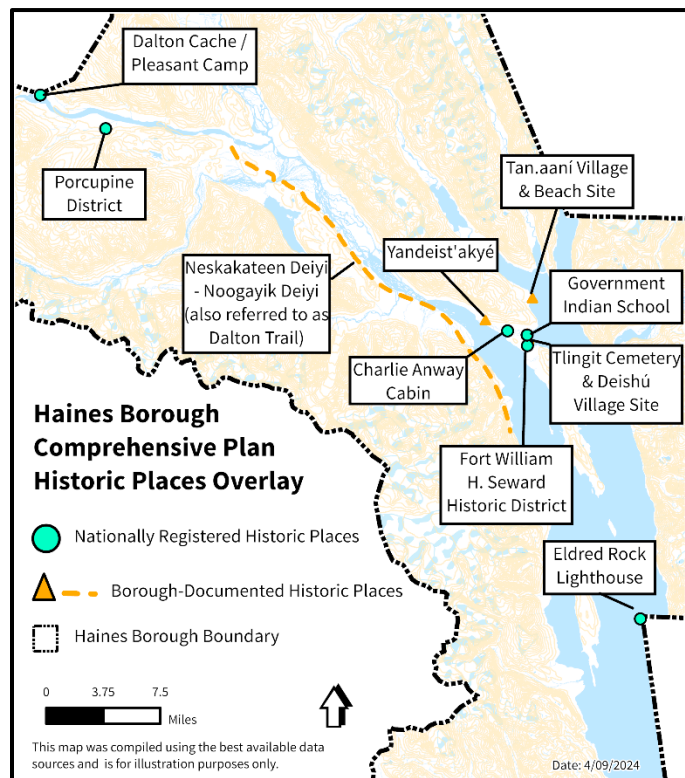
- Lands designated for public uses like schools, parks, water treatment facilities, or public safety facilities on relatively accessible, buildable lands interspersed in developed areas. These properties have various designations in the FLUM.
- Large tracts of undeveloped lands that have been set aside for drinking water protection (e.g., Lily Lake and Piedad areas), conservation due to physical constraints, or are recently acquired state lands. These lands are designated as *Open Space / Natural Area* in the FLUM.

The borough's land sale program is designated in Title 14 whereby lands must be recommended for sale by the Planning Commission before they can be classified for sale by Assembly. Since the 2012 Comprehensive Plan, there have been relatively few land sales. The Borough does not maintain a long-range land management plan for its properties. In 2019, the borough was given title to large tracts of land in Excursion Inlet through the Municipal Entitlement program. More land is expected to be conveyed from selected lands in William Henry Bay and south of the Katzehin River terminus<sup>3</sup>.

## Historic Places

The Haines Borough has several nationally registered or borough-documented (2012 Comprehensive Plan) historic sites. Figure D-6 depicts the Historic Places Overlay that accompanies the FLUM. The overlay shows where additional guidance or architectural standards must be met prior to development. Some areas overlap with the Indigenous Places Overlay Map, such as the Deishú Village Site, the Tlingit Cemetery, the Tan.aaní Village Site, and

Figure D-6: Historic Places Overlay



Sources: National Park Service National Register of Historic Places, 2020; Haines Borough Comprehensive Plan, 2012.

<sup>3</sup> Also known as Xíxch' Kanduwaatayí Yé (Place Where Frogs Drift in Bunches). Source: Thornton, T. F. (2012). HAA Léelk'W has aaní saax'ú: Our grandparents' names on the land. University of Washington Press, in association with the Alaska Heritage Institute.



Yandeist'akyé. The Fort William H. Seward Historic District has specific architectural standards documented in Haines Borough Code Title 18. In 1983, the Borough conducted a survey of historic structures within the Townsite, but it is unclear if these sites are applicable for the historic places overlay as none were referenced in the 2012 Plan.

## Public Land Management

Land management decisions by public landowners in the Haines Borough have a significant impact on community planning, economic development, and the daily life of residents. For example, state management of state parks directly impacts access and use for visitors, residents, and subsistence harvesters and state management of mining, forestry and fisheries directly impacts the local economy and environment. For these reasons, it is important to develop partnerships with all owners and coordinate plans for land use, economic development, and resource conservation.

The overlay map depicted in Figure D-7 shows known land management designations of federal and state entities in the Haines Borough and accompanies the FLUM. The overlay helps inform FLUM's base designation, *Public Multi-Use*, which encompasses all land owned and managed by public entities where public policies should be noted prior to the application of local zoning.

Public Management Area designations are derived from individual land management plans – many of which have not been updated in decades (see figure D-8 for a table of designation descriptions). Designations are organized by use intensity (in general, lighter colors indicate wilderness or habitat protection intent while darker colors indicate intent for consumptive uses or human uses of higher impact)<sup>4</sup>.

**The BLM** updated its land management policies in 2019 through the Final Environmental Impact Statement for the Haines Amendment to the Ring of Fire Resource Management Plan. The BLM primarily manages its land for remote recreation.

**The USFS Tongass National Forest (TNF)** Land Management Plan was last updated in 2016, though the land designations for the borough have not changed since 1997. The TNF is managed for multiple land uses, including remote recreation, wilderness, and timber extraction<sup>5</sup>. In 2025, the TNF plan will undergo a major revision to address the many socioeconomic changes and improvements to scientific information and methodology since the plan's original

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<sup>4</sup> A caveat to this categorization is that public land management units often have primary and secondary classifications and may allow multiple uses conditionally. For example, state uplands adjacent to Lynn Islands have a primary intent of developing specific infrastructure to serve the public at large and a secondary intent to serve recreation and tourism uses.

<sup>5</sup> The 2012 Comprehensive Plan's Future Growth Map based many of its designations on TNF designations (p. 150).

development 25 years ago<sup>6</sup>. All communities within the TNF will participate in this multi-year revision process.

**The State of Alaska** includes many management areas and owners within its system and, except for the University Land Trust, its lands fall under the purview of DNR. Neither the University nor AMHT have management area plans and are not part of public domain lands<sup>7</sup>.

**The Division of Parks and Outdoor Recreation** oversees parks and preserves. The 2002 Chilkat Bald Eagle Preserve Management Plan stipulates land use designations and allowed uses with the overall intent of preserving habitat and traditional uses. Other land uses for park systems in the borough are based on the 1982 Alaska State Park System Statewide Framework Plan.

**The Division of Forestry and Fire Protection's** HSF plan was completed concurrently with the Chilkat Preserve Plan and the Northern Southeast Area Plan in 2002. The HSF is managed for multiple uses and often includes a mix of uses in each management unit. Through the public involvement process of this plan, residents and state managers acknowledged that the HSF plan is outdated and expressed a desire to update it for additional recreation opportunities and to reflect climate change adaptation strategies. In 2023, the State adopted new policies for a carbon offset program in the HSF, which will precipitate an update to the plan over the next few years<sup>8</sup>.

**The Division of Mining, Land & Water** oversees the 2002 Northern Southeast Area Plan for Haines and is the main permitting body for DNR. The area plan assigns designations – or surface classifications – to all areas of the borough regardless of land ownership, though the plan recognizes the authority of other public landowners and its classifications are not meant to supersede their management plans. Most management units (parcels) in the Area Plan have primary, secondary, and sometimes tertiary designations. The surface classifications shown in Figure D-7 depict primary designations and are only applied to lands that are owned by the state but not part of the Haines State Forest or State Parks system. The overlay also includes all active, pending, and closed mining claims managed by the Division, many of which are on AMHT and BLM lands in the Upper Chilkat Valley.

**The AMHT** was established at statehood with lands to be managed for mental health needs for Alaskans. Through the Commissioner's office, the Trust board makes decisions about the use of its lands and assets with the primary intent to generate revenues for

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<sup>6</sup> More information about the TNF revision process is located on the project website at: <https://www.fs.usda.gov/detail/tongass/landmanagement/planning/?cid=fseprd1105492>

<sup>7</sup> Lands within the public domain are owned and managed for public interest, while lands outside of the public domain are managed for special interest (shareholders or private entities).

<sup>8</sup> Interview, August 2023. Greg Palmieri, DNR Division of Forestry.

mental health initiatives. The Trust Lands Office develops land for leasing, mining, real estate, carbon credits, timber extraction, and energy uses. In Haines, AMHT land is concentrated on Mt. Riley, on the upland side of Lutak Road, and in the Upper Chilkat Valley. Prior to 2010, AMHT had not pursued sale or development of their holdings in the Borough. Over the last decade, it has focused on issuing sale of material resources in Haines, particularly as it pertains to mining claims.

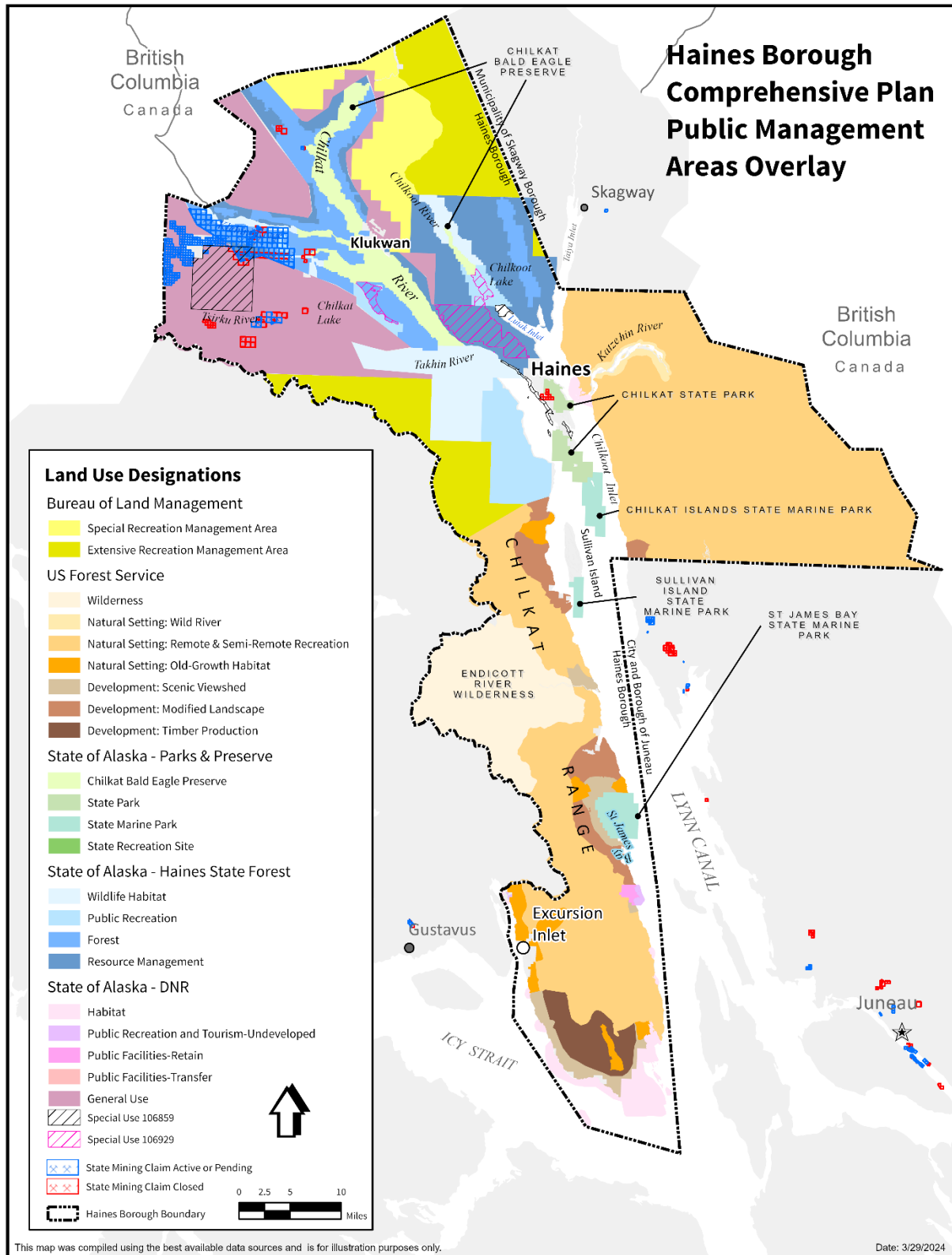
**University Lands** are managed through the University's Board of Regents with the primary intent of funding University programs, including the UA Scholars Program. Its lands have similar development possibilities as the AMHT. Most of the residential areas in Mud Bay are from previous university sales and there are currently several parcels for sale in Haines. The University expects BLM conveyance of thousands more acres (4,406 in Upper Chilkat Valley), which may take several years to process<sup>9</sup>. In recent years, the University has provided broad public outreach in Haines and has expressed interest in understanding and considering Haines resident aspirations for its land through this comprehensive planning process<sup>10</sup>.

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<sup>9</sup> University of Alaska Land Grant Initiative, 2024. [https://www.alaska.edu/ualand/about/land-grant/sel\\_info.php](https://www.alaska.edu/ualand/about/land-grant/sel_info.php)

<sup>10</sup> Interview, July 2023. Kirsten Henning, UA Lands.

Figure D-7: Public Management Areas Overlay



Sources: See Table 3-2 for land use designation sources. Mining claims (active, pending, and closed) are from the Alaska Department of Natural Resources Public Access Geoportal, 2024.

Figure D-8: Table of Public Management Agency Land Use Designations (LUD)

<b>Designation</b>	<b>Description</b>
<b>Bureau of Land Management</b>	
<b>Special Recreation Management Area</b>	Provides specific recreational opportunities, such as developing trailhead areas for hikers, mountain bikers, or off-road vehicle users.
<b>Extensive Recreation Management Area</b>	Administrative units that require specific management consideration in order to address recreation use, demand, and/or recreation and visitor services program investments. Managed to support and sustain the principal recreation activities and the associated qualities and conditions. Management is commensurate with and considered in context with the management of other resources and resource uses.
<b>U.S. Forest Service (Tongass National Forest) – Desired Conditions</b>	
<b>Wilderness</b>	All designated Wilderness on the Tongass National Forest is characterized by extensive, unmodified natural environments. Ecological processes and natural conditions are not measurably affected by past or current human uses or activities. Users can experience independence, closeness to nature, solitude and remoteness, and may pursue activities requiring self-reliance, challenge, and risk. Motorized and mechanized use is limited to the minimum needed for the administration of the Wilderness. Allow for access to state and private lands, subsistence uses, and public access and other uses to the extent provided for by ANILCA.
<b>Natural Setting: Wild River</b>	Wild Rivers and river segments are in a natural, free-flowing, and undisturbed condition. Ecological processes and changes predominate. The outstandingly remarkable values for which the river was designated remain outstanding and remarkable. Recreation users have the opportunity for primitive and semi-primitive experiences, solitude, and remoteness in a natural setting. Interactions between users are infrequent, and evidence of human activities is minimal. Facilities and structures are rustic in appearance and promote primitive recreation and tourism experiences.
<b>Natural Setting: Semi-Remote Recreation</b>	Areas in the Semi-Remote Recreation LUD are characterized by generally unmodified natural environments. Ecological processes and natural conditions are only minimally affected by past or current human uses or activities. Users can experience a moderate degree of independence, closeness to nature, solitude, and remoteness, with some areas offering motorized opportunities and others non-motorized opportunities (except for the traditional uses of boats, aircraft, and snowmachines). Interactions between users are infrequent.
<b>Natural Setting: Remote Recreation</b>	Areas in the Remote Recreation LUD are characterized by extensive, unmodified natural environments. Ecological processes and natural conditions are not noticeably affected by past or current human uses or activities. Users can experience independence, closeness to nature, solitude and remoteness, and may pursue activities requiring self-reliance in an environment that offers a high degree of challenge and risk. Interactions between users are infrequent. Motorized access is limited to traditional means: boats, aircraft, and snowmachines. Facilities and structures are minimal and rustic in appearance.
<b>Natural Setting: Old-Growth Habitat</b>	All forested areas within this LUD have attained old-growth forest characteristics. A diversity of old growth habitat types and associated species and subspecies and ecological processes are represented.
<b>Development: Scenic Viewshed</b>	In areas managed under the Scenic Viewshed LUD, forest visitors, recreationists, and others using identified popular travel routes and use areas will view a natural-appearing landscape (refer to Appendix F). Management activities in the foreground will not be evident to the casual observer. Activities in the middle ground and background will be subordinate to the characteristic landscape. Areas topographically screened from Visual Priority Travel Routes and Use Areas may be heavily modified. Within these viewsheds, even-aged timber harvest units are typically small and affect only a small percentage of the seen area. At any given point in time, roads, facilities, and other structures.

Designation	Description
<b>Development: Modified Landscape</b>	In areas managed under the Modified Landscape LUD, forest visitors, recreationists, and others using popular Travel Routes and Use Areas will view a somewhat modified landscape (refer to Appendix F). Management activities in the visual foreground will be subordinate to the characteristic landscape but may dominate the landscape in the middle and backgrounds. Within the foreground, timber harvest units are typically small and affect only a small percentage of the seen area at any one point in time. Roads, facilities, and other structures are also subordinate to the foreground landscape. Recreation opportunities associated with natural-appearing to modified settings are available. A variety of successional stages provide a range of wildlife habitat conditions. Timber is produced, which contributes to Projected Timber Sale Quantity (PTSQ).
<b>Development: Timber Production</b>	Suitable forest lands are managed for the production of sawtimber and other wood products on an even-flow, long-term sustained yield basis; the timber yield produced contributes to Projected Timber Sale Quantity (PTSQ). An extensive road system provides access for timber management activities, recreation uses, hunting and fishing, and other public and administrative uses; some roads may be closed, either seasonally or year-long, to address resource concerns. Management activities will generally dominate most seen areas. Tree stands are healthy and with a mix of age classes from young stands to trees of harvestable age, often in 40- to 100-acre stands. Recreation opportunities, associated with roaded settings from Semi-Primitive to Roaded Modified, are available. A variety of wildlife habitats, predominantly in the early and middle successional stages, are present.
<b>State of Alaska – Parks &amp; Preserve</b>	
<b>Chilkat Bald Eagle Preserve</b>	From Alaska Statute 41.21.610, its primary purpose is to protect and perpetuate the Chilkat bald eagles and their essential habitats within the Alaska Chilkat Bald Eagle Preserve in recognition of their statewide, nationally, and internationally significant values in perpetuity. According to the Statewide Framework Plan, a state preserve is an area having outstanding biological, paleontological, geological, or ecological values of scientific or educational interest. The primary management objective of the unit is resource protection. The purpose of these units is to provide for applied research, basic research, and/or outdoor environmental education. The Chilkat Bald Eagle Preserve Management Plan provides additional guidance on allowed and conditional uses.
<b>State Recreation Site</b>	A state recreation area is a relatively spacious unit and possesses a diversity of outdoor recreational opportunities. The dominant management objective of the unit is to provide a maximum level of outdoor recreational opportunities based on the natural values of the unit and its ability to sustain use without significant adverse effects on natural systems.
<b>State Park</b>	A state park is a relatively spacious area possessing outstanding and distinct natural, cultural, scenic and/or scientific values. The dominant management objective of the unit is to maintain the park's natural and cultural resources for long-term use and enjoyment by the public. A level of recreational opportunities, which is compatible with the unit's resource values, shall be provided. In most cases, the primary purpose of a state park unit is set forth by the legislature through its enabling legislation and accompanying reports.
<b>State Marine Park</b>	From Alaska Statute 41.21.300, the primary purposes in establishing the land and water areas described in AS 41.21.304 as marine park units of the Alaska state park system are to (1) maintain natural, cultural, and scenic values; (2) maintain fish and wildlife resources and lawful existing uses of these resources; and (3) promote and support recreation and tourism in the state.
<b>State of Alaska – Haines State Forest</b>	
<b>Wildlife Habitat</b>	1) Fish and wildlife resource production, whether existing or through habitat manipulation, to supply sufficient numbers or a diversity of species to support commercial, recreational, or traditional uses on an optimum sustained yield basis; or 2) a unique or rare assemblage of a single or multiple species of regional, state, or national significance.
<b>Public Recreation</b>	Land that is suitable for recreation uses, waysides, parks, campsites, scenic overlooks, hunting, fishing or boating access sites, trail corridors, or greenbelts along bodies of water or roadways.

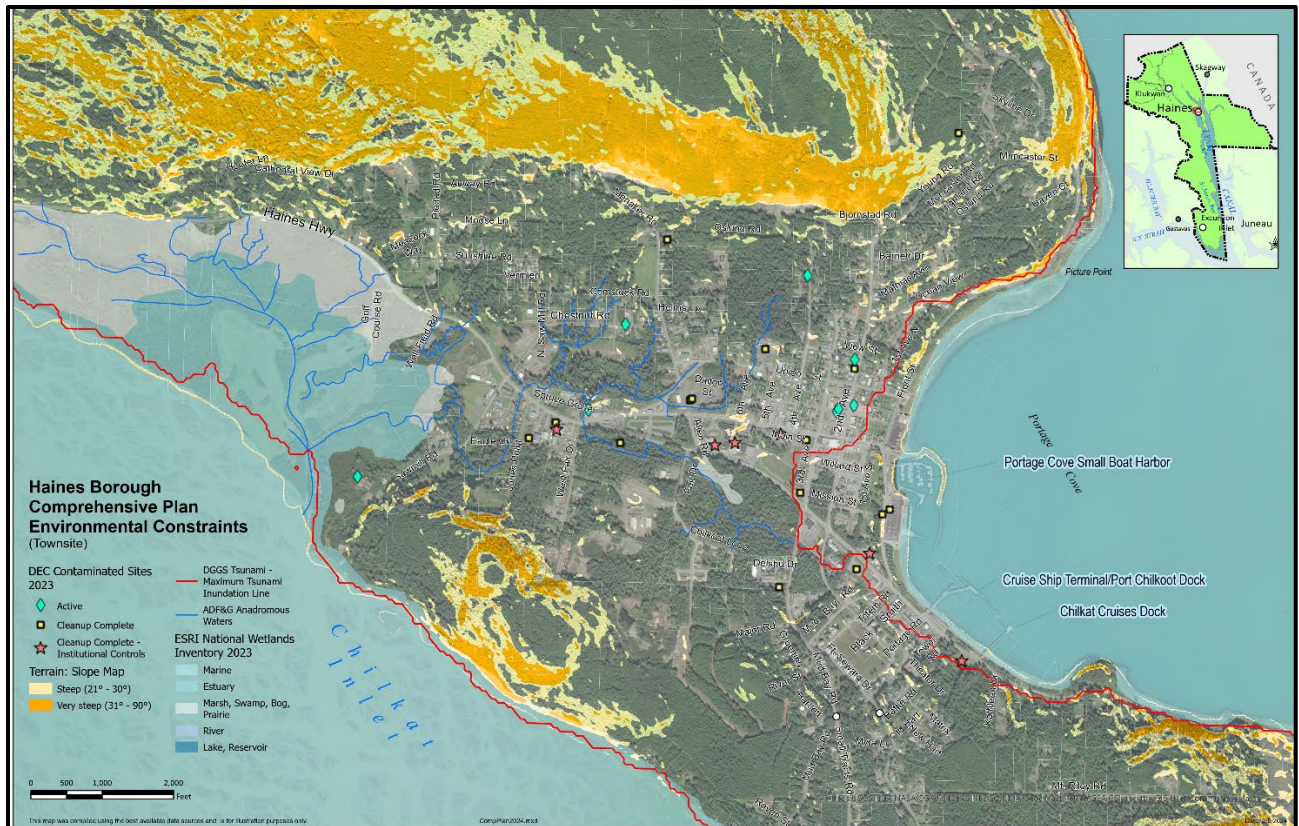
<b>Designation</b>	<b>Description</b>
<b>Forest</b>	Land that is or has been forested and is suited for forest management because of its physical, climatic, and vegetative conditions.
<b>Resource Management</b>	Land classified resource management is either: 1) land that might have a number of important resources but for which a specific resource allocation decision is not possible; or 2) land that contains one or more resource values.
<b>State of Alaska – DNR Surface Classification</b>	
<i>Note: The 2002 Northern Southeast Area Plan assigns designations – or surface classifications – to all areas of the borough regardless of land ownership, though the plan recognizes the authority of other landowners’ management plans. Most parcels have primary, secondary, and sometimes tertiary designations. The surface classifications shown in Figure D-7 and listed below present primary designations and are applied to lands that are owned by the state but not part of the Haines State Forest or State Parks systems.</i>	
<b>Habitat</b>	This designation applies to areas of varied size for fish and wildlife species during a sensitive life-history stage where alteration of the habitat or human disturbance could result in a permanent loss of a population or sustained yield of a species.
<b>Public Recreation and Tourism - Undeveloped</b>	This designation applies to those areas that offer or have a high potential for dispersed recreation or tourism and where desirable recreation conditions are scattered or widespread rather than localized. Developed facilities are generally not necessary other than trails, trail signs, primitive campsites, and other minor improvements.
<b>Public Facilities - Retain</b>	These sites are reserved for a specific infrastructure to serve state interests. These units are classified Reserved Use Land and are not selectable by municipalities under state law.
<b>Public Facilities - Transfer</b>	These sites are reserved for a specific infrastructure to serve the public at large. These sites will be classified Resource Management so that a non-state charitable or public entity can acquire the site and develop or operate it consistent with the purposes outlined in the plan.
<b>General Use</b>	Land that contains one or more resource values, none of which is of sufficiently high value to merit designation as a primary use, or, because of the size of the parcel, a variety of uses can be accommodated with appropriate siting and design considerations. General use may also apply where there is a lack of resource, economic, or other information with which to assign a specific land use designation, and/or the lack of current demand implies that development is unlikely within the planning period.
<b>Special Use #106859</b>	The division designation of “special use lands” is for the protection of scenic, historic, archeological, scientific, biological, recreational, or other special resource values warranting additional protections or other special requirements. Special Use #106859 directs the State to maintain the use of the Flower Mountain area for use by the public and limit commercial recreation activities to small-scale commercial operations.
<b>Special Use #106929</b>	Special Use #106929 prevents commercial helicopter tours and heli-skiing landings within this zone. This designation does not affect commercial helicopter operations that are not 'Commercial Helicopter Tours' or 'Heli-skiing Operations'.

Sources: **Bureau of Land Management.** *Final Environmental Impact Statement for the Proposed Haines Amendment to the Ring of Fire Resource Management Plan*, 2019. **U.S. Forest Service.** *Tongass National Forest Land and Resource Management Plan*, 2016. **State of Alaska Parks & Preserve.** *Alaska State Park System: Statewide Framework*, 1982. *Chilkat Bald Eagle Preserve Management Plan*, 2002. **State of Alaska Haines State Forest.** *Haines State Forest Management Plan*, 2002. **State of Alaska DNR Surface Classification.** *Northern Southeast Area Plan*, 2002.

## Physical Character – Opportunities and Constraints for Development

Figure D-9 shows the townsite’s topography, wetlands, and other physical constraints such as the Alaska Department of Environmental Conservation’s designated contaminated sites, the Alaska Department of Fish and Game’s designated anadromous (salmon) streams, and the tsunami inundation area. The figure is part of the Environmental Constraints Overlay that accompanies the draft FLUM, which is intended to feature areas where future development may be restricted or prohibited.

Figure D-9: Environmental Constraints Overlay – Townsite



Sources: Alaska Department of Environmental Conservation Contaminated Sites Program, 2023; U.S. Geological Survey, 2023; Alaska Division of Geological & Geophysical Surveys, 2018; Alaska Department of Fish and Game, Alaska Waters Catalog, 2023; U.S. Fish and Wildlife National Wetlands Inventory, 2023.

The Environmental Constraints Overlay does not include detailed analysis of hazard areas noted in the 2022 Hazard Mitigation Plan. Additionally, data for landslide hazard areas is not available, but is expected to be published by the Alaska Department of Natural Resources Division of Geological & Geophysical Surveys at the end of 2024<sup>11</sup>. This Plan recommends updating the

<sup>11</sup> See Alaska DNR project website for more information about the Alaska Landslide Hazards Program: <https://dggs.alaska.gov/pubs/project/1654>



2022 Hazard Mitigation Plan with landslide data as soon as the information is published (see Strategy #6).

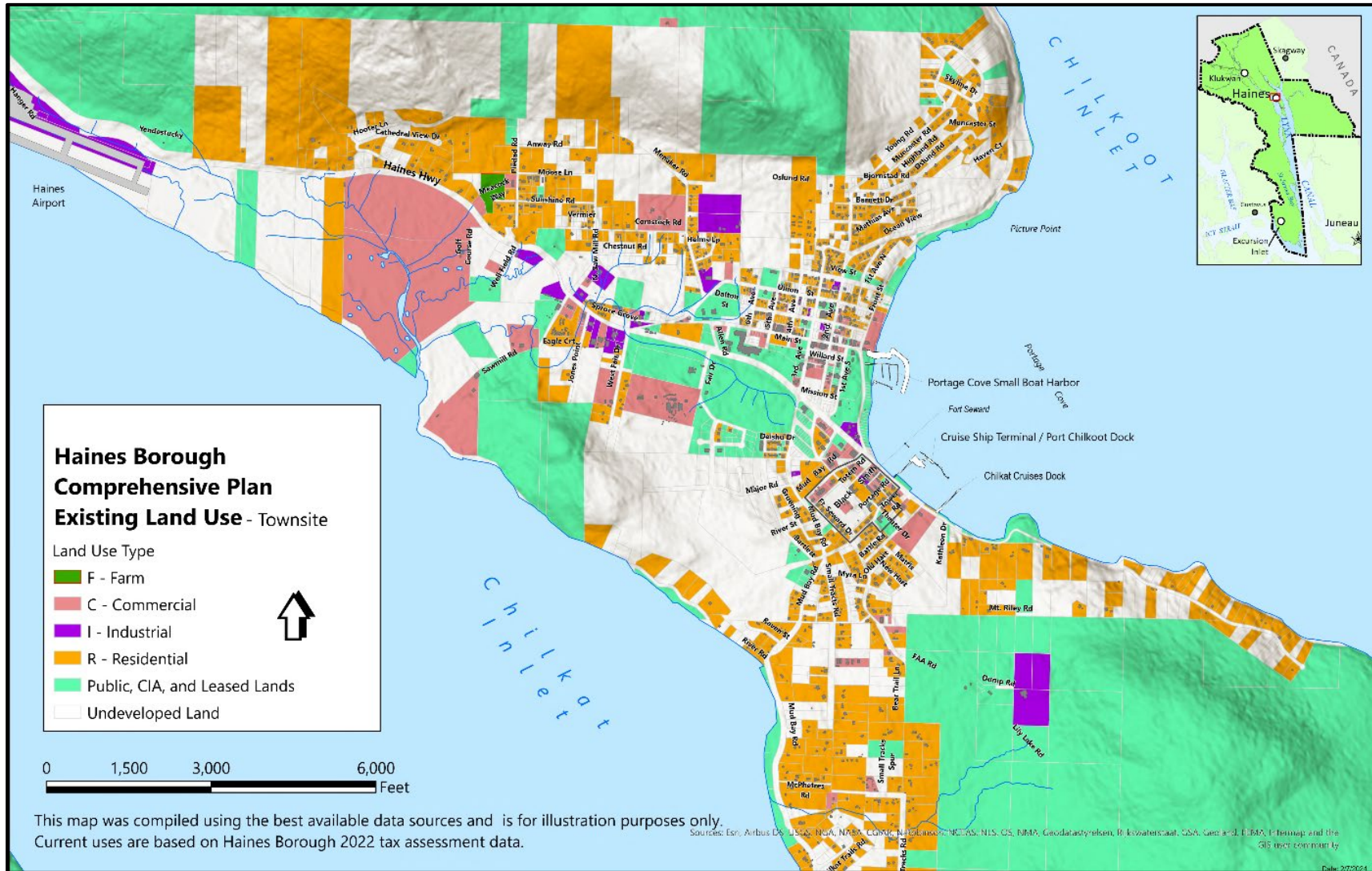
For more information about the environment of the Haines Borough, including climate, geology, soils, watersheds, geohazards, habitat, or wildlife, refer to the 2012 Comprehensive Plan, pages 15-23 and the 2022 Hazard Mitigation Plan.

## Land Use Today

Figure D-10 provides a rough snapshot of current land use in the townsite, as designated by 2023 Haines Borough tax assessment data. Major types and locations of uses are summarized below:

- **Farm** – A property is assessed as farmland when the owner must be actively engaged in farming the land and derive at least 10 percent of yearly gross income from the land. Farmland in the townsite is concentrated in the Meacock and Anway subdivisions.
- **Commercial** – These properties are primarily concentrated within the townsite. Other commercial properties exist in Upper Chilkat Valley, such as Mile 33 Roadhouse, and Commercial properties may include non-commercial uses, such as apartments, but have a primary income generation component. For the purposes of this land use analysis, apartment buildings are included in the *Residential* category.
- **Industrial** – Industrial properties are interspersed in the townsite and concentrated along portions of Upper Chilkat Valley (mining and aviation-related properties). Industrial properties also include the airport and Lutak Dock.
- **Residential** – Residential properties include single unit housing, trailer parks, and multi-unit apartment buildings and are located throughout the borough.
- **Public, Chilkoot Indian Association, and Leased Lands** – Properties in this category include all publicly owned land or non-taxable land. Most properties in the borough fall under this category.
- **Undeveloped Land** – Most privately-owned (taxable) properties in the borough are undeveloped.

Figure D-10 Existing Land Use – Townsite



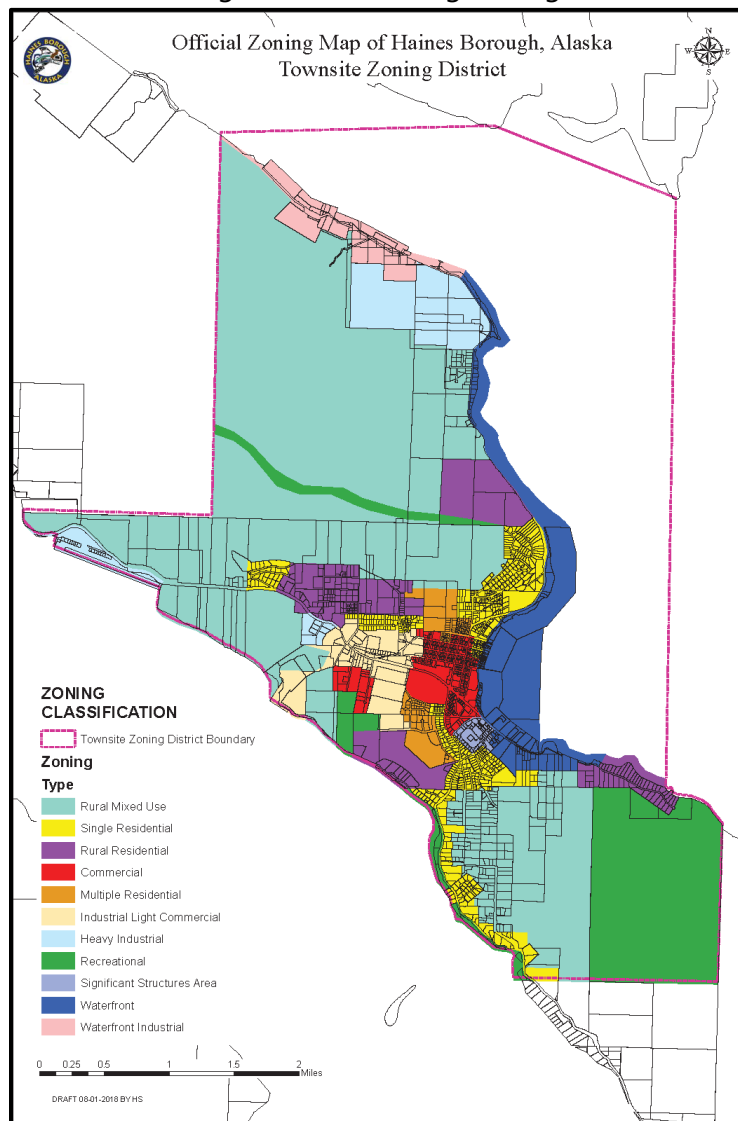
Source: Haines Borough Tax Assessment Data, 2022.

## Existing Zoning

Figure D-11 shows current zoning in the borough. The borough has a long-established zoning code, presented in Chapter 18 of Borough Code. The code establishes basic rules for uses in each of these zones, including permitted uses, conditional uses, and development criteria.

The existing zoning code has several inconsistencies, dated material and omissions that should be addressed in an update to the code. In addition to the policy recommendations in the core plan, this appendix offers specific areas where revisions to the borough's zoning code could better guide future land use to meet community needs.

Figure D-11: Existing Zoning



Source: Official Haines Borough Zoning Map for Townsite Zoning District, updated via Ord. 18-08-505.

# Additional Details and Example Actions to Implement Plan Strategies

This section shares background and suggestions to implement land use strategies in the Core Plan. The strategies and example action items referenced here match the numbers and letters in the main body of the plan.

**Strategy #1: Implement a future land use map that guides future decisions about land use and growth.**

A. Additional Details for Future Land Use Designations

Figure D-12: Table of FLUM Designation Additional Details

Land Use Category	Additional Details
Rural Residential	This designation also applies to agriculture uses.
Commercial	Other examples of uses that might be applied to this designation are banking and personal services, visitor or hospitality services, public and institutional facilities, entertainment facilities, government offices, medical facilities, churches, food carts, or enclosed repair services. Some light industrial or mixed-use residential uses are typically allowed in commercial areas under certain conditions.
Industrial	Like the 2012 Plan, this designation is intended for both light and heavy industrial uses, which are typically determined and distinguished in borough code during a zoning revision phase.
Developed Open Space / Park	This designation applies to borough-owned <i>developed</i> properties that are maintained for parks, campgrounds, cemeteries, or indoor recreation,
Open Space / Natural Area	This designation applies to borough-owned or privately-owned properties to remain in a natural state due to conservation value, hazard potential, or because they lack facilities necessary for development.
Public Multi-Use	Unlike the 2012 Plan, this plan combines all public management land use designations under the <i>Public Multi-Use</i> designation and uses a Public Management Areas Overlay to display the 25+ land classifications used by public managers. The intent of this designation is to recognize the public land management policies that may impact the application of local zoning. All areas managed by public entities are included in this designation, except for University Trust lands because they are not in the public domain and, as previously noted, University representatives are interested in suggested land use designations from the Haines community.
River Corridor	The intent of this designation is not to supersede state regulations for riparian uses; rather, it is to encourage river and stream setbacks and retention of riparian vegetation on private development and to ensure proposed adjacent uses do not have significant impacts on watershed quality. For more information about how this designation can be applied, see the 2019 Salcha-Badger Road Area Plan.

**Strategy #2: Update and improve the borough’s Title 18 Land Use and Development code and better respond to existing and future issues and opportunities.**

*Specific implementation suggestions for “action e” include:*

- A. Model criteria for heliports and air parks. *See Strategy #7e.*
- B. Model criteria for neighborhood sawmills.

Some sawmills exist in the borough within Rural Residential or Rural Mixed Use neighborhoods as part of cottage industries, small commercial operations, or personal use. If conflict around the use is anticipated, the Borough could adopt policies to define the terms of use. Code comparisons for sawmills are presented below.

Figure D-13. Code Comparison Table for Sawmill Zoning

Community	Code	Description
<b>Fairbanks</b>	18.28.020	Allows personal sawmills by-right in rural and agriculture districts; commercial sawmills are conditional.
<b>Ketchikan</b>	18.50.010	Limits standalone sawmills to 75 horsepower or less as a condition of approval in some zones. Lumps some sawmill use under “natural resource processing,” which is conditional in any residential zone. Personal use sawmills allowed by-right as long as wood is from owner property.
<b>Sampson County, North Carolina</b>	Zoning Ord., Chapter 15 <sup>12</sup>	Establishes specific use requirements for commercial sawmills in any zone.

*Specific implementation suggestions for “action k” include:*

- C. There are several ways that Haines could increase housing capacity through zoning code revisions. Some options might be a better fit for Haines than others. Possibilities are presented in Figure D-14 for the community to consider during a code revision process and further public involvement.

<sup>12</sup> Sampson County Zoning Ordinance, Chapter 15, 2023.

[https://cms4files.revize.com/sampsoncounty/document\\_center/planning/2023/Zoning%20Ordinance%20Jan2023.pdf](https://cms4files.revize.com/sampsoncounty/document_center/planning/2023/Zoning%20Ordinance%20Jan2023.pdf)

Figure D-14: Menu of Options | Zoning Code for Housing Capacity<sup>13</sup>

Option	Description
Reduced Lot Size Minimums	Haines has a relatively high minimum lot size (10,000 sf) compared to other Alaskan communities (Sitka, Ketchikan, Juneau, Fairbanks, Kenai). While smaller lot sizes in some areas of the Borough may not be possible, Haines could consider reducing minimum lot sizes in some neighborhoods, especially where public utilities are present, which would make lots more affordable.
Reduced Minimum Parking Requirements	Borough Code requires two parking spaces per unit. Reducing or eliminating parking requirements for some residential properties in Haines can lower development costs and free up land for additional housing. Note that eliminating minimum parking requirements does not eliminate parking – it simply allows developers and residents to make their own choices about parking needs.
Allowance of Multiple Housing Types in Residential Zones (Other than Multi-Residential Zones)	Haines already allows accessory dwelling units (ADUs) in most residential zones. Where utilities are present, allowing other varied housing types in residential zones, such as duplexes, tiny houses, townhouses, or cottage clusters, can increase affordable housing options. Communities that do this: Kenai, Petersburg, Sitka, Juneau, Ketchikan, Fairbanks, Valdez.
Model Code for ADUs	Relaxing standards for ADUs can make them more attainable for residents. These can include (1) increasing the maximum sf or floor area or basing it on a percentage of the primary dwelling’s floor area; (2) reducing or eliminating minimum parking requirements; (3) allowing ADUs to be detached from the primary dwelling; (4) increasing the maximum lot coverage; or (5) allowing two accessory dwelling units on lots that meet certain criteria.

In addition to housing-specific code reform, other code may present barriers to increasing affordable housing stock, such as subjective or confusing development code, or lengthy permitting processes.

<sup>13</sup> Considering the borough’s specific requirements for snow storage on lots, it may be unlikely that lot size reduction and reduced minimum parking standards could be applied collaterally.

**Strategy #3: Coordinate with Tribal and Public Partners to improve land use processes and create development opportunities throughout the borough.**

*Specific implementation suggestions for “action a” include:*

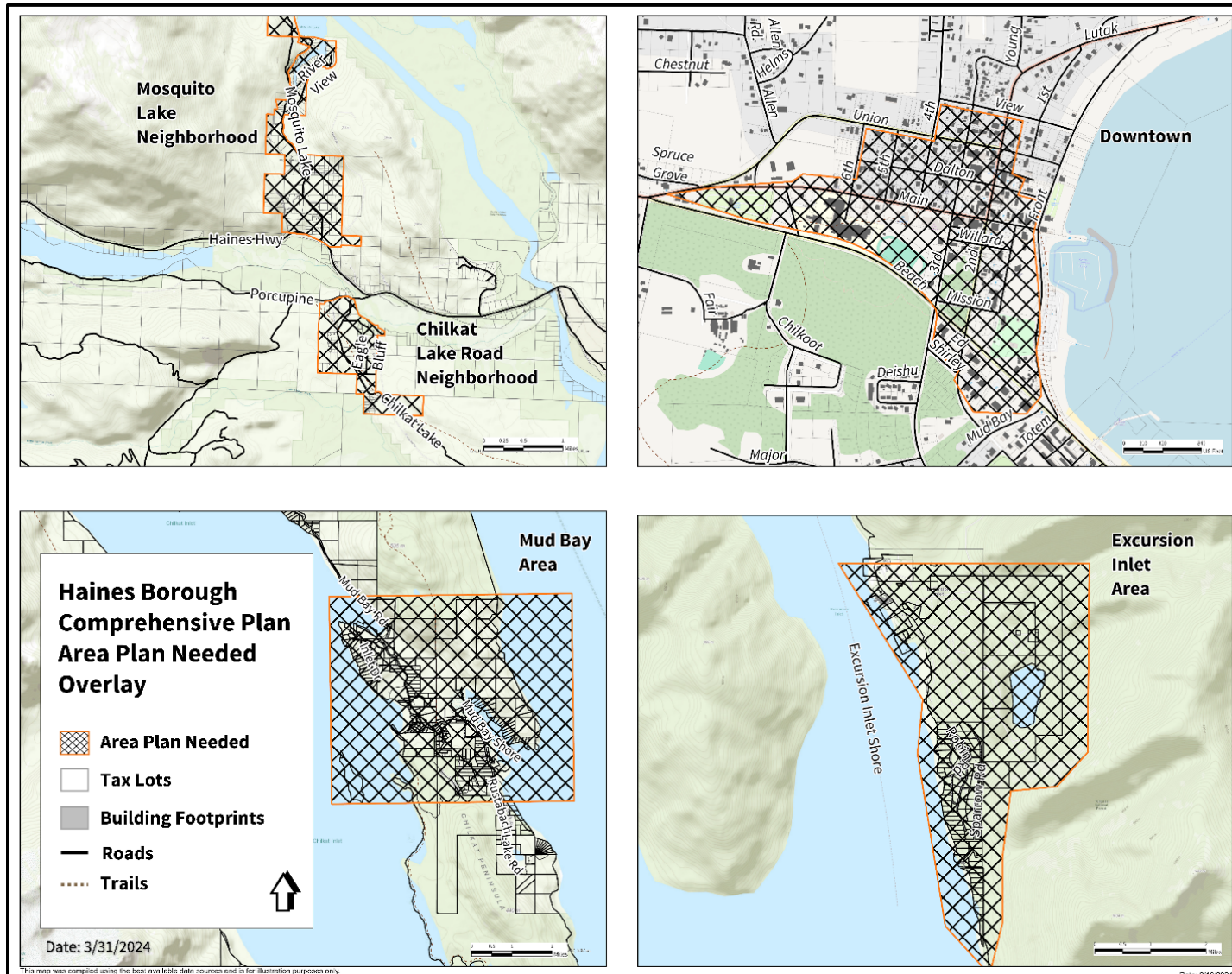
- A. See specific implementation suggestions for Strategy 6b.

**Strategy #4: Develop Area-Specific Plans that will guide future growth while maintaining small town character.**

*Specific implementation suggestions for “action a” include:*

- A. Figure D-15 displays the Area Plan Needed Overlay that accompanies the FLUM. These are areas that have a base designation in the FLUM but may require further public engagement and planning to determine the best future use and related code to achieve that status due to their unique character. The City and Borough of Juneau provides helpful/comparable examples of area plans for neighborhoods (see Lemon Creek Area Plan, Auke Bay Area Plan, or West Juneau Area Plan), while the Fairbanks North Star Borough provides an example for remote communities (see Salcha-Badger Road Area Plan).

Figure D-15: Area Plan Needed Overlay



Sources: Haines Borough Tax Parcels, 2022; Haines Borough Geodatabase, 2023.



Specific implementation suggestions for “action b” include:

B. A Downtown Plan should:

- Incorporate a master trails plan and lands suitability plan.
- Create a unified vision for borough-owned vacant properties near Third Avenue and Main Street.
- Use placemaking and development incentives for Main Street.
- Provide multi-modal connections to retail hotspots and services.
- Address constraints to downtown development and redevelopment.
- Improve wayfinding through a uniform design.

**Strategy #5: Maintain and increase access to recreation opportunities for residents of all abilities and all user groups.**

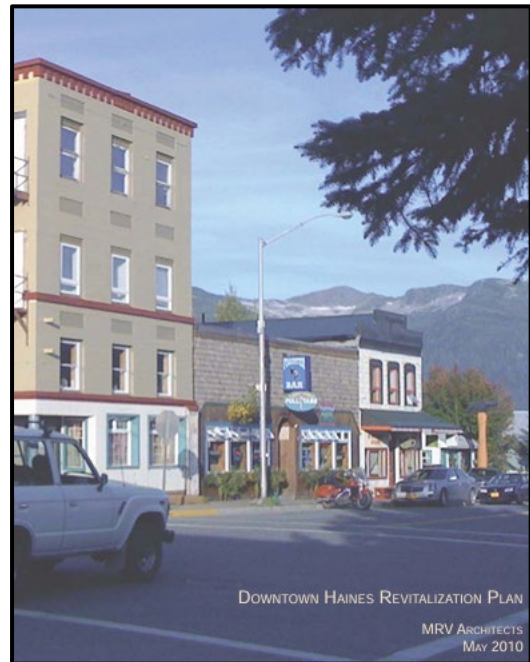
*No details or background information added.*

**Strategy #6: Revise the 2022 Hazard Mitigation Plan and develop/ implement a Regional Climate Adaptation Plan.**

*Specific implementation suggestions for “action b” include:*

- A. (Cross reference with Strategy 3a.) In 2023, the Chilkat Indian Village (CIV) completed a Climate Resilience Plan<sup>14</sup>. In 2023 and 2024, the Chilkoot Indian Association (CIA) was awarded funding from the Bureau of Indian Affairs to develop a Climate Adaptation Plan<sup>15</sup>. The plan will identify areas of traditional life and infrastructure that are most vulnerable to climate change and develop adaptation strategies to foster climate resilience for the Chilkoot. CIV and CIA’s efforts present a potential opportunity for the Haines Borough to partner with Tribal entities to develop a multijurisdictional plan that would collectively address landscape changes associated with climate change, such as

Figure D-16: Cover of the 2010 Downtown Haines Revitalization Plan



Note: The 2012 Haines Comprehensive Plan includes several strategies and actions from the 2010 downtown revitalization plan. Some of these actions helped improve wayfinding and beautification in downtown Haines, but most actions were never completed.

<sup>14</sup> Chilkat Indian Village Tlákw aan (Klukwan), Southeast Alaska Environmental Department. *Resilience Planning for Tlákw aan (Klukwan)*, 2023.

<sup>15</sup> Bureau of Indian Affairs Branch of Tribal Climate Resilience FY 2023 Annual Awards Summary, Updated March 13, 2024 ([https://www.bia.gov/sites/default/files/media\\_document/2023\\_annual\\_awards\\_summary.pdf](https://www.bia.gov/sites/default/files/media_document/2023_annual_awards_summary.pdf)).

intense precipitation events, snowpack loss, and mass wasting (landslides). Examples of adaptation plans or action plans in other communities include:

- Chugach Regional Resources Commission Climate Adaptation Planning Project (Ongoing)
- 2018 Central Council of the Tlingit & Haida Indian Tribes of Alaska Climate Change Adaptation Plan
- 2011 City and Borough of Juneau Climate Action and Implementation Plan
- 2010 Sitka Climate Action Plan
- 2007 Homer Climate Action Plan

**Strategy #7: Develop and apply land use policy tools that will promote economic development, create housing, and protect the natural environment.**

*Specific implementation suggestions for "action a" include:*

A. Lands suitability planning or analyses can provide streamlined decision-making for several land use actions, including area planning, site-specific planning, rezones, borough land sales, and land and facilities management. Suitability analyses can help determine areas that are least capable for development to most capable and incorporate several environmental factors that affect development, including:

- |                   |                            |                          |
|-------------------|----------------------------|--------------------------|
| ○ Elevation       | ○ Hazard potential         | ○ Accessibility (walking |
| ○ Slope           | (wildfire, slides,         | distances to core        |
| ○ Hydric soils    | tsunami inundation,        | services, road           |
| ○ Wetland types   | etc.)                      | conditions and           |
| ○ Land cover      | ○ Critical habitat buffers | transportation           |
| ○ Solar aspect    | ○ Utility availability     | networks)                |
| ○ Soil subsidence | (current and near-term     | ○ Vacant land to         |
| ○ Flood zones     | expansion).                | developed land ratios    |

Most data can be compiled from publicly available datasets. A suitability analysis assigns values, or a set of weighted criteria based on the desired conditions of a site using spatial analysis tools. The Fairbanks North Star Borough utilized lands suitability analysis during its last comprehensive plan update.

*Specific implementation suggestions for "action e" include:*

B. Create special use standards for aviation uses (such as air parks and heliports) in rural areas. Base standards on a clear set of parameters, such as acceptable noise levels, lot size minimums, and specific distance requirements from residential areas. Possibilities are presented in Figure D-17 for the community to consider during a code revision process and further public involvement. A comparison of other communities' land use code for aviation uses outside of airport zones is also included in Figure D-18.

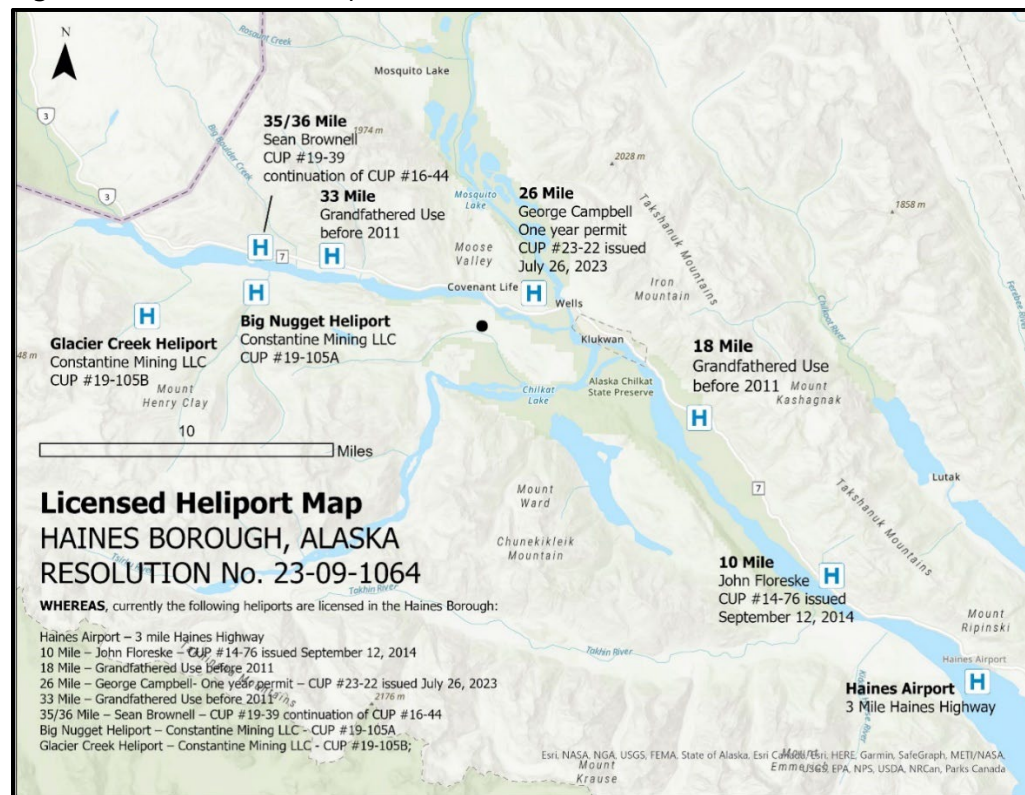
Figure D-17: Menu of Options | Aviation Use Regulations Outside of Airport Zones

Option	Description
No Action	<p>Heliports are allowed by-right in heavy industrial zones and allowed under the provisions of a conditional use permit in the General Use zone (Upper Chilkat Valley), the Rural Mixed Use zone, and the Industrial/Light/Commercial zone. Other aviation uses (E.g. air parks) are allowed by-right in the General Use zone. No special use standards exist for heliports.</p>
Moratorium or Prohibition	<p>As considered in 2023 and 2024 under draft resolution 23-09-1064, the Borough could prohibit new permits for heliports within a 10-mile radius (see Figure D-19), or it could be based on other terms, such as time or specific period (e.g., for X number of years). The borough could also choose to prohibit heliports outright in the General Use zone as it has done for other zones. Some existing grandfathered heliports would not be impacted by either option unless the uses were discontinued or destroyed (see non-conforming uses in Haines Borough Code). Some existing heliports that have term limits would expire and be discontinued.</p>
Special Use Permit	<p>A special use permit for land use is processed by an administrative body (staff) under a clear set of standards that have been pre-determined through robust public engagement. Clear standards for heliports could include:</p> <ul style="list-style-type: none"> <li>• Noise restrictions – See requirements for shooting ranges.</li> <li>• Takeoff/Landing restrictions – Reducing the number of flights per day/week/month.</li> <li>• Temporal restrictions of operation – Limiting hours/days/seasons of operation.</li> <li>• Buffers – Establishing certain setback limits from residential or other uses, like establishing minimum lot size, vegetation buffers, or specified distances between a heliport and a residential zone.</li> </ul> <p>If a proposal cannot meet standards, it would be denied. If the terms of the permit were violated, the permit would be revoked.</p>
Special Use Permit Variations	<p>The Borough could set terms of a special use permit that would prompt the need for conditional use review (e.g., a heliport proposal where the development’s setback is 3,000 feet from a residential zone instead of 5,000 feet would require planning commission approval). Alternatively, the Borough could set special criteria for aviation uses as part of the conditional review process.</p>
Designation of rural aviation zones	<p>Setting aside specific areas for aviation or industrial uses within the Upper Chilkat Valley may help decrease instances of land use incompatibility and conflict. Establishing zones for by-right aviation uses also alerts residents or prospective home buyers that the area may be impacted by aircraft noise.</p>

Figure D-18: Community Comparison | Aviation Use Regulations Outside of Airport Zones

Community	Regulation Description
City and Borough of Juneau	Most aviation uses are located within the airport zone, though one commercial tour heliports are located in light industrial zones near rural residential neighborhoods or state parks. There are no specific use restrictions for heliports in borough code. A helicopter noise study was commissioned in 2017 to recommend certain designated heliport areas based on acceptable noise levels.
Fairbanks North Star Borough	Aviation uses outside of airport zones or the military airport zone are either in industrial zones, rural residential zones, or general use zones. There are no specific use standards or restrictions for heliports or air parks. The <i>Military Noise</i> overlay designation exists in some neighborhoods, which is intended to encourage land use compatibility with aviation uses and provide notice to landowners that properties may be impacted by military aircraft and arms noise.
City of Valdez	The City of Valdez provides specific use standards for helipads in Chapter 17.08 of municipal code. Use standards pertain to noise restrictions, potential helicopter landing restrictions, and additional public notice.

Figure D-19: Licensed Heliport Areas



Source: Haines Borough Planning Commission Packet, February 8, 2024.

Specific implementation suggestions for “action f” include:

- C. Possible factors for high agriculture potential include soil type (area soils along stream terraces have generally fertile soils due years of nutrient-rich river deposition), large lot acreages, access to transportation and markets, proximity to other farms, low slopes, relatively favorable microclimate conditions and adequate distance from anadromous streams. Figure D-20 displays the Agriculture Potential Overlay to accompany the FLUM. The overlay was largely informed by public input and does not include extensive analysis as described above. However, all areas are near stream terraces and have relatively low slope. More areas may be identified and added to the overlay after further analysis.

Figure D-20: Agriculture Potential Overlay - Highway

