
Saint George Harbor Feasibility Study

Appendix F - Real Estate Plan

Saint George, Alaska

**Tentatively Selected Plan
August 17, 2018**



**U.S. Army Corps
of Engineers**
Alaska District

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NAVIGATION IMPROVEMENTS
ST. GEORGE, ALASKA
REAL ESTATE PLAN

I. PURPOSE

This Real Estate Plan (REP) will be consolidated into the decision document Feasibility Report for Navigation Improvements for St. George, Alaska. The purpose of the feasibility study is to evaluate potential navigation improvements. The REP identifies and describes the real estate requirements for the lands, easements, rights-of-way, relocations and disposal (LERRD) areas that will be required.

II. PROJECT TYPE AND APPLICABILITY

This feasibility study is being conducted under authority granted by Section 4010 of the Water Resources Development Act (WRDA) of 2007 which states: *“The Secretary shall conduct a study to determine the feasibility of providing navigation improvements at St. George Harbor, Alaska.”*

The project is expected to utilize the authority of Section 2006 of WRDA 2007, *Remote Subsistence Harbors*, as modified by Section 2104 WRDA 2014 provides that in conducting a study of remote and subsistence harbor and navigation improvements, the Secretary may recommend a project without the need to demonstrate that the project is justified solely by national economic development (NED) benefits if certain specified criteria are met. The 2014 amendment expands eligible locations for such projects to include the State of Alaska and changes the area of consideration from “community” to “region” in determining whether a harbor is economically critical. St. George meets all the specified criteria to be considered a remote and subsistence harbor. The specific criteria that must be met and how this study satisfies them are as follow:

(1) The community to be served by the improvements is at least 70 miles from the nearest surface accessible commercial port and has no direct rail or highway link to another community served by a surface accessible port or harbor; or the improvements would be located in the State of Hawaii or Alaska, the Commonwealth of Puerto Rico, Guam, the Commonwealth of the Northern Marian Islands, the United States Virgin Islands; or American Samoa;

The project is in Alaska;

(2) The harbor is economically critical such that over 80 percent of the goods transported through the harbor would be consumed within the region served by the

harbor and navigation improvement as determined by the Secretary, including consideration of information provided by the non-Federal interest; and

Based upon their weight, commodities transported in the future with-project condition were analyzed to determine that more than 80 percent of the goods transported through the harbor would be consumed within the region. The region served by the navigation improvements was determined to be the island of St. George and the immediately surrounding marine area (about a 25-mile radius).

To provide economic opportunities for the community, consistent with the authority, alternatives supporting fish and crab product exports from the island are considered. However, these exports were projected to weigh less than 20% of the total weight going through the harbor when considering market and institutional factors such as Community Development Quotas (CDQ) and prices. Total imports minus total exports was used in the projection. Imports included the weight of fuel, the weight of freight and construction materials, and the weight of raw fish. Exports included the weight of processed fish products leaving the island. Exports are estimated to make up 14.1% of harbor throughput on average, with a high estimate of 18.7%, and low estimate of 11.3%. All goods that arrive via the existing harbor in St. George are consumed upon the island of St. George.

(3) The long-term viability of the community would be threatened without the harbor navigation improvement.

The cultural identity of Alaska Native Tribes is highly dependent upon subsistence activities tied to specific locations and deep historical knowledge of land and subsistence resources. Rural economies in Alaska, including that which exists on St. George, can be characterized as a mixed, subsistence-cash economy in which the subsistence and cash sectors are interdependent and mutually supportive. The ability to successfully participate in subsistence activities is highly dependent on the opportunity to earn some form of monetary income and access the resources needed to engage in subsistence activities. Without a safe and functioning harbor, economic opportunities in the community would continue to be hindered and the costs of basic essential goods required to support a subsistence lifestyle would remain prohibitively high, contributing to continued out-migration from St. George. When subsistence communities are forced to disband due to high costs of essential goods, including fuel, tribal identities and cultural communities are endangered. Reductions in costs of such basic essential goods are

essential to community viability. In addition, a safe and functioning harbor would provide opportunities for development of a local economy based upon the marine resources of the region. Such economic opportunities are essential for supporting the mixed, subsistence-cash economies common throughout rural Alaska, combating out-migration, and helping to ensure the viability of the community of St. George.

In considering whether to recommend a project, the Secretary shall consider the benefits of the project to:

(1) Public health and safety of the local community, including access to facilities designed to protect public health and safety:

a. The existing harbor is unsafe for the residents of St. George as well as any local fleet or vessels in distress.

b. Income, addressed below in (3), is tied directly to the financial ability to access services, including health/medical, when needed off the island.

(2) Access to natural resources for subsistence purposes:

a. Access to natural resources for subsistence vessels to launch into rougher seas. For example, if anything beyond a 3-foot wave prohibits launching, a safe and functioning harbor could allow launching into 6 foot or higher waves.

b. Ability to launch in rougher seas extends the subsistence fishing season, increasing food sources and food security.

(3) Local and regional economic opportunities:

a. There is essentially no existing economy on St. George Island.

b. Aleutian Pribilof Island Community Development Association holds both Community Development Quota allocation and substantial catch quota, and processing rights, meaning essentially a guaranteed source of income if the harbor was safe and proper facilities could be built and utilized.

c. Economic opportunities beyond commercial fishing fleet support include operation of seasonal ferry and creation of tourism opportunities.

(4) Welfare of the local population, and;

a. The welfare of the local population is intrinsically tied to a safe and effective harbor.

b. A harbor is also of regional and international importance, as it is the northern most ice-free harbor that could be available as a harbor of refuge.

(5) Social and cultural value to the community

- a. As the Unangan people of St. George have a long cultural and spiritual basis in the Pribilof Islands, the social and cultural value of a harbor is implicit.
- b. The families of St. George want to maintain their culture for their children.
- c. The families of St. George will seek education for their children. Without income opportunity, families will leave. As a result the community has lost state funding for schools.
- d. As individuals have moved away, the tribe has dispersed, directly impacting community and cultural cohesion.

In addition to specifically meeting all criteria and other considerations of Section 2006 that the Secretary may take into account, supporting the project in accordance with Section 2006 allows USACE and the Federal Government to:

- Meet its Trust Responsibility, in accordance with the Department of Defense American Indian and Alaska Native Policy. This includes the policy to “...promote the development of prosperous and resilient tribal communities, including by: (a) promoting sustainable economic development...”
- Be in compliance with the Indian Self-Determination and Education Assistance Act of 1975 (PL-93-638). A safe and effective harbor will allow St. George to re-establish itself as a viable community, providing their own services created by the Federal trust responsibility.
- Fulfill its commitment of the Fur Seal Act of 1983, as amended, to transition St. George to an economy other than fur sealing. The viable economy was recognized from the start as a marine resource based economy, which fundamentally requires a safe and functional harbor.

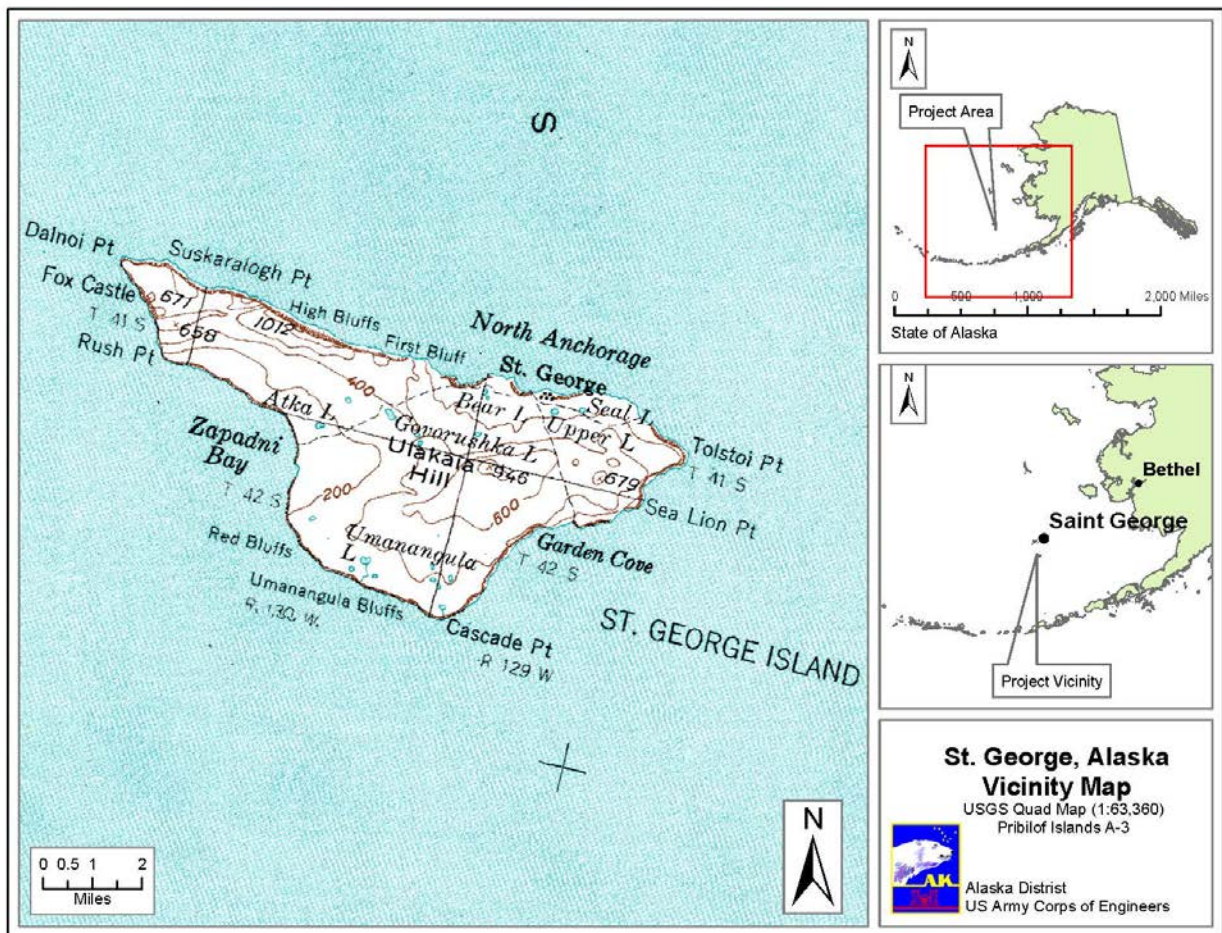
The Non-Federal Sponsor (NFS) for the project is the City of St. George, Alaska.

III. PROJECT SCOPE AND CONTENT

The City of St. George is located on the northeast shore of St. George Island, the southernmost of five islands in the Pribilofs. It lies 47 miles south of the St. Paul Island, 750 air miles southwest of Anchorage, and 250 miles northwest of Unalaska.

The purpose of the project would be to help provide the following opportunities through navigational improvements:

- More affordable access to goods, services, and marine resources for the residents of St. George, including improved freight and barge service, a ferry service to St. Paul, and improved access to subsistence marine resources.
- Reduce fuel costs at St. George by increasing fuel delivery efficiency/increased volumes/access by large fuel barges
- Improved food security
- Develop a marine-based fisheries economy
- Reduce the costs of living
- Ensure future community viability and survival
- Function as the northernmost ice-free port and function as a “harbor of refuge”
- Improve response capabilities to environmental hazards (oil spill, ship wreck) with faster response times
- Increase the availability of dock space
- Diversify access to the community for health and safety purposes



St. George, Alaska, Vicinity Map

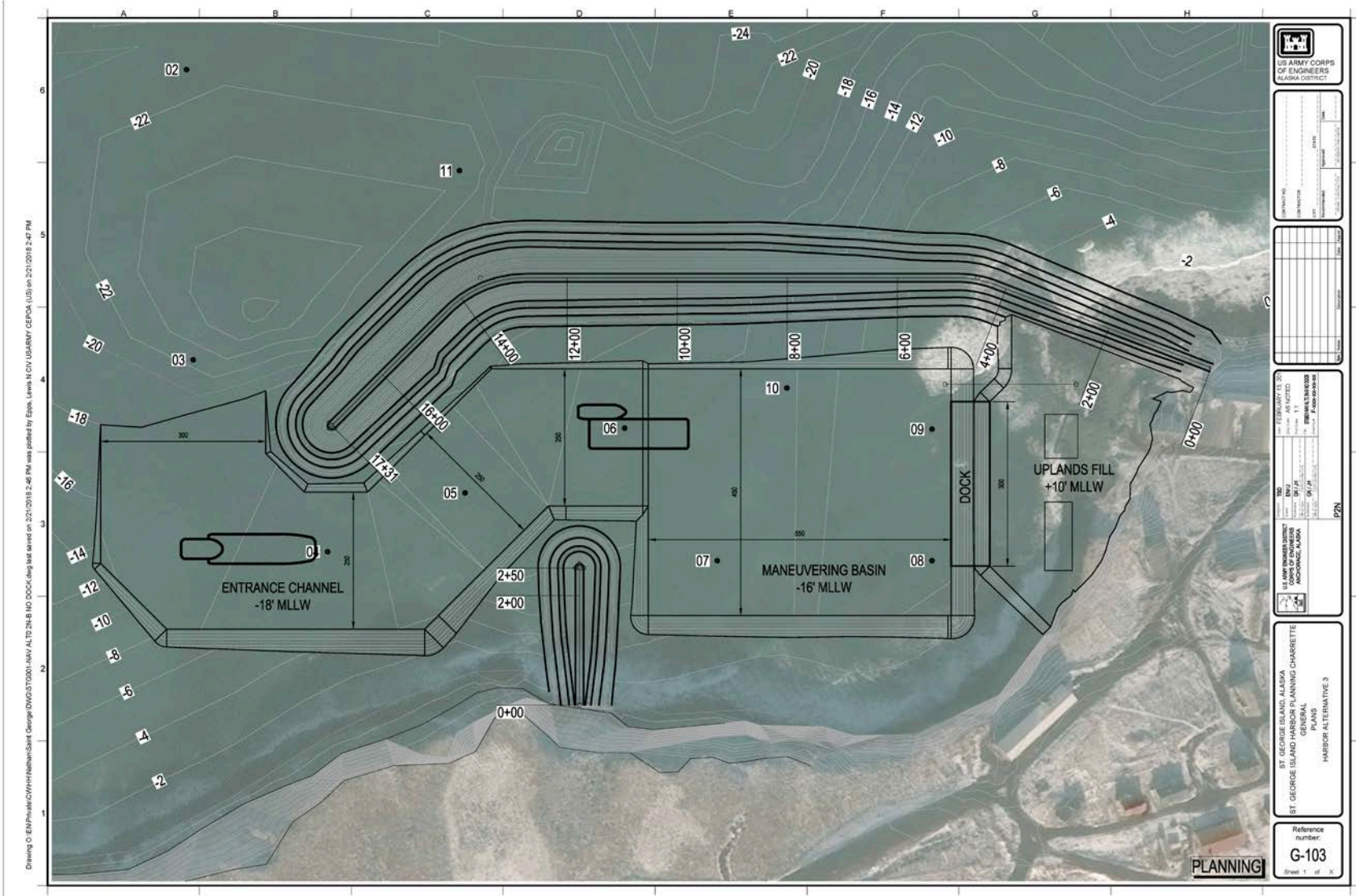
ALTERNATIVES - No Action, Zapadni Bay Alternative Z ALT 1-7.

This study encompasses two sites on Saint George Island; Zapadni Bay and North Shore Cove. Initially, Zapadni Bay was selected through a charrette process that included stakeholders at the Federal, State and local levels. The charrette considered several sites on the island and settled upon the one site evaluated in this study. Zapadni Bay is the location of the existing harbor and upland infrastructure to support harbor operations. As the study progressed, the team decided to investigate a location on the north shore of the island as a potential new harbor site with more favorable wave conditions to Zapadni Bay. The north site is located at the west end of the community of St. George, identified as Alternatives N-1, N-2 and N3.

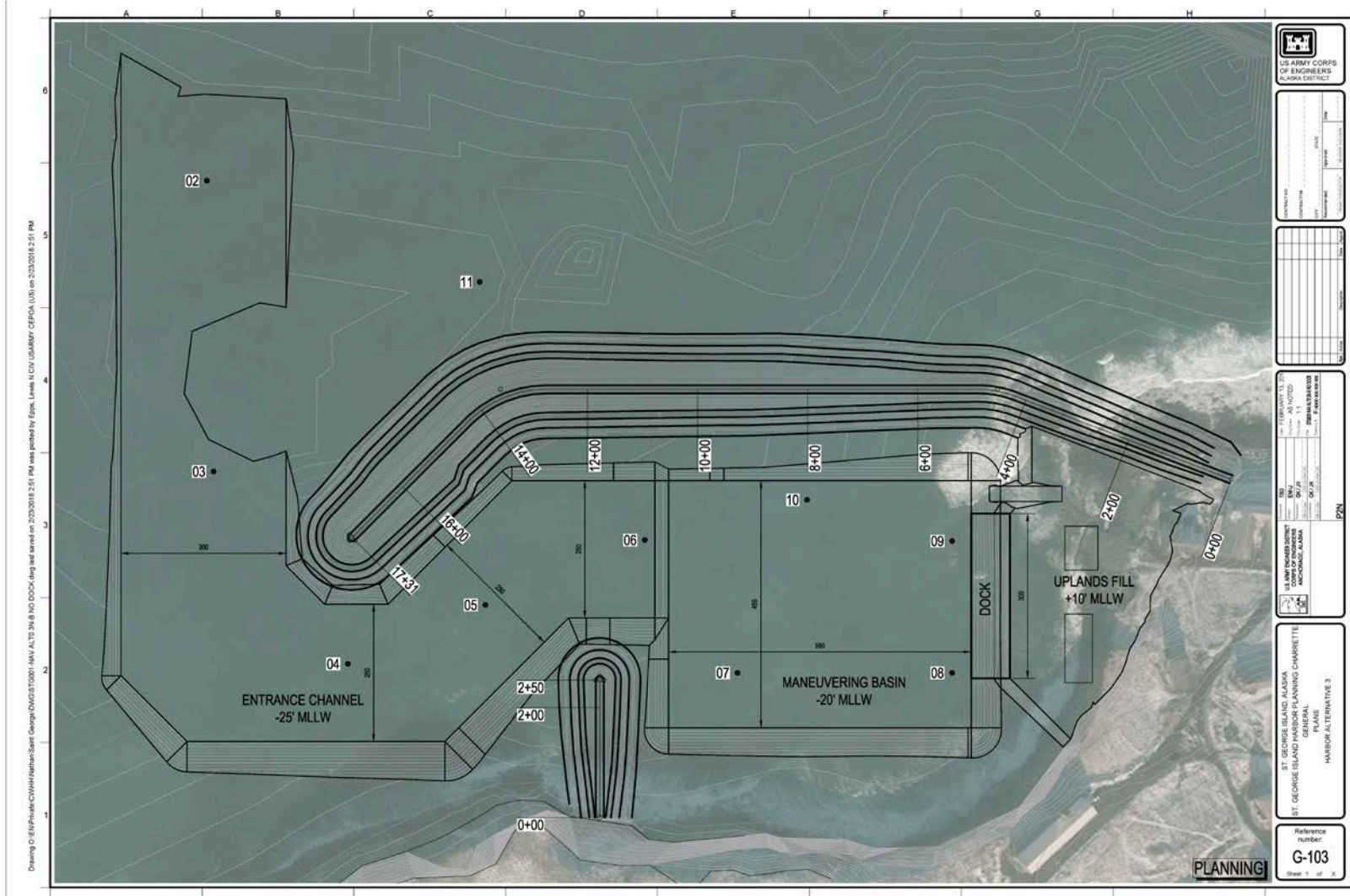
Alternative N-1



Alternative N-2



Alternative N-3



IV. DESCRIPTION OF LANDS, EASEMENTS, RIGHTS-OF-WAY, RELOCATION AND DISPOSAL (LERRD)

LERRD are to be determined (TBD) as property owners are identified in Table F-1.

TABLE F-1: LAND, EASEMENTS, AND RIGHTS-OF-WAY REQUIREMENTS

Features	Owners	Acres	Interest	Values	General Navigation Feature/ Local
Entrance Channel, Breakwater, Maneuver Basin (Portions Below Mean High Water)	State of Alaska	TBD	Navigation Servitude	NA	GNF
Disposal Site (Water)	State of Alaska	TBD	Navigation Servitude	NA	GNF
<u>Disposal Site (Upland Fill)</u> Tract 62, T41S, R129W, SM Tract 63, T41S, R129W, SM Tract 64, T41S, R129W, SM Lot 1, T41S, R129W, SM Lot 4, T41S, R129W, SM	TBD	TBD	Fee	TBD TBD TBD TBD TBD	GNF
TOTAL PROJECT BOUNDARY		TBD			

V. STANDARD ESTATES

FEE

VI. NON-STANDARD ESTATES

None

VII. FEDERAL LANDS

None

VIII. NEAREST OTHER EXISTING FEDERAL PROJECT

There are no other existing Federal Projects that will be affected by the project footprint.

IX. NAVIGATION SERVITUDE

Per 33 CFR § 329.4, navigable waters of the United States are those waters that are

subject to the ebb and flow of the tide and/or are presently used, or have been used in the past, or may be susceptible for use to transport interstate or foreign commerce. A determination of navigability was discussed with our office council and it was determined that the application of navigational servitude is appropriate for construction of the breakwaters. Navigational servitude will apply laterally over the entire surface of the water-body, and is not extinguished by later actions or events which impede or destroy navigable capacity.

X. INDUCED FLOODING

None

XI. BASELINE COST ESTIMATE FOR REAL ESTATE

The NFS will acquire all necessary real estate interest in the lands necessary for the project. The City of St. George is a Class 2 city and is not subjected to taxation. Values in the Baseline Cost Estimate estimates need to be determined and are not a final LERRD value for crediting purposes

01.23.03.05 Real Estate Appraisal Documents

01.23.03.15 Real Estate Payment Documents

01.23.03.17 Real Estate LERRD Accounting Documents

(20% based on reasonable cost estimates relative to accounting requirements)

Cost estimates (Table F-2) are presented in the standard Code of Accounts from M-CACES II Model Database, July 1, 2004.

**TABLE F-2: BASELINE COST ESTIMATES FOR LAND, EASEMENTS,
AND RIGHTS-OF-WAY**

Account	Description	LERRD	Contingency	Non-LERRD	Contingency
01.23.03.05	Real Estate Appraisal Documents				
	Appraisal by Sponsor	TBD		\$0.00	\$0.00
	Review of Sponsor	\$0.00	\$0.00	TBD	TBD
01.23.03.15	Real Estate Payment Documents				
	Payment by Sponsor(LERRD)	TBD	\$0.00	\$0.00	\$0.00
	Review of Sponsor	\$0.00	\$0.00	TBD	TBD
01.23.03.17	Real Estate LERRD Credit Documents	\$500.00	\$100.00		
	Total Admin & Payment	TBD		TBD	
	Total Contingencies		\$100.00		TBD
	Total LERRD + Contingencies	TBD		TBD	
	PROJECT GRAND TOTAL	TBD			

XII. PUBLIC UTILITIES & FACILITIES RELOCATIONS

No known utilities or facilities are located in this area and no relocations are required.

XIII. RELOCATION ASSISTANCE BENEFITS

There are no Public Law 91-646 businesses or residential relocation assistance benefits required for this project.

XIV. HAZARDOUS, TOXIC AND RADIOACTIVE WASTES IMPACTS

There are no known information pertaining to hazardous, toxic and radioactive wastes or materials, within the project footprint.

XV. MINERAL/TIMBER ACTIVITY

There are no current or anticipated mineral or timber activities within the vicinity of the proposed project that will affect construction, operation, or maintenance of the proposed project. Nor will any subsurface minerals or timber harvesting take place within the project.

XVI. REAL ESTATE MAP

The Real Estate Map will be produced by the Alaska District. The map will clearly depict the project area, and the tracts required to support the project.

XVII. SPONSORSHIP CAPABILITY

The City of St. George has been provided the Sponsor Real Estate Acquisition Capability Assessment form. A determination will be made when the assessment form is returned from the City of St. George. The City of St. George has been advised of Public Law 91-646 requirements the requirements for documenting expenses for LERRD crediting purposes. The Sponsor's point of contact is:

Mayor Patrick Pletnikoff
City of St. George
P.O. Box 929
St. George, Alaska 99591-0940

XVIII. NOTIFICATION OF SPONSOR AS TO PRE-PROJECT PARTNERSHIP AGREEMENT (PPA) LAND ACQUISITION

The NFS has been notified in writing about the risks associated with acquiring land before the execution of the PPA and the Government's formal notice to proceed with acquisition.

XIX. ZONING ORDINANCES ENACTED

No zoning ordinances will be enacted to facilitate the proposed ecosystem restoration activities. Therefore, no takings are anticipated as a result of zoning ordinance changes. No zoning ordinances are proposed in lieu of, or to facilitate acquisition in connection with the project.

XX. SCHEDULE

The anticipated project schedule, unless revised after coordination with NFS, is shown in Table F-3.

TABLE F-3: PROJECT SCHEDULE

Navigation Improvements, St. George, Alaska	USACE Start
Receipt of Final Drawings From Engineering	2-4 weeks after PPA execution
Formal Transmission of Row Drawings and Instructions To Acquire LERR	4-6 weeks after PPA execution
Certify All Necessary LERRD Available for Construction	6-9 months after PPA execution
Prepare & Submit Credit Requests	6-8 months upon completion of Project
Review/Approve or Deny Credit Requests	6 months of Sponsor submission

XXI. VIEWS OF FEDERAL, STATE, AND REGIONAL AGENCIES

This project is supported by Federal, State, and Regional agencies. The Corps has met with representatives of the City of St. George and other pertinent parties to discuss aspects of the proposed action. Further coordination will be ongoing. In compliance with the National Environmental Policy Act rules/regulations, letters will be sent to resource agencies and residents in the area; public notices will transpire within the project vicinity.

XXII. VIEWS OF LOCAL RESIDENTS

The City of St. George has conducted public meetings concerning this project. Local residents are in favor of the project.

XXIII. ANY OTHER RELEVANT REAL ESTATE ISSUES

Two structures identified on the National Register of Historic Places are within the project area. The Environmental Assessment, which will review these two structures, will be included in the Final Report.

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