

# TOGIAK

## COMPREHENSIVE PLAN

### MAY 2006

#### EXECUTIVE SUMMARY

In 1985 the City of Togiak approved a Capital Improvements Plan which identified nine projects as priorities for the community. Of the nine projects, five were completed, two were dropped as priorities and two, Alternative Energy and a Public Safety Building, had not been completed by 2000.

In 2000 a mini-grant from the State of Alaska Department of Community and Economic Development was awarded to the City of Togiak to prepare a Comprehensive Economic Development Strategies plan for the Community of Togiak

In 2005 Tryck Consulting was retained by the Traditional Council of Togiak to prepare a Comprehensive Plan for Togiak to complement the above documents and update the Community of Togiak's goals and priorities.

This Comprehensive plan identifies current community goals, existing conditions and a conceptual plan for all major development projects envisioned for the Community. This document is intended as an overall guide for present and future development to meet the community's goals and visions for Togiak.

#### HISTORY OF TOGIAK

Togiak (variations—Nasauguluk, Owens, Selo Tugiak, Tugiatak, Tagiak, Togiagamiut, Togiagamut, Togiagamute, Togiakamut, Togiak Village) is a Yupik Eskimo village on Togiak Bay. Togiak first appeared in the records of Lt. Gavrilla Sarichev, Imperial Russian Navy (IRN), as "Selo Tugiatak" or Togiak Village while Sarichev served under the Russian Explorer Capt. Joseph Billings, IRN, between 1790-92. Togiak first appeared in print in Sarichev's "Atlas of the Northern Part of the Pacific Ocean" published in 1826.

"Selo Tugiak" was reported by Capt. Mikhail Tebenkov, IRN, on maps he made between 1836 and 1850 when he was director of the Russian America Company. He compiled the maps and published them in his 1852 "Atlas of the Northwest Coast of America."

In 1880 Ivan Petroff, appointed a special agent to the United States for the 10<sup>th</sup> Census, reported two villages about seven miles apart, "Togiagamute", pop. 276 and "Togiak Station", pop. 28, location of the trading post. Both were along the south shore, across the Bay from the current village location.

The gathering firewood was more difficult on the south shore and in time the village migrated north across Togiak Bay to its present location where wood gathering was easier. There was an additional migration of families from the Yukon-Kuskokwim Delta region to Togiak, following the influenza epidemic of 1918-19. “Togiak Village” was published in the 1947 Coast Pilot. The population of Togiak was 108 in 1950.

A school was established in a church in Togiak in 1950. A school building and National Guard Armory were built in 1959. Togiak was flooded in 1964 with much damage to the community. A number of households left Togiak following the flood, to found the neighboring village of Twin Hills.

Togiak is incorporated as a second class city, located in the Bristol Bay Recording District, in 1969. Togiak’s population is 809(DCED 2003).

### **LOCATION**

The village of Togiak is located at the head of Togiak Bay, 67 miles west of Dillingham and two miles west of the mouth of the Togiak River. At 59.06194 degrees North Latitude, 160.37639 degrees West Longitude, (Section 12, T13S R67W Seward Meridian), Togiak lies within the Togiak National Wildlife Refuge. Togiak is accessible by air from Anchorage and Dillingham on a scheduled basis and freight can be delivered to Togiak by ocean tug and barge during the summer season—June through September—when Togiak Bay is ice-free

### **CULTURE**

Togiak is a traditional Yupik Eskimo village with a fishing and subsistence life style. The sale and importation of alcohol is prohibited.

### **CLIMATE**

Togiak is within a climate transition zone with intermittent arctic conditions in winter. Summer temperature averages range from 37F to 66F, winter temperatures averages range between 4F and 30F. Togiak averages 20 to 26 inches of rain per year. Fog and high winds are common during winter. The tidal range for Togiak is approximately 10 feet, with a maximum tide of 11.6ft and a minimum of -0.6ft.

### **SOILS AND ECOLOGY**

Togiak resides on a low lying coastal plain consisting mostly of unconsolidated alluvial and marine sediments with localized glacial drift deposits. The deposits are silt, sand and gravel overlain with volcanic ash. (Selkregg, 1976).

## **FACILITIES**

Community water and sewer were installed in 1976 and most houses are connected to community water and sewer. Water is obtained from a well and stored in a 500,000 gallon tank. A new landfill has been completed. New homes are in place in Togiak Heights and the community has a clinic and health aides. A new school was completed in 2004. The State of Alaska owns and operates a 4,400 ft. gravel runway with a 1,200 ft. gravel crosswind strip. The runways are gravel and lighted.

## **ECONOMY**

Togiak has an economy primarily based in commercial fishing and followed by subsistence. 244 residents hold commercial fishing permits and most fish with flat bottom boats in Togiak Bay. There is one on-shore cannery in Togiak Bay, with additional floating processors providing intermittent and often inconsistent service. The Community depends heavily on subsistence activities. There are two commercial flying services based in Togiak.

Per Capita Income:	\$ 9,676
Median Household Income:	\$29,977
Private Sector	70
Government Workers	99

## **COMMUNITY OF TOGIAK VISION**

The vision of the community is the community's purpose for existing. The vision gives the community leaders direction to decide what Togiak will be like in the future.

The vision statement for the community of Togiak is drawn from a Community Planning Survey conducted by the Traditional Council of Togiak.

The vision of the community of Togiak is the community's expression of itself and what it wishes it will become in the future. The vision will provide guidance and direction for Togiak's leaders. They will focus on activities and operations that strengthen Togiak's long-term ability to achieve its vision.

Togiak residents care greatly about their natural setting and the scenic environment of land and sea that surrounds them. They will strive to protect this environment along with their lifestyles within it, particularly subsistence and village life with a high regard for their neighbors, home and family.

Togiak residents are proud of their accomplishments—new school, clinic, offices for community activities, community spirit and lessening of the negative impacts of alcohol in the community. They will strive to continue improving Togiak and have a vision of a

time when there will be fewer dusty roads, more facilities and planned activities for youths.

Togiak residents see Togiak as a sub-regional hub serving the surrounding villages of Twin Hills, Goodnews Bay and Platinum.

**It is the vision of Togiak that the residents will continue to strive to:**

- Preserve their natural heritage and culture
- Encourage strong Tribal values and leadership
- Maintain a healthy and well educated community
- Develop economic opportunities for Togiak residents

**The community of Togiak will strive to grow in the following manner:**

- Build and improve streets and roads
- Build and improve infrastructure
- Build and improve housing
- Create new jobs and opportunities
- Strengthen the management of resources
- Develop and build waterfront facilities
- Increase educational and social activities

**The community of Togiak's goals include:**

Jobs

- Provide opportunities to keep young adults in Togiak. They are Togiak's leaders for tomorrow.
- More Togiak ownership of jobs for Togiak. Bring back those jobs from regional centers.
- Federal and State Agencies—encourage agencies to locate offices in Togiak. Improve job opportunities with USFWS, ADF&G

Togiak as a Hub

Bring Reduce freight prices

Schools

Bring Southwest Regional School District headquarters to Togiak. More local participation/control

Culture

Bring Elders and youth together, teach tomorrow's leaders with Youth leadership activities

## Parks

Landscaping, trees, parks

Create business opportunities for the Corp. and residents

## **THE COMPREHENSIVE PLAN**

The 1985 Togiak Capital Improvements Plan and the 2000 Community of Togiak Master Economic Development Strategies outlined development strategies for the community of Togiak. Development to date has largely followed those recommendations. This Master Plan validates some of those recommendations, modifies others and introduces new ones to meet the community of Togiak's current projected development needs into the future. The timeline for individual projects is dependent on funding.

## **PLANNING GOALS**

- Locate new Public Safety Facilities and relocate existing Public Safety facilities to the site (see maps A1, A2, A5) above the 100 year plod plane.
- Relocate, consolidate and upgrade Bulk Fuel Storage and Electric generation facilities
- Concentrate facilities and activities in areas where similar activities and facilities already exist to maximize use of limited land and increase efficiency through centralization.

## **RECOMMENDATIONS**

### **Land Use Areas:**

#### **Housing**

- Group new housing areas in and adjacent to Togiak Heights to provide for economical utilities distribution and access road construction.

#### **Utilities/Services**

- Separate community service functions generating potential noise, odor and/or visual pollution from all other land uses.
- Group services functions when possible to facilitate efficient use by maintenance staff.
- Relocate and consolidate electric utility generators and Bulk Fuel Tank Farm to designated area (see maps A1, A3)

#### **Community Facilities**

- Relocate existing and locate new Public Safety Facilities to areas designated for this use (see maps A1, A2, A4), specifically above 100 year flood plane to make them less vulnerable during natural disasters.

- Build Sub-Regional health facility, in area designated for this use (see maps A1, A2, A4)
- Acquire and develop surplus school properties (see maps A1, A3) into community facilities.

### **Commercial Facilities**

- Group commercial maritime/waterfront facilities in the area currently used to support waterfront activities (see maps A1, A3).

## **Other Recommendations:**

### **Sub-Regional Hub**

The community of Togiak wishes to develop Togiak as a sub-regional HUB serving Togiak, Goodnews Bay and Twin Hills. There are good reasons for this. Togiak is the second largest city in the region and has the largest school. Togiak now has non-stop commercial flights between Anchorage and Togiak on Frontier Aviation. Togiak has two flight services based in Togiak. Togiak as a HUB is a goal TNL/CTC/City should pursue aggressively.

## **INFRASTRUCTURE**

### **Transportation**

Togiak has a State owned 4400 ft. runway with a 1200 cross strip. Float planes land in the bay adjacent to the community. Regularly schedule air service to Togiak is available from Dillingham and direct from Anchorage. A variety of skiffs, cars, trucks, ATV's and snow machines are used locally for transportation. Togiak has an area set aside for boat storage to the east between the slough and shore (see maps A1, A3). Freight is flown to Togiak year round and shipped by sea during the ice free months, generally June to October.

### **Road System**

Togiak currently maintains an estimated 22 miles of local gravel roads including the streets in Togiak and the road between Togiak and Togiak Heights, the new school facilities, the solid waste disposal site, the sewage disposal facilities and the rock and gravel quarry.

BIA road funding has been used to upgrade and improve the Togiak to Togiak Heights road and some streets in Togiak proper. BIA funds remain this project and more are being sought to continue to upgrade streets and drainage in Togiak.

## Road system goals:

- Dust abatement in Togiak and at the Airport
- Improve drainage in Togiak
- Safer access road to the school
- Togiak to Togiak Ricer road—alternative boat launch facilities (see map A1)
- Road to Twin Hills—bridge Togiak River and extend to Twin Hills
- Safer access road to school (see map A1)
- Extend quarry/dump road to Platinum and Goodnews Bay providing overland access for outlying villages to the sub-regional Hub at Togiak.
- Extend road system 6 miles south west along beach for deep water access.

## **Water Front Facilities:**

The Togiak as a waterfront community. The ocean's harvest provides Togiak with the bulk of its income. Togiak's water front facilities are located along the beach and slough (see maps A1, A3). Togiak has identified four important projects associated with Togiak's waterfront facilities and the community's needs.

- Dock and Boat Launch: Improve and upgrade dock and boat launch facilities to provide mooring and access for both freight and commerce and to improve ready access to the water for Togiak's many boats and water craft.

The Final Engineering Study on a Togiak Dock and Boat Launch facility was completed for Togiak in June, 2003 by Bristol Environmental and Engineering. The phase 2 Barge Dock alternative is estimated to cost \$4,344,900. Funding is currently being sought to continue this project.

- Commercial Fisheries Processing Plant: Develop a facilities to process a variety of local fish and seafood products not currently processed or marketed fish processing plants in the Togiak area. This will give Togiak fishermen more opportunity to profit by increasing their seasons and product lines.

A Togiak Fish Processing Feasibility Study, completed in 2005, concludes that expanding processing in Togiak is a feasible goal.

- Secure Storage Yard: Provide a fenced, secure facility for storing boats when they are out of the water
- Sea Wall: Maintain and extend the sea wall by transferring beach buildup at the southern end to eroding areas to the north and lengthen the seawall to the south west.

## **Public Utilities**

The City of Togiak operates and maintains an underground piped public water system in Togiak proper, supplied by a community well. The City of Togiak operates and maintains an underground sewer system in Togiak proper which discharges into a waste water treatment facility. The City operates and maintains a solid waste disposal site. These facilities have been improved and upgraded as warranted in order to provide continuous high quality service to the community and will be improved and upgraded as necessary in the future to continue this service.

Water and waste water service for developments in Togiak Heights are provided by onsite systems maintained by the owners.

## **Electrical Power system**

The community of Togiak wishes to upgrade, improve or replace its current electric generation system through the introduction of more efficient generating technology, with the goal of reducing power costs in Togiak. Preliminary work on this project has been funded by the Denali Commission.

The new/upgraded power generation facility should be located in proximity to the new bulk fuel storage tank farm.

## **Alternative Power-Hydro and Wind**

Togiak wishes to further reduce its dependency on petroleum generated electricity with hydro and wind generated electricity. The community has a 1982 “Reconnaissance Study the Togiak Hydro Electric Project” identifying two sites for impoundments on the Kurtluk River with water piped to a power plant at a lower elevation. The study recommended that site K-1 could be economical and warranted further study. Since that time Togiak’s road system has been extended to the proposed power plant site and the cost of petroleum generated electricity has risen sharply. The Traditional Council of Togiak is currently pursuing funding to move forward with this project.

## **Fuel Storage**

The City of Togiak, TNL, AVEC and the School have separate tank farms. Togiak wants to consolidate bulk fuel storage and provide full retail service from the facility. TNL will operate the new facility and provide fuel/rent space to AVEC and the School. TNL currently delivers fuel to the school with a fuel truck.

The project will include a new fuel header at the waterfront for off loading petroleum produces. Funds for this project are being sought from the Denali Commission.

## **DEVELOPMENT PROJECTS**

### **Infrastructure Projects**

#### Communications

- Get high speed internet locally owned/operated
- Improve phones so 911 works consistently.

#### Transportations

- The City of Togiak needs to upgrade and improve its construction equipment to complete its transportation tasks:
  - Dozer, grader, snow plow, crusher, loader, backhoe, dump truck
- Dust abatement—pave/surface Togiak roadways and airport runways. Use water truck for dust abatement in the interim.
- Fence airport for safety. Keep kids on ATV's off the runways.
- Improve night time and winter illumination with more street lights
- Provide transportation for seniors, an “elder people mover”
- Get covered bus stop for kids

### **Commercial Development Projects**

#### Guiding:

- Increase local ownership and work opportunities in this field
- Provide Trips up river

#### Local Arts and crafts

- Encourage and support local artisans and crafts people
- Assist them to market their products

#### Air transportation and airport

- Construct air terminal for regional-hub traffic

#### Gravel/rock quarry

Add to capability at Gravel/Rock Quarry with capital equipment:

- Crushing plant
- Screen/shaker
- Rock drill

Market products for construction locally and in the area, a HUB service.

### Commercial Enterprises to encourage and support

- Commercial fishing supply store
- Restaurant
- Laundromat
- Hotel/rooms
- Taxi-cab
- Bowling alley
- Theater
- Bank/more financial services locally
- Garage/shop for repairs
- Storage, storage building
- 7-11 for Togiak Heights
- Retail outlet—lumber, hardware, fishing supplies
- Hair salon

### Community Development Projects

#### Housing

Renovation and rehab to improve existing homes in Togiak  
Provide affordable housing for Togiak elders.

#### Sub-regional Medical Center/Clinic

A sub-regional clinic is planned for Togiak. Existing clinic facilities are too small for Togiak. The Medical Center will serve Twin Hills, Goodnews Bay and Platinum as well as Togiak and will be substantially enlarged to accomplish this task. DOWL Engineers of Anchorage has visited Togiak twice in their design process for this facility. Funding is being provided by the Denali Commission. This project has a tentative start date of 2008 for construction.

#### Public Safety Facility

Togiak's Public Safety facilities and equipment are inadequate. The fire truck is 25 years old and the truck and its equipment must be upgraded or replaced. The community has no ambulance and is in need of one. The volunteer staff is in need of both EMS and fire training.

A new facility is needed and it is the community's wish to locate it in proximity to the Sub-Regional Health Clinic above the 100 year flood plane (see maps A1, A2, A4)

The facility would include heated bays both ambulance, fire engine and police vehicle(s) storage for emergency equipment, including search and rescue and Hazardous Materials (HazMat), offices for EMS, Fire and Police and a jail with two cells dedicated to minors so minor offenders can serve time locally.

### Community Services Facilities/Recondition surplus school buildings

Togiak is in need of additional community facilities. The school recently moved to its new location adjacent to Togiak Heights, vacating its properties in Togiak proper. The vacant school buildings may be appropriate to house facilities programs listed below.

- Teen center/Boys and Girls Club
- City Gym/Health Club/Pool/spa
- Radio Station
- Place for weddings, funerals, potlucks, wellness conferences
- New library
- Vocational Tech Training Center
- Tribal court

The Tribal Court is currently cramped in the Elder center and needs meeting rooms for the parties involved and a dedicated “court room” and office facilities for staff and storage.

- Facilities for keeping juveniles locally for incarceration in a “tough love” camp environment for teens