

**VILLAGE OF CHIGNIK LAGOON:
STRATEGIC COMMUNITY DEVELOPMENT PLAN**



Chignik Lagoon, Alaska

Prepared by

Chignik Lagoon Village Council
Chignik Lagoon, Alaska

In consultation with
A. N. Gottschalk & Associates

September, 2004

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INTRODUCTION

The Chignik Lagoon Village Council developed this strategic community development plan with A. N. Gottschalk and Associates. The Council intends to use this strategic plan as a guide to advocate and promote orderly and sustainable social and economic development within the greater area of the Village of Chignik Lagoon, including those lands selected by the Chignik Lagoon Native Corporation pursuant to the Alaska Native Claims Settlement Act of 1971 (ANCSA). It is the desire of the Chignik Lagoon Village Council to work with the Chignik Lagoon Native Corporation and the Bristol Bay Native Corporation to promote the social and economic wellbeing of the greater Village of Chignik Lagoon, as there is a special relationship between the Village of Chignik Lagoon, the Chignik Lagoon Native Corporation, and the Bristol Bay Native Corporation as evidenced by the Congressional findings and declaration of ANCSA.¹ The major distinction between the Chignik Lagoon Village Council and the Chignik Lagoon Native Corporation is this: the Chignik Lagoon Village Council is a federally recognized tribal government, and the Chignik Lagoon Native Corporation is a federally sanctioned village corporation organized under the laws of the State of Alaska pursuant to ANCSA. The Chignik Lagoon Village Council, the Chignik Lagoon Native Corporation, and the Bristol Bay Native Corporation each have a unique capacity complementary to the other two organizations.

This strategic plan presents the Council's goals and objectives and makes recommendations to accomplish them. The Chignik Lagoon Village Council intends to use this plan—including the amendments to it that naturally will result through community development and social change—to inform federal, state, and regional governmental agencies of its plans and desires regarding the Village of Chignik Lagoon.

A dynamic, community development planning process consists of three phases: planning, implementation, and evaluation. A strategic plan is developed, implemented, and evaluated based on criterion selected to gauge the progress being made toward the established goals adopted in the plan. Problems impeding the realization of this plan will be examined and strategies will be devised to overcome obstacles to the general betterment of the community. This plan is a dynamic tool: it must be revisited and re-evaluated periodically; and, when necessary, it must be amended to reflect the Council's goals and objectives as times and circumstances change, thus insuring that it continues to serve its purpose as a practical tool.

The Council will continue to seek contributions from organizations—public and private—that have interest in the greater community of Chignik Lagoon as it develops socially and economically.

COMMUNITY GOVERNANCE

The Village of Chignik Lagoon is a federally recognized tribe. The Chignik Lagoon Village Council is the constitutional governing body for the Village of Chignik Lagoon. The Council is the only governing body within the village. The Constitution and Bylaws of the Village of Chignik Lagoon were formally adopted on January 25, 1963.

Section 2 of Article IV, and Sections 1 and 2 of Article V of the Constitution of the Village of Chignik Lagoon empower the Council to represent the village in all its undertakings and to do all things for the common good of the people of Chignik Lagoon, subject only to federal and state laws.

The Council, by constitutional provision, opted to develop the following strategic community development plan. The Chignik Lagoon Village Council anticipates—and hopes—that the following plan will be evaluated and changed by succeeding Councils as times and circumstances require, to promote the common good of the people of the Village of Chignik Lagoon.

COMMUNITY SUMMARY

LOCATION AND CLIMATE

The Village of Chignik Lagoon is located on the Pacific side of the Alaska Peninsula and lies along the Aleutian Range at approximately 56° 18' North Latitude, 158° 32' West Longitude (North American Datum of 1927). The village is approximately 450 miles southwest of Anchorage and approximately 178 miles S 24° W from King Salmon. Chignik Lagoon is roughly 5 miles N 77° W from Chignik, 9 miles N 67° E from Chignik Lake, and 68 miles S 7° E from Meshik-Port Heiden. The village lies within Sections 5, 7, and 8 of Township 45 South, Range 59 West, Seward Meridian. The Village of Chignik Lagoon is within the Lake and Peninsula Borough and is within the Aleutian Islands Recording District for the State of Alaska. Chignik Lagoon is within the regional boundaries of the Bristol Bay Native Corporation. The village enjoys a maritime climate and is free of permafrost. Cloud cover and winds are prevalent during winter months. Summer temperatures (Fahrenheit) generally range between 39 and 60 degrees; winter temperatures (Fahrenheit) generally range between 21 and 36 degrees. Precipitation averages 127 inches annually, including 58 inches of snowfall.

ECONOMIC HISTORY AND DEMOGRAPHICS

Salmon Industry and Coal Mining. Recent history of the Chignik area begins with the arrival of the salmon industry in 1888. Twenty-one years following the conclusion of the Treaty of Cession of March 30, 1867, and only five years following the Organic Act of

1884, the Fisherman's Packing Company of Oregon set up a salmon saltery at Chignik Bay. In 1889, two commercial salmon canneries were built at Chignik Lagoon and, as depicted on the plat of U.S. Survey 96—surveyed in July 1893 by Clinton Gurnee, Jr.—for the Chignik Bay Packing Company, three canneries were located within the immediate area of the present-day Alaska Packers Subdivision within the Village of Chignik Lagoon. As Orville T. Porter, U. S. Marshall, ex-officio Surveyor General for the District of Alaska, stated on the U. S. Survey 96 plat:

I further certify that the value of the improvements made upon said claim by the claimant or its grantors is of the value of 100,000⁰⁰ dollars, and that said improvements consist of three Canneries with machinery, Lodging houses, Dwellings, Chinahouses and other buildings.

This parcel was later acquired by Alaska Packers Association; it is here that Alaska Packers developed and operated its Chignik Lagoon salmon cannery.

The early land entries within the vicinity of Chignik Lagoon show the extent of the commercial salmon fishery in the area. Numerous land entries were made through Soldiers' Additional Homestead Claims under the Act of Congress approved May 14, 1898, as amended March 3, 1903. Claims were made by Sledge Fishing and Mining Company, Moosehead Fishing and Mining Company, Iceberg Fishing and Mining Company, Northwestern Fisheries Company, Pacific American Fisheries, Columbia River Packers Association, and Alaska Packers Association. Personal homestead claims were also made through the Act of May 14, 1898, as amended: these claims were surveyed and patented; many of these homesteads were later re-conveyed to area salmon processors, most notably to Alaska Packers Association.

In 1885, three years before Fisherman's Packing Company opened its saltry at Chignik, coal was discovered along the Chignik River. In 1893, Alaska Packers Association opened the Chignik River Mine and started producing coal for its Chignik Lagoon cannery and its steamers. In 1911, Alaska Packers Association closed the Chignik River Mine and started hauling fuel for its Chignik Lagoon cannery from San Francisco, California. Also in 1893, Alaska Mining and Development Company opened a coal mine at Anchorage Bay near Chignik Lagoon. In 1908, Alaska Peninsula Mining and Trading Company opened a coal mine at Hook Bay. In 1910, Thompson Valley Coal Company opened a coal mine within the Thompson Valley and McKinsey Valley area in Sections 8 and 9 of Township 43 South, Range 58 West, Seward Meridian. The Thompson Valley Coal Company developed three mines within the area of U. S. Coal Survey 450.

Overall, within the Chignik Bay and Hook Bay area, coal was mined along Chignik River, Whalers Creek, Thompson Creek, and Hook Creek. The site of the Chignik River fish weir is where Alaska Packers Association developed its Chignik River Mine; this site and the site where the Whalers Creek mine was located lie within the lands selected by Chignik Lagoon Native Corporation.

The quality and quantity of coal within the Whalers Creek area prompted Mr. Russell S. Knappen to make the following comment in his U.S.G.S. report *Geology and Mineral Resources of the Aniakchak District , Alaska*:

Although faults have disturbed the coal somewhat, there appears to be a very considerable body of good coal available. The location of this coal favors shipment on small boats down Chignik Lagoon or by rail. A railway might be built across Chignik River a short distance above the mouth and thence across a lowland area to the head of Kuiukta Bay, where excellent harbor facilities are reported. The distance from Whalers Creek to the head of Kuiukta Bay by the proposed railway route is about 5 miles.²

Regarding the quality and quantity of coal within the Thompson Creek area, Mr. Knappen commented:

A large body of good coal is available at this locality. The conditions for mining are favorable, and the space at the base of the bluff is ample for mine buildings and mine bunkers. The chief difficulty in the way of exploiting this coal is in making arrangements for shipping. The beach at the mouth of Thompson Valley is exposed to the severe storms from the Pacific Ocean. A railway from the valley to Chignik Lagoon could be easily built, for the route would be over a lowland area and not more than 9 miles in length. The conditions in Chignik Lagoon, however, are not favorable for loading large ocean-going vessels. Hence it would probably be necessary to continue the railway along the northwest shore of the lagoon and then by the same route as that from Whalers Creek to the head of Kuiukta Bay, as already described.³

Many changes have occurred in the commercial salmon fishery since the end of the 1800s. Commercial fish traps that once operated from Aniakchak Bay to Chignik Bay were outlawed in 1959 when Alaska became a state, and the processing plants have changed hands several times over. The canneries in Chignik Lagoon have closed years ago; and, now, with the consolidation of the two processing plants in Chignik, only one plant remains in operation within the area.

The limited coal mining that once occurred in the Chignik area has also ceased. The area coalfields were never fully developed, nor was a port facility built in Kuiukta Bay.

The Chignik commercial salmon fishery has generated many millions of dollars since the end of the 19th century, and some of the residents have seen substantial changes in area salmon management, processing, and marketing over the past 50 years—including the use and outlawing of salmon traps, the enactment of the state's fisheries limited entry law, flash freezers, and the emergence of pen-raised salmon coming to dominate the salmon market. The Alaska share of world salmon production fell from more than 40 percent to less than 20 percent because farmed salmon from Canada, Chile, Norway, and Scotland captured much of the Japanese market that was formerly

dominated by Alaska wild salmon. The Village of Chignik Lagoon is aware of the advances that aquaculture has made into the raising of halibut and sablefish (black cod), and the local halibut and black cod fishermen are trying to anticipate the shifts that this emerging industry will create in these markets.

Alaska Native Claims Settlement Act of 1971 (ANCSA). More recent economic history within the area is dominated by the passage of the ANCSA. ANCSA was enacted by the U. S. Congress to settle the long-standing land claims made by Alaska Natives. Pursuant to ANCSA, the Village of Chignik Lagoon organized the Chignik Lagoon Native Corporation under the laws of the State of Alaska. Under ANCSA, Chignik Lagoon Native Corporation was entitled to select 92,160 acres of land. The land selections that were subsequently made by the village corporation include coal-bearing land and potential port sites within Kuiu Bay—the bay discussed in various U.S.G.S. reports as a natural harbor within which to develop a port to ship Chignik coal to market. The corporation land selections also include the Metrofania Valley that runs from the head of Portage Bay (at the head of Kuiu Bay) north for approximately four miles to Chignik Lagoon. The village corporation’s land holdings also include river frontage on either side of the Chignik River (including the coal mine that was developed by Alaska Packers Association) and water frontage on Chignik Lagoon, Mallard Duck Bay, and Windy Bay. The village corporation also owns Chignik Island—with the exception of two small, patented parcels of land on the island—a large island situated within Chignik Lagoon.

Under ANCSA, the Chignik Lagoon Native Corporation receives patent to the surface estate of its land selections, and the Bristol Bay Native Corporation—the regional Native corporation—receives patent to the subsurface estate of the village lands. Development of the Chignik coalfields would take cooperation between the Chignik Lagoon Village Council, the Chignik Lagoon Native Corporation, the Bristol Bay Native Corporation, the federal and state regulatory agencies, and the Lake and Peninsula Borough.

All ANCSA 14(c) requirements of the Chignik Lagoon Native Corporation have been met.⁴

Historical Economic Base. Historically, the economy of Chignik Lagoon has been dependent upon the commercial salmon fishery and upon the subsistence harvest of fish and game. Every family in Chignik Lagoon is reliant upon the commercial salmon fishery; this fishery is the financial base of the community. When the salmon runs proved weak, and the commercial harvests proved poor, the residents of Chignik Lagoon have turned to the natural “non-commercial” bounty of the land and sea to seek foods such as clams, shrimp, crab, halibut, silver salmon, cod, octopus, moose and caribou, and wild berries. When “called upon,” the natural, non-commercial food sources within the area have always provided sustenance for the people of the Chignik communities.

The economy of Chignik Lagoon is mixed: the cash-based economy and the subsistence economy function side-by-side. Following lean commercial salmon seasons, however, the subsistence resources are relied upon to meet the basic food needs of the village residents.

Demographics. The 1990 U. S. Census reported the Chignik Lagoon population at 53 persons—56.6% Aleut and 43.4% Caucasian. The 2000 U. S. Census reported the Chignik Lagoon population at 103 persons—81.55% Alaska Native or American Indian, 11.65% Caucasian, and 6.80% other. In ten years, the village population of Chignik Lagoon increased by approximately 94%. The Village of Chignik Lagoon was the fastest growing community of the 17 communities within the Lake and Peninsula Borough for the period between 1990 and 2000. Overall, the general population of the Lake and Peninsula Borough grew by 9.29% between 1990 and 2000. In 1990, Chignik Lagoon had approximately 3.18% of the population of the Lake and Peninsula Borough; by 2000, the community grew to be 5.65% of the Borough's population.

Each year, the Village of Chignik Lagoon experiences an influx of fishermen during the commercial salmon season. The summer population of the village swells by roughly 200 persons. The 2000 U. S. Census reported that there were 68 total housing units in the community: 33 of the houses were occupied and 35 of the houses were vacant; of the 35 vacant units, 26 were used seasonally. Forty residents were employed and the unemployment rate at that time was 0%, although 47.37% of all adults were not in the work force. The reported median family income was \$99,054 and the reported per capita income was \$28,940. In addition, the census reported 1.8% of the village residents living below the poverty level.

The 2000 U. S. Census reported that Chignik Lagoon had 22 students—or approximately 5.3% of the Lake and Peninsula Borough School District's total student population of 418.

FACILITIES, UTILITIES, SCHOOLS, AND HEALTH CARE

The Chignik Lagoon Village Council operates a water and sewer system that services most of the residential homes in the community. The Council also operates and maintains a sanitary landfill that is located approximately one mile from the community near Rocky Point. The community's sewage lagoon is located next to its landfill at Rocky Point. Both the landfill and the sewage lagoon are accessed by a low-tide, beach access road.⁵ At times during the winter, when ice builds up within the lagoon, access to the landfill and sewage lagoon is impeded. The Council once operated an incinerator; the incinerator, however, is no longer in service. The Council services two large garbage dumpster to collect solid waste within the community.

The Chignik Lagoon Power Utility, which is owned by the Chignik Lagoon Village Council, supplies electricity to the community. The Council also operates and maintains a new bulk fuel facility.⁶

The Lake and Peninsula Borough School District operates a K-12 school in the village. The Bristol Bay Area Health Corporation operates and staffs a health clinic in Chignik Lagoon. Auxiliary health care is provided by the Chignik Lagoon First Responder Group.

TRANSPORTATION INFRASTRUCTURE

Chignik Lagoon has approximately seven miles of local roads and trails. The community has a state-owned and maintained airport that fails to meet Federal Aviation Administration airport standards. The airport is located within the Alaska Packers Subdivision.⁷

Recently, a low-tide, beach access road between the village and the community landfill and sewage lagoon was designed and built. The design and construction of the beach road, however, proved to be a failure; despite efforts of the Chignik Lagoon Village Council to maintain the access road, it has washed out at a creek crossing, and in several areas where concrete planks were laid on top the beach mud, many of the planks have sunk beneath the surface of the mud. (See endnote 5.)

CRITICAL ISSUES

The critical issues facing the Village of Chignik Lagoon are as follows:

AIRPORT HAZARD

One of the more critical issues facing the Village of Chignik Lagoon is airport safety. The state's earthen airfield in Chignik Lagoon is a public safety hazard. The airfield is located within the Alaska Packers Subdivision and has two 40-foot wide frontage access roads and a mid-field 50-foot wide right-of-way to provide vehicle access to seventeen lots in Blocks 5 through 7 of the subdivision.⁸ The proximity between the residential areas and the airport creates major airfield operational safety problems. The new turbine powered aircraft servicing the Chignik area are much quieter than the earlier piston powered aircraft that serviced the Chigniks for years, so the approach and presence of these quieter aircraft are hard to detect, especially when the winds mask the sound of the aircraft turning on base or final when the aircraft are generally at their quietest. Often local residents are on the mid-field crossing or on the frontage roads along the runway when they become aware of landing aircraft. Peninsula Airways, Inc., the community's primary air carrier, threatened the Council on April 28, 2004, that it might cease flight operations to Chignik Lagoon over airport safety related issues including vehicle traffic on the runway.⁹

Additionally, the proximity of the earthen airfield to the residential areas creates a dust

problem when the winds are blowing or when aircraft stir up dust during landings and takeoffs. Dust from the airfield is a local health problem, especially for the families with members who suffer from breathing ailments that are aggravated by airborne particulate matter.

The Chignik Lagoon airfield is obsolete, short, and fails to meet Federal Aviation Administration airport standards. The proximity of operating aircraft on the runway to the residential areas is a continual community safety hazard. The community needs access to a safe and reliable airport. The severe dust problem associated with the field must be resolved. For many years, the Chignik Lagoon Village Council has advocated for the development of a sub-regional airport in the Metrofania Valley near the community.

DEVELOPMENT AND DIVERSIFICATION OF THE LOCAL AND SUB-REGIONAL ECONOMIES OF THE CHIGNIK COMMUNITIES

Of critical importance to the Village of Chignik Lagoon is the diversification and strengthening of the local and sub-regional economies. The area sockeye salmon runs are unpredictable; the salmon markets fluctuate; and the price per pound to the fishermen varies depending on market and production factors. With only one salmon processing company now operating in the Chignik area, the fortunes of the community salmon fishermen depend greatly upon the financial and managerial stability of a single company. It is incumbent upon the community to diversify and strengthen its economy by expanding its economic base and developing its transportation infrastructure. The community must work to enhance the area to facilitate business development and to stimulate entrepreneurial enterprise if the Village of Chignik Lagoon is to secure its future as a vibrant community during the next five to ten years.

Also, of critical importance to the community of the Chignik Lagoon is the consolidation of sub-regional governmental services and facilities to ensure that Chignik Lagoon remains a dynamic community. With the rising costs of fuel for heat and transportation, the cost of living in rural Alaska is rising. For communities to remain healthy, those communities within close proximity of each other must work together to improve services through efficient delivery and cost reductions. Cost reductions realized through providing efficient governmental services within the Chignik area only can be realized by improved economies of scale accomplished through the development of sub-regional facilities such as a sub-regional airport, a multi-community landfill, a sub-regional electrical power generation and distribution system, an inter-community high school, a sub-regional medical facility, and sub-regional ports and fuel distribution systems, and most importantly, a sub-regional road system connecting the Chignik communities.

INTER-COMMUNITY TRANSPORTATION INFRASTRUCTURE DEVELOPMENT

Improving the economies of scale within the Chignik area is dependant upon the construction of an inter-community road system—the Chignik Intertie Road. The Chignik Intertie Road, advocated for years by the Chignik Lagoon Village Council, will permit the consolidation of services that can be better delivered on a sub-regional basis. A sub-regional road system in conjunction with the development of a sub-regional airport within Metrofania Valley will not only improve the economies of scale for commercial air services—both freight and passenger—but it would permit the closure of the unsafe and inadequate airfield within the Village of Chignik Lagoon.

INTRA-COMMUNITY TRANSPORTATION INFRASTRUCTURE DEVELOPMENT

Of critical importance to the Village of Chignik Lagoon is the reconstruction of existing roadways within the community. Stream and coastal erosion control is critical to preventing further erosion of the community airport runway overrun areas. Stream erosion now threatens the integrity of the only community bridge crossing Packers Creek.

The Village of Chignik Lagoon has always worked toward the multi-community betterment of the Chignik area in general, and has broadened its multi-community view to include the community of Meshik-Port Heiden on the Bristol Bay side of the Alaska Peninsula by advocating for a trans-Alaska Peninsula road to connect the Chignik communities with Meshik-Port Heiden. The Chignik Lagoon Village Council, however, has not lost sight of the fact that it must see improvements at home to make life within Chignik Lagoon better for its community residents.

The existing, local roads within Chignik Lagoon must be reconstructed to provide for the safe operation of vehicles and ATVs and to provide for the safe separation between vehicles and pedestrians and children at play. The roads need to be resurfaced to eliminate ruts, potholes, puddles, and dust. A community-wide drainage system needs to be developed to ensure proper drainage to prevent roads and trails from becoming inundated with water run-off. Roadway dust is a problem during dry periods in the summer and early fall; like the airport dust that is stirred up by operating aircraft, roadway dust caused by moving vehicles is a health problem for persons with respiratory health problems. Reconstruction of the community roads will provide for safer roadways and eliminate much of the airborne dust.

Also critical to the community is the construction of the following Chignik Lagoon Townsite roads: “A” Street, 1st Street, 2nd Street, and 3rd Street. These roads will provide improved access to existing residences located within the townsite and will provide needed access to other platted residential lots, thus opening the townsite to residential development for new families. Construction of these roads will provide improved access for community service and emergency vehicles.

Erosion at both ends of the Chignik Lagoon airport runway is a critical safety problem. Until the community gains access to a new airport at Metrofania Valley or gains access to the community airfield at Chignik Lake, the erosion at both ends of the Chignik Lagoon airport must be controlled. Creek bank erosion caused by the heavy stream discharge of Packers Creek has washed out much of the *southwestern end* of the Chignik Lagoon airport lands and is cutting into the airport overrun; also, at the *northeastern—or coastal—end* of the field, surf caused erosion has washed out airfield overrun of the field. Unabated erosion of the airfield overruns will make aircraft landings and takeoffs more risky.

SOLID WASTE MANAGEMENT

The new, community landfill in Chignik Lagoon is approaching half its carrying capacity.¹⁰ The landfill is located within a confined rocky area and practicably cannot be expanded. It is expected that the landfill will need to be replaced within ten years. It is critical that the Chignik communities work together to plan a new sub-regional landfill that would accommodate the waste disposal needs of the three communities. The Chignik communities should work with Chignik Lagoon Native Corporation to identify potential landfill sites in the Metrofania Valley-Mallard Duck Bay area within which to develop a new, sub-regional landfill. Currently, the State of Alaska is developing an airport master plan for the Chignik communities and is in the process of completing the environmental and preliminary engineering work on the Chignik Intertie Road. Once the road route has been selected and once an airport site has been identified, the Chignik Lagoon Village Council and the Chignik Lagoon Native Corporation will be able to begin detailed planning for a sub-regional landfill.

In 1993, the Village of Chignik Lagoon bought a controlled air incinerator from Advanced Combustion Systems and operated the incinerator for six years to dispose of the community solid waste. The incinerator operated well until Public Health Service employees accidentally exploded a pressurized container in the incinerator and ruptured a section within the incinerator. The incinerator was operated one to two times a week during the winter and three to four times a week during the summer. To maximize the life expectancy of Chignik Lagoon's new landfill, the incinerator must be repaired and operated.

ENERGY PRODUCTION

Fuel costs in Chignik Lagoon are high. With the prospect that fuel costs will continue to rise, it is critical for the Chignik communities to explore developing the Chignik Formation coalfields with the three Chignik village corporations and the Bristol Bay Native Corporation for local electric power production to reduce the cost to living and doing business within the Chignik area.

TSUNAMI SHELTER

The Village of Chignik Lagoon is located at the coastal interface with Chignik Bay. Near the entrance of the Chignik Lagoon, the Chignik Bay depths present a tsunami hazard for the Village of Chignik Lagoon. Since many of the residential areas in the community are at low elevations, these areas are vulnerable to tidal wave impact and tsunami related flooding. It is critical for the community to be prepared for earthquake and tidal wave emergencies, especially since the community is located along the earthquake-prone Aleutian Range. A tsunami shelter might mean the difference between life and death for many community residents following a massive earthquake and tidal wave action—particularly during the late fall, winter, or early spring months when the weather can be cold and ferocious.

LAND PLANNING AND SUBDIVISION DESIGN AND DEVELOPMENT

Of critical importance to the Village of Chignik Lagoon is planning for the use of the existing state airport lands within the community once the field has been closed and the community provided access to a safe field either at Chignik Lake or at a new airport within Metrofania Valley. The airport property is approximately 27.77 acres in size.¹¹ New uses for this parcel of land need to be developed by the community and the Alaska Department of Transportation and Public Facilities.

Also, of critical importance to the Chignik Lagoon Village Council is its administration and use of the Chignik Lagoon Townsite. The Council has a trust obligation to administer the use and disposal of community townsite lands. Some residents want to acquire townsite land for residential use. Block 10 of U. S. Survey 4898 of the townsite is difficult to access because of its location in relation to Alaska Packers Subdivision and to Packers Creek. In discharging its trust in regards to its townsite lands, it is critical that the Council develop a land use plan that provides for the use and access of its townsite land.

VISION STATEMENT

Chignik Lagoon is a forward-looking community. As a community of fishing families, the fishermen have always strived to provide for the wellbeing of their families and to provide a promising future for the young people within the community. As a community, it strives to work with its neighboring communities on projects of mutual concern. And, as a community, Chignik Lagoon has always worked cooperatively with state and federal agencies. It is one of the community's convictions that cooperation will always bring about desired results regardless of the project.

The Chignik Lagoon Village Council envisions the development of a Community of the Chigniks in which the present-day communities of Chignik Bay, Chignik Lagoon, and

Chignik Lake become more closely associated through the realization of the Chignik Intertie Road and the Metrofania Valley Airport.

The community of Chignik Lagoon embraces the development of stronger and more vibrant communities at Chignik Bay, Chignik Lagoon, and Chignik Lake through the realization of improved and more affordable services. In addition to the Chignik Intertie Road and the Metrofania Valley Airport, the Council sees the development of sub-regional facilities such as an area landfill, a sub-regional medical facility, and a sub-regional electric power generation and distribution system utilizing local coal or coal bed methane gas to power the generators.

The Council sees the Village of Chignik Lagoon expanding into the Metrofania Valley and developing in conjunction with the Chignik Intertie Road, the Metrofania Valley Airport, and the possible development of an industrial port within Kuiukta Bay at the southern end of Metrofania Valley that would facilitate development of the Bristol Bay oil and gas fields.¹²

The Chignik Lagoon Village Council sees its role as helping to facilitate the development of a sustainable economy within the area and working with the three village Native corporations and the Bristol Bay Native Corporation to create wealth through the development of their respective resources to the benefit of the regional economy. The Chignik Lagoon Village Council also sees its role as encouraging local entrepreneurial enterprise within the area. Although the Council will continue to strive for the economic development within the area, it will always seek to protect the local environment and oppose Appalachian-type exploitation. The Chigniks are in a beautiful and pristine area. Pristine beauty, remoteness, and abundant wildlife—these are what make the Chigniks a unique and desirable place to live.

The Chignik Lagoon Village Council see the development of a small coal fired power plant or coal bed methane fired electric generators operating on site of the area coalfields, thus providing local power from local resources and creating employment opportunities and reducing power costs for the Chignik communities.

The Chignik Lagoon Village Council sees the reconstruction of the existing village roads as being essential for road safety, and it is sees the construction of new townsite roads as providing needed access for residential development within the townsite.

MISSION

The Chignik communities have contributed to the economies of the Territory of Alaska, the State of Alaska, and the Lake and Peninsula Borough. As a major, commercial salmon fishery since the end of the 1800s, the Chignik commercial salmon fishery has been viewed as one of the most productive commercial fisheries in Alaska. The residents of Chignik Lagoon are proud to live in a beautiful and pristine area with a

natural resource that has created great wealth for Alaska. With the scientific and technological advances in aquaculture, the conventional, commercial salmon fisheries statewide has been impacted by the flood of lower priced, farm-raised fish, it is, however, the general belief of the residents of Chignik Lagoon that the area's "wild" salmon fishery can meet the economic challenge presented by the aquaculture industry.

It is the conviction of the residents of Chignik Lagoon that if the community can secure the development of the local sub-regional transportation infrastructure within the Chignik area, they will be able to competitively market wild salmon and other seafood to the profit of the area fishermen.

It is the aspirations of the Chignik Lagoon residents to reduce the cost of living within the area by securing the development of the sub-regional transportation infrastructure. The economies of scale inherent in the Chignik Intertie Road connecting Chignik Bay, Chignik Lagoon, and Chignik Lake will permit area residents to purchase fuel more cheaply and to maintain and operate sub-regional facilities such as a sub-regional airport and a sub-regional electrical power generation and distribution system.

It is the desire of the Chignik Lagoon Village Council to work toward the realization of the Chignik Intertie Road and a sub-regional airport constructed in the Metrofania Valley that would be accessible to all the Chignik communities by the intertie road. It is also the desire of the Council that such a facility be large enough to accommodate commercial aircraft such as Peninsula Airways' Metroliner III and its Saab 340. In addition to working toward the realization of the Chignik Intertie Road and the Metrofania Valley sub-regional airport, it is the desire of the Council to work toward the development of a marine port within Kuiu Bay.¹³ The Kuiu Bay port would be able to handle fuel shipments to the communities of Chignik Lake and Chignik Lagoon and to service the Metrofania Valley sub-regional airport. A Kuiu Bay port also would facilitate the development of the oil and gas fields in Bristol Bay. The Chignik Lagoon Village Council does not see a port facility within Kuiu Bay as detracting from the new port being constructed at Anchorage Bay; indeed, the Council sees the two facilities as being complementary to each other: a port located within Kuiu Bay would facilitate the safe transport of fuels to either Chignik Lake and Chignik Lagoon and to a new Metrofania Valley sub-regional airport, and it would also facilitate the development of the coastal plain communities on the Alaska Peninsula. The Anchorage Bay port would more readily accommodate the regional fishing fleet, the area seafood processors, and the state ferry vessels.

The significance of a Kuiu Bay port is that port, shore facilities could be expanded into Metrofania Valley where there is ample area for developing industrial cargo staging areas. Additionally, cargo—especially fuels—shipped through Kuiu Bay could be safely transported without being trucked over a mountain pass as would be necessary were the cargo shipped through Anchorage Bay. Were the State of Alaska and the Bristol Bay Native Corporation to become successful in developing the oil and gas fields within Bristol Bay, a Kuiu Bay port would readily accommodate year-round, industrial marine freighting.

The Chignik Lagoon Village Council anticipates that with the construction of a Metrofania Valley, sub-regional airport a community will develop within the Metrofania Valley airport area. Coupled with the potential development of a port within Kuiukta Bay, in conjunction with the Chignik Port, the economy of the Chignik area promises to be strong.

The Chignik communities will become more economically vibrant through improved economies of scale. With the development of the Chignik Intertie Road, a Metrofania Valley, sub-regional airport, and a port within Kuiukta Bay along with an Anchorage Bay port, the economic opportunities for the Chignik area and the community of Meshik-Port Heiden will expand significantly. A trans-Alaska Peninsula road from the Chigniks to Port Heiden will start opening the seasonally confined communities of Bristol Bay to year-round freighting and provide the Chignik communities increased commerce by servicing the shipping needs of the communities of the greater Bristol Bay area.

COMMUNITY ASSESSMENT

The Village of Chignik Lagoon is a growing community within an area endowed with natural resources—primarily the Native corporation-owned coalfields and the natural, deep water, ice-free port sites—all accessible and permafrost-free.

Many of the area residents have multiple skills and are experienced vessel operators who hold various U. S. Coast Guard licenses. And the Chignik Lagoon Village Council has the facilities to help individual persons to acquire technical skills needed to help plan and develop the area infrastructure. The Chignik Lagoon Village Council has the requisite experience to monitor and to participate in the environmental and preliminary engineering work currently underway by the Alaska Department of Transportation and Public Facilities.

The Village of Chignik Lagoon has the heavy equipment and operators to reconstruct the existing community roads and to construct new community roads within the village townsite. The community also has experienced mechanics who properly maintain and repair heavy equipment.

Additionally, the Village of Chignik Lagoon has experienced carpenters and construction workers.

The community also has marine entrepreneurs experienced in providing support services for such work as hydrographic surveying, freighting, and vessel chartering.

GOALS AND STRATEGIES

METROFANIA AIRPORT

The Village of Chignik Lagoon must continue to work with the Alaska Department of Transportation and Public Facilities to address the safety problems associated with the Chignik Lagoon airfield and work toward a Metrofania Valley, sub-regional airport. The Council must also continue working to realize the Chignik Intertie Road to secure for the Village of Chignik Lagoon access to the existing Chignik Lake airfield or access to a new, Metrofania Valley airport. Due to the Council's efforts in working with the State of Alaska, the Alaska Department of Transportation and Public Facilities has begun the environmental and preliminary engineering work for the planned Chignik Intertie Road and has started the airport master planning process to address the airport deficiencies in the Chignik area and the safety problems specifically related to the Chignik Lagoon airfield.¹⁴

As recommended in the *Southwest Alaska Transportation Plan*, the Alaska Department of Transportation and Public Facilities should develop an airport master plan for the Chignik communities to address the critical air transportation safety problems that the Chignik communities face. As stated in the report "an airport master plan should be initiated concurrent with the [Chignik Intertie Road] project to determine aviation needs with the road in place and to plan suitable solutions for the residents connected by the road."¹⁵ The plan further states that "[t]he area airport master plan should accompany the road project, as a number of aviation safety improvements are needed now at the three community airports. The area airport concept starts with the assumption that the Chignik Intertie Road is in place, therefore compelling an interdependent examination of aviation needs for all three communities."¹⁶ Primarily due to the interests of Governor Murkowski and Commissioner Michael Barton, the Alaska Department of Transportation and Public Facilities initiated these projects as recommended by the area transportation plan.¹⁷

The Council must fully participate in these planning processes to ensure that its concerns and desires are fully addressed. The Council must continue emphasizing the relationship between the Chignik Intertie Road and the Metrofania Valley Airport. The Chignik Intertie Road and the "tri-communities" airport master plan are related in the Southwest Alaska Transportation Plan, and one of the more compelling reasons for constructing the intertie road is to provide the residents of Chignik Lagoon access to a safe airport.

To secure safer air service, the Council must continue to press for its "Y-route" concept¹⁸ for the Chignik Intertie Road that it adopted and advanced prior to the finalization of the *Southwest Alaska Transportation Plan*. The Y-route road concept will ensure that the Chignik Lagoon residents will be able to access, at the very least, the Chignik Lake airport. The Council must press the Alaska Department of Transportation and Public Facilities to design and construct the Chignik Lagoon to Chignik Lake section

of the intertie road as the first segment of the intertie to be designed and built, since it is this segment that will provide the residents of Chignik Lagoon the safest and quickest access to a safe and more reliable airport at either Chignik Lake or Metrofania Valley. The Chignik Lagoon-Chignik Lake segment of the intertie road, also, is the least costly to design and construct of the planned Chignik Intertie Road system. The Council must also make it clearly known to the Alaska Department of Transportation and Public Facilities that the mountain route of the Chignik Intertie Road between the heads of Mallard Duck Bay and Mud Bay will be plagued by heavy snowfall and avalanche during the winter months. It is expected that this route of the intertie through the mountains initially would be open seasonally, and, as such, would not meet the needs of the residents of Chignik Lagoon to secure safe and reliable, year-round air service.

The Council must also make it clearly known to the Alaska Department of Transportation and Public Facilities that between the two airfields of Chignik Bay and Chignik Lake, the one that is least affected by adverse weather is the field at Chignik Lake. At times when aircraft are unable to land at either Chignik Bay or Chignik Lagoon because of inclement weather, they can land at Chignik Lake. Regarding airport operations and safety, the microclimate of the Chigniks' favors the Chignik Lake airport.

The Council must press for the development of the Metrofania Vallery airport as a sub-regional airport to accommodate larger commercial aircraft such as PenAir's Saabs and Metroliners which will facilitate the economies of scale for the transport of passengers and air freight.

Since the Alaska Department of Transportation and Public Facilities has recently undertaken the airport master plan for the Chignik communities, the Council must work closely with the state and its planning consultant to ensure that its views and thoughts are considered in the recommendations that will be forthcoming in the airport master plan.

DEVELOPMENT AND DIVERSIFICATION OF THE LOCAL AND SUB-REGIONAL ECONOMIES OF THE CHIGNIK COMMUNITIES

The Chignik Lagoon Village Council must work to facilitate the diversification and strengthening of the economy of the Chignik communities. The economies of the three communities are inter-dependent, and any plan to strengthen the economy of any one of the Chignik communities must take into account the two other communities. The Council must work to strengthen the economies of the three Chignik communities based on good judgment, sound management, practical reason, cost containment, and sustainability.

Key to the development and diversification of the sub-regional economy within the Chignik area is the construction of the Chignik Intertie Road and the development of the Metrofania Valley, sub-regional airport. These two projects will provide the Chignik communities the necessary transportation system to take advantage of economies of

scale to deliver sub-regional goods and services—both private and public—to the advantage of the area residents, governmental agencies, and private businesses. The Council must continue its pursuit of the Chignik Intertie Road and the Metrofania Valley airport, because without the necessary transportation infrastructure, the economy of the Chignik area will stagnate.

The development of the intertie road and the Metrofania Valley airport will permit area fishermen to market fresh or fresh-frozen seafood more quickly via the intertie road and the Metrofania Valley, sub-regional airport. These two transportation systems will also permit local entrepreneurs to explore just-in-time seafood marketing with elegant restaurants—giving new meaning to the phrase “the captain’s table.”

Development of the trans-Alaska Peninsula Road from the Chigniks to Port Heiden is the second segment of the Alaska Peninsula Corridor.¹⁹ Development of this road will provide the Chignik Lagoon Village Council and Chignik Lagoon Native Corporation a basis to develop a port within Kuiu Bay to meet the freighting demands of the Bristol Bay communities. The Chignik Lagoon Village Council and Chignik Lagoon Native Corporation should begin the preliminary work to develop an industrial port in Kuiu Bay. Additionally, both the Council and the village corporation should begin planning a new community within Metrofania Valley that will naturally develop with the Chignik Intertie Road and the Metrofania Valley, sub-regional airport.

The continued cooperation between the Chignik Lagoon Village Council and the Chignik Lagoon Native Corporation in promoting the development of the transportation infrastructure and the area economy within the Chignik area will benefit the area residents.²⁰

The Chignik Lagoon Village Council has developed a productive working relationship with the community of Port Heiden. This relationship must be nurtured to realize the development of the transportation infrastructure within the Chigniks-Port Heiden area, especially the trans-Alaska Peninsula Road.

INTER-COMMUNITY TRANSPORTATION INFRASTRUCTURE DEVELOPMENT

The two major projects that the Village of Chignik Lagoon has worked to realize have been started by the Alaska Department of Transportation and Public Facilities: the Chignik Intertie Road and the airport master plan for the Chignik communities. This has been accomplished primarily through the Council’s dedication to the projects and its persistence in working towards its goals of developing the transportation infrastructure within the Chignik area. This has also been accomplished through the Council’s cooperation with and support for the administration of the Alaska Department of Transportation and Public Facilities.

It is also due to the support from the neighboring communities that the Alaska Peninsula Corridor road projects—beginning with the Chignik Intertie Road—have been developed

in the Southwest Alaska Transportation Plan. Continued mutual community support is essential for the realization of the transportation plan projects. It is also essential that the communities work with the State of Alaska to these purposes.

As the Alaska Department of Transportation and Public Facilities considers the practical and most cost effective route for the Chignik Intertie Road, the Council must be persistent in its efforts to secure for the Village of Chignik Lagoon safe, year-round air service: this requires that the present airfield within Chignik Lagoon be closed and a road built to Chignik Lake to access either the Chignik Lake airport or a new airport constructed in Metrofania Valley—the Council’s preference being the construction of a Metrofania Valley, sub-regional airport. A Metrofania airport not only will provide safe, year-round air service that the Council seeks, but the Metrofania airport will help strengthen and diversify the economy within the area by being able to accommodate larger aircraft and thus improve the economies of scale for the delivery of air dependant goods and services.

Additionally, the Council should begin evaluating the feasibility of developing an industrial port within Kuiukta Bay. The idea of a Kuiukta Bay—or Dorner Bay—port is not new: local residents have recognized the area as a potential port of entry for the Alaska Peninsula and the U. S. Geological Survey identified the area in the early 1900s as a potential industrial port site from which to ship coal mined from the Chignik Formation to market.²¹ The Council should work with the Chignik Lagoon Native Corporation and the Bristol Bay Native Corporation in this regard. Each party has a unique function to fulfill in the realization of an industrial port with Kuiukta Bay.

The Council should work with the Chignik Lagoon Native Corporation and the Bristol Bay Native Corporation to prepare preliminary plans for the development of community expansion into Metrofania Valley. With the development of a sub-regional airport and an industrial port in Kuiukta Bay, community development will naturally evolve within the area. Community planning should begin to explore potential development within the area and to inform the Alaska Department of Transportation and Public Facilities and its consultants of the conceptual developmental plans being developed by the Council and the Native corporations.

INTRA-COMMUNITY TRANSPORTATION INFRASTRUCTURE DEVELOPMENT

The Chignik Lagoon Village Council submitted a local road proposal to the Bureau of Indian Affairs; the Council’s proposal was ranked as the top BIA road project for the Bristol Bay region. The proposal is limited in scope since the Council’s proposal was limited to no more than 2 million dollars. The critical component of the Council’s BIA road project is the reconstruction of the community’s landfill-sewage lagoon access road. In addition to the reconstruction of the landfill-sewage lagoon access road, is the reconstruction of the existing community in-town roads that connect the community’s public buildings—the village council office, the post office, the health clinic, and the school. The total length of the upcoming BIA road project is 1.6 miles long. The

Council must remain in contact with the BIA road program administrators to maintain a community presence to nudge the road project along.

The Chignik Lagoon Village Council also should begin reconstructing the existing roads within the village township and begin developing the following platted streets: "A" Street, 1st Street, 2nd Street, and 3rd Street. The construction of these townsite roads will open the townsite to more residential development.

The Council should seek assistance of the Lake and Peninsula Borough, the Alaska Department of Transportation and Public Facilities, and the Army Corps of Engineers to prevent the stream erosion problem near Packers Creek bridge from worsening and threatening the integrity of the bridge itself.

SOLID WASTE MANAGEMENT

The new, Chignik Lagoon community landfill is nearing half its carrying capacity, and the Council must begin planning to replace it. The new landfill is in a confined area with little room for expansion. The consulting firm HDR Alaska, Inc., in working with the state on the Chignik Intertie Road and the "tri-communities" airport master plan for the Chigniks, has acquired area-wide aerial photography for use in conjunction with the transportation projects. The Chignik Lagoon Village Council should obtain copies of the aerial photography and start examining potential areas that may be developed as a sub-regional landfill. The Chignik communities and the Chignik Lagoon Native Corporation should avail themselves of the environmental and preliminary engineering reports for the Chignik Intertie Road once the reports have been prepared and evaluate them with respect to the road project and to begin assessing sites for locating a sub-regional landfill to accommodate the waste disposal needs of the three Chignik communities.

The new, Chignik Lagoon landfill was permitted by the Alaska Department of Environmental Conservation in 1998. (See endnote 10.) The permit expired in October 2003. The Council is in the process of renewing its landfill permit and plans to continue following the solid waste management plan that was submitted to the state when the new landfill initially was permitted. Until a new, sub-regional landfill can be developed, the existing, Chignik Lagoon landfill must be maintained and properly operated.

To maximize the life of its new landfill, the Chignik Lagoon Village Council should repair and operate its controlled air incinerator in conjunction with its new landfill. The incinerator will be able to reduce much of the community waste to ash, thus reducing the waste bulk that would otherwise add to the volume of waste disposed in the landfill.

ENERGY PRODUCTION

Fuel costs are high within the Village of Chignik Lagoon. As the fuel costs continue to rise, ordinary services become more expensive. The cost of electricity can be

contained with the development of the local coalfields. Development of a small coal fired electric generation plant or a coal bed methane electric power plant to provide sub-regional power to the Chignik communities should be pursued by the Chignik Lagoon Village Council. The Bristol Bay Native Corporation owns most of the coalfields within the Chignik Formation. The Chignik communities and the Chignik village corporations should work with the Bristol Bay Native Corporation to pursue the development of the Chignik Formation coalfields. Federal funding for a sub-regional coal or methane fired electric generation project should be sought. The Chignik Formation coalfields have been studied over the years; the coalfields within the Chignik Formation are considered to hold commercial promise for development.

TSUNAMI SHELTER

Much of the Village of Chignik Lagoon is situated at low elevation and is susceptible to tidal wave impact and tidal wave-induced flooding. Since the Village of Chignik Lagoon sits along one of the most earthquake prone areas in the world, the community needs to provide a tsunami shelter for its residents so that they may timely respond to any tidal wave threat. The Council should identify a site within the community on which to build a tsunami shelter, and seek local, state, or federal funding to design and construct the shelter.

LAND PLANNING AND SUBDIVISION DESIGN AND DEVELOPMENT

The Alaska Department of Transportation and Public Facilities will be closing the Chignik Lagoon airfield when community access is provided either to a new sub-regional airport within Metrofania Valley or to the Chignik Lake airfield. The Council should start evaluating new uses for the Chignik Lagoon airport lands. The airport property is approximately 27.77 acres in size.²² Some of the uses that the land might be put to by the Council include the development of more residential areas on flat ground, the development of a community “park strip,” and the development of a boat landing and haul-out facility at the northeastern end of the airfield along the lagoon. Discussions with the Alaska Department of Transportation and Public Facilities about the acquisition and use of the airport lands should begin now in conjunction with the preparation of the “tri-community” airport master plan.

Chignik Lagoon Village Council should start considering the use and administration of the Chignik Lagoon Townsite. Since the Council has a trust obligation to administer the use and disposal of its townsite lands, it must develop a reasonable disposal program. The Council should establish a minimum lot size for subdividing parts of the townsite into residential lots. The Council should consider setting a minimum lot size that is more conformant to rural life styles and not for the maximization of profits through the sale of subdivision lots. The Council should also consider developing its townsite lands based on the principles of conservation development. The size of community lots within Chignik Lagoon should reflect the carrying capacity of its sewer and water systems.

The Council should also start considering dedicating areas of its townsite lands for common use, such as parks, berry picking areas, open undeveloped lands, and water shed. The Council should begin evaluating the uses and access for Block 10 of U. S. Survey 4898. This parcel is difficult to access because of its location in relation to the Alaska Packers Subdivision and to Packers Creek. To these purposes, the Chignik Lagoon Village Council should develop a community land use plan.

STRATEGIC COMMUNITY DEVELOPMENT PLAN EVALUATION, GOVERNANCE, AND REVISION

This strategic community development plan should be reviewed and periodically updated by the Chignik Lagoon Village Council to reflect community change within the Village of Chignik Lagoon. The objective is to maintain and use the strategic community development plan as a practical tool to facilitate community development. The Council should conduct public meetings as times and circumstances warrant and evaluate needed changes to the plan to reflect the evolving needs and desires of the Village of Chignik Lagoon. Each Council, upon taking office, should evaluate the progress that has been made toward achieving the goals established in the strategic plan, and it should use the plan as a working document to inform its own decisions regarding community development.

SUMMARY

The Chignik Lagoon Village Council has identified eight strategic goals in the foregoing strategic community development plan. The attainment of these goals will help establish a vibrant social and economic future for the Village of Chignik Lagoon. The goals are as follows:

1. To eliminate the airport hazards associated with the continued use of the state-owned airfield in the Village of Chignik Lagoon by securing road access to either the Chignik Lake airport or to a newly constructed Metrofania Valley, sub-regional airport.
2. To diversify and strengthen the local and sub-regional economies within the Chignik area. A vibrant local and sub-regional economy is critical to the future of Chignik Lagoon. The Chignik Lagoon Village Council understands the retarding economic effect of community reliance upon a single-resource based economy. In addition to pursuing the development of the Chignik Intertie Road and the Metrofania Airport, the Chignik Lagoon Village Council plans to pursue the development of a sustainable economy for the Village of Chignik Lagoon through developing the natural

potential of Kuiu Bay as a port of entry for the Alaska Peninsula communities and the development of a sub-regional electrical power generation and distribution system for the Chignik area.

3. To develop the inter-community transportation infrastructure within the Chignik area. It is essential that the sub-regional transportation infrastructure be developed within the Chignik area to secure the economic wellbeing of the Chignik communities. As identified within the *Southwest Alaska Transportation Plan*, the first road segment of the Alaska Peninsula Corridor to be built will be the Chignik Intertie Road, followed by the trans-Alaska Peninsula Road from the Chigniks to Meshik-Port Heiden. These roads, starting with the Chignik Intertie Road, will eventually permit year-round freighting for the Alaska Peninsula communities. The Alaska Department of Transportation and Public Facilities has already begun the environmental and preliminary engineering work for the Chignik Intertie Road.

It is one of the goals of the Chignik Lagoon Village Council to develop an industrial port located in Kuiu Bay. An industrial port located in Kuiu Bay will best meet the industrial transportation needs for the development of the Alaska Peninsula as opposed to any other port facility on the Pacific side of the Alaska Peninsula.

Additionally, it is one of the goals of the Chignik Lagoon Village Council to pursue state development of a sub-regional airport located within Metrofania Valley. A state airport within Metrofania Valley would lend itself to the economic development of the area. It would permit commercial air carriers to utilize larger aircraft to service the area. The economies of scale will allow for more cost efficient passenger service and air freighting. Access to a sub-regional airport within Metrofania Valley will permit area fishermen to efficiently market locally processed seafood.

4. To develop the intra-community transportation infrastructure within the Village of Chignik Lagoon. It is a goal of the Chignik Lagoon Village Council to reconstruct existing community roads within the village and to construct new roads within townsite subdivision lands to provide access to platted residential areas. It is also a goal of the Chignik Lagoon Village Council to construct a new road to the village landfill and sewage lagoon. The Village of Chignik Lagoon submitted a road proposal to the Bureau of Indian Affairs; this proposal was ranked as the top BIA road project for the Bristol Bay area.
5. To develop a sub-regional landfill within Metrofania Valley. The Chignik Lagoon landfill is within a confined area and is nearing half its carrying capacity. It is unfeasible to expand the existing landfill, thus a new site must be developed. It is a goal of the Chignik Lagoon Village Council to

develop a sub-regional landfill that would be capable of accommodating the waste disposal of all the Chignik communities.

Until the Village of Chignik Lagoon is able to develop a sub-regional landfill, it is a goal of the Council to maximize the useful life of its new landfill by reducing the bulk of its waste before the waste is disposed of in the landfill by incinerating the waste and turning it to ash.

6. To develop the sub-regional capacity to generate electricity from the local coal resources either through the use of small coal fired generators or coalbed methane gas fired generators. The Chignik area has high volatile bituminous coalfields that can be developed economically to generate electricity for the Chignik communities.
7. To build a tsunami shelter in Chignik Lagoon. Chignik Lagoon is susceptible to tsunami impact and tidal wave-generated coastal flooding. It is a goal of the Chignik Lagoon Village Council to build a tsunami shelter for its residents to provide for their safety in the event a tsunami threatens the Chignik coastal area.
8. To develop a land use plan for the townsite of the Village of Chignik Lagoon. The Council has the trust responsibility of administering the village townsite, and to discharge this trust responsibly, the Council must develop a land use plan to govern these lands.

ENDNOTES

- ¹ "Congress finds and declares that (a) that there is an immediate need for a fair and just settlement of all claims by Natives and Native groups of Alaska, based on aboriginal land claims; (b) the settlement should be accomplished rapidly, with certainty, in conformity with the real and economic and social needs of Natives, without litigation, with maximum participation by Natives in decisions affecting their rights and property..." 43 U.S.C. § 1601
- ² Knappen, Russell S., *Geology and Mineral Resources of the Aniakchak District, Alaska: U.S. Geol. Survey Bull. 797—F*, 1926, p. 215.
- ³ *Ibid.*, p. 216.
- ⁴ See Plats 95-3 and 99-2, Aleutian Islands Recording District, State of Alaska.
- ⁵ A temporary road that was designed by the Alaska Department of Transportation and Public Facilities and constructed by the Alaska Native Tribal Health Consortium. This temporary road was to provide local access to the village's landfill and sewage lagoon until a permanent road could be built. (State of Alaska Department of Natural Resources, Division of Land, Southcentral Region, Administrative Decision, Tideland Right-of-Way Application, ADL 227396, dated August 28 1998.)
- ⁶ The bulk fuel tanks were partially funded by the Denali Commission.
- ⁷ See Aleutian Islands Recording District Plat 83-16 and Alaska Department of Transportation and Public Facilities, Chignik Lagoon Airport Property Plan, July 23, 1984.
- ⁸ Alaska Department of Transportation and Public Facilities, Chignik Lagoon Airport Property Plan, July 23, 1984.
- ⁹ Company correspondence from Richard E. Harding, Senior Vice President, Peninsula Airways, Inc., to Chignik Lagoon Village Council, April 28, 2004.
- ¹⁰ Alaska Native Tribal Health Consortium designed and constructed the new, Chignik Lagoon landfill (Project No. AN-95-A61). The design criteria used for the landfill are as follows:

<u>PARAMETER</u>	<u>UNITS</u>
CURRENT POPULATION	69
DESIGN POPULATION	173
SOLID WASTE/CAPITA/DAY	4 LB/D
YEARLY S.W. PRODUCTION	251,850 LB/YR
AVG. UNCOM. DENSITY	220 LB/FT ³
COMPACTION RATION	1.5
YEARLY VOLUME	1,145 FT ³ /YR
YEARLY COMPACTED VOLUME	765 FT ³ /YR
DESIGN LIFE	30 YR
DESIGN VOLUME	16,027 YD ³
AVERAGE TRENCH DEPTH OF SOLID WASTE	7 FT
AREA REQUIRED FOR SOLID WASTE IN ACRES	1.4 ACRES
AREA PROVIDED IN ACRES	1.56 ACRES

The design parameters failed to take into account the population fluctuation of the village during the commercial salmon seasons when the community population swells by approximately 200 persons. The generation of solid waste during the commercial salmon season—which lasts for more than a month and a half—exceeds the expected average daily solid waste disposal. The Alaska Department of Environmental Conservation issued the Village of Chignik Lagoon a Class 3 Landfill Permit (9825-BA002) for its new landfill on October 5, 1998; the permit, however, expired October 5, 2003. The Council is renewing its landfill permit based on the solid waste management plan that initially was submitted to the Alaska Department of Environmental Conservation to permit the facility in 1998.

- ¹¹ Alaska Department of Transportation and Public Facilities, Chignik Lagoon Airport Property Plan, July 23, 1984.
- ¹² The Bristol Bay Native Corporation and the State of Alaska are working together to expedite the exploration and development of the oil and gas resources in Bristol Bay. *Memorandum of Understanding between Alaska Department of Natural Resources and Bristol Bay Native Corporation to Facilitate Oil and Gas Lease Sales on State and BBNC Land in the Bristol Bay Region*. 10 July 2003.
- ¹³ A Kuiu Bay port was discussed as early as 1929 by Russell S. Knappen in the report *Geology and Mineral Resources of the Aniakchak District, Alaska, U. S. G. S. Bulletin 797-F*, 1929. Mr. Knappen discussed the possibilities of developing the Chignik Formation coalfields and shipping the coal to market from a port in Kuiu Bay.
- ¹⁴ The Alaska Department of Transportation and Public Facilities contracted the preparation of the environmental and preliminary engineering work on the Chignik Intertie Road and the development of the airport master plan for the Chignik communities to HDR Alaska, Inc. HDR Alaska maintains the following website for the Chignik Intertie Road: www.chignikconnectors.com.
- ¹⁵ *Southwest Alaska Transportation Plan*, Alaska Department of Transportation and Public Facilities (Parsons Brinckerhoff). November, 2000. p. 40.
- ¹⁶ *Ibid.*, p. S-10
- ¹⁷ A note regarding the conceptual development of the Alaska Peninsula roads: In 1999, community representatives from Chignik Bay, Chignik Lagoon, Chignik Lake, Ivanof Bay, Perryville, Pilot Point, Port Heiden, and Ugashik met with former Governor Hickel—and Mrs. Hickel—to discuss transportation infrastructure development on the Alaska Peninsula. The delegation reviewed their goals and desires to develop a series of roads to connect the Alaska Peninsula communities to the large airport located in Port Heiden and the developing port in Chignik Bay. Governor Hickel graciously gave the Alaska Peninsula delegation his support, endorsement, and encouragement. It must be pointed out, also, that the late Mr. John Christensen from Port Heiden was greatly responsible for the conceptualization and development of the trans-Alaska Peninsula Road connecting Ivanof Bay, Perryville, the three Chigniks, and Port Heiden. These roads were incorporated into the Alaska Department of Transportation and Public Facilities *Southwest Alaska Transportation Plan*.
- ¹⁸ Under the “Y-route” concept the Chignik Intertie Road segment between the Villages of Chignik Lagoon and Chignik Lake would follow the coast from the Village of Chignik Lagoon along Chignik Lagoon and Mallard Duck Bay, then cross Metrofania Valley, and then proceed up the right bank side of the Chignik River to the Village of Chignik Lake. (“Facing downstream, the bank on the left hand is termed the left bank and that on the right hand the right bank.” U. S. Department of the Interior, Bureau of Land Management, *Manual of Surveying Instructions*, 1973.) A segment of the Chignik Intertie Road would connect the community of Chignik Bay to the Chignik Lagoon-Chignik Lake road by a mountain pass: this route would follow a mountain pass that begins near the head of Mud Bay

and climb approximately 600 feet to the summit of the unnamed pass and then descending southwesterly to intersect Chignik Lagoon-Chignik Lake segment of the Chignik Intertie Road.

The segment of the Chignik Inter Road between the Village of Chignik Lagoon to the “Y” intersection of intertie is approximately 4.2 miles in length; the segment of the intertie from the Village of Chignik Lake to the intersection is approximately 7.7 miles long; and the segment of the intertie from the “Y” to the Village of Chignik Bay is approximately 7.0 miles. The construction distances between Chignik Lagoon and either Chignik Lake or Chignik Bay are nearly the same. The route, however, between Chignik Lagoon and Chignik Lake traverses area lowlands, whereas the route between Chignik Lagoon (or Chignik Lake) and Chignik Bay traverses the unnamed mountain between the heads of Mallard Duck Bay and Mud Bay. The Chignik Lagoon to Chignik Lake segment of the Chignik Intertie Road will be easier to design, less costly to build, and quicker to construct than the road segment from Chignik Lagoon to Chignik Bay. The most logical route to secure airport safety for the residents of Chignik Lagoon is to pursue the immediate design and construction of the road segment of the Chignik Intertie Road that runs between the communities of Chignik Lagoon and Chignik Lake.

- ¹⁹ The Alaska Peninsula Corridor consists of a series of roads planned by the Alaska Department of Transportation and Public Facilities and presented in the *Southwest Alaska Transportation Plan*. The Alaska Peninsula Corridor roads connect the communities from Ivanof Bay to Naknek-King Salmon. The first segment of corridor roads planned for construction is the Chignik Intertie Road; and the second segment planned for construction is the trans-Alaska Peninsula Road between the Chignik communities on the Pacific side of the Alaska Peninsula and Port Heiden on the Bristol Bay side of the peninsula. As the transportation plan states:

The Alaska Peninsula Corridor is an overland corridor linking the communities of the Alaska Peninsula from Ivanof Bay to Naknek. The key facility in this corridor is the port at Chignik, from which fuel and supplies can be disbursed to other communities via road connection. From Chignik the corridor extends west along the Gulf of Alaska coast to Perryville and Ivanof Bay. It also extends from Chignik to Chignik Lake and Chignik Lagoon, then crosses the Alaska Peninsula to Port Heiden. From Port Heiden the corridor extends north, connecting Pilot Point, Ugashik, Egegik and South Naknek, and tying into the Cook Inlet to Bristol Bay Corridor at Naknek.

With the announcements made by the State of Alaska and the Bristol Bay Native Corporation to pursue expedited development of the oil and gas resources in Bristol Bay, the necessity for an industrial port within Kuiu Bay to facilitate the oil and gas development in Bristol Bay is apparent.

- ²⁰ The ANCSA 14(c)(3) agreement between the State of Alaska and Chignik Lagoon Native Corporation called for land for roads and an airport if they were developed within 5 years of the date of the agreement. Time has run out on the agreement. The Chignik Lagoon Village Council should discuss with Chignik Lagoon Native Corporation the possibility of the village corporation unilaterally extending agreement to continue promoting the Chignik Intertie Road and the Metrofania Valley airport.

- ²¹ See endnotes 2 and 3.

- ²² See endnote 8.