

2007

City and Borough of Sitka Comprehensive Plan Update



Prepared with the Assistance of Community Boards, Commissions, Organizations, and Native Interests who generously contributed time and efforts.

Narrative built to Denali Commission standards.

2007
CITY AND BOROUGH OF SITKA, ALASKA
COMPREHENSIVE PLAN UPDATE

This document represents the City and Borough of Sitka's Comprehensive Plan.

The Plan consists of community goals and policies, a recommended land use map, and background technical information prepared in accordance with Denali Commission guidelines.

The technical information, pursuant to Denali Commission guidelines comes primarily from established state and federal sources. Narrative and materials that do not have a specific citation was prepared by the City and Borough staff.

The City and Borough of Sitka would like to thank the following organizations who have generously contributed their time and effort:

- Sitka Education Consortium
- Commission on Health Needs and Community Services
- Sitka Fine Arts Council
- Sitka Parks and Recreation Committee
- Alaska Native Sisterhood
- Sitka Tribe of Alaska
- Sitka Long Range Planning and Economic Development Commission



Introduction

This document represents the continuing effort by the City and Borough of Sitka to maintain a current comprehensive planning process.

The City of Sitka, Sitka Borough, and, later, the consolidated City and Borough of Sitka has prepared comprehensive plans since the statehood. The community undertook a major comprehensive planning process using HUD 701 funds in 1976. Between 1976 and the initiation of a comprehensive planning process in the mid 1990s the planning emphasis was on economic development plans prepared for US Department of Commerce Economic Development Administration. Plans prepared by the US Forest Service covered the Tongass National Forest as well during this period.

The comprehensive planning process in the mid 90s, that culminated in the 1999 Comprehensive Plan Goals and Policies, involved over 200 residents. The process is more fully described later in this document and it provides a further context this effort.

Over the past several years, it became apparent that events have overtaken many of those goals and policies. While overall community values have not changed since 1999, advances were made in areas such as infrastructure planning which resulted in shifts in areas such as solid waste planning. A process was, therefore, crafted to update those goals and policies by reaching out to the citizens groups that were involved in that earlier effort.

After the 2007 update was initiated, the Denali Commission issued a community plan checklist. These guidelines resulted in the development of additional narrative that relied on existing state and federal data sources, and, materials written by the Sitka Planning Office.

The plan that follows represents an attempt to hold true to the citizen planning process and incorporate materials suggested by the Denali Commission.



1.2. How the Comprehensive Plan is Used

The Assembly and staff of the City and Borough of Sitka make thousands of decisions every year. Many of these decisions are to be guided by this Plan. The most common categories of decision are shown below, but any decision, which is relevant to any of the subjects addressed in the Plan, should not be made until the decision-maker has consulted the Plan for guidance. In practical terms, the office generally charged with maintaining an awareness of the Plan's contents is the Planning Department. The Planning Director is thus the individual who should be most familiar with the Plan and who is obliged to use the Plan for staff decisions and for recommendations to the Administrator, Assembly, and other boards and commissions. This means the Planning Director must be involved and aware of any pending action of the Borough, which might serve to carry out an expectation in the Plan, or of any action, which might have the effect of thwarting an expectation in the Plan. The following list of decision categories is only partial and meant to illustrate Plan usage:

1. Adoption or amendment of new land use code provisions (or amendment of the same), including re-zones.
2. Review of applications for significant land use permits.
3. Acquisition, disposition or development of Borough properties.
4. Annual update of the Capital Improvement Program.
5. Capital improvement of streets, parks, water, sewer, other utilities, and municipal buildings and facilities.
6. Review and comment on actions of a state or federal agency, such as applications for permits.
7. Initiation of a new municipal program or termination or alteration of an existing program.
8. Allocation of budgetary resources among municipal components.
9. Review of economic development actions taken under municipal authority.
10. Consideration of resolutions and other actions relevant to Sitka's neighbors and Southeast Alaska in general.

This Plan is adopted by the Assembly as official policy for subsequent actions of the Assembly and Borough staff, boards, and commissions. This means the Plan must be consulted as actions are pending. The duty to assure that such consultation occurs is, as noted above, within the province of the Planning Department. Proper use and operation of the Plan, however, depends on a number of other activities, not the least of which is for the Department and others to be aware that situations may arise where the Plan is simply inadequate to address an issue or where the Plan has unintended consequences. The foregoing constitutes a warning to the reader and reviewer: Guidance from the Plan will not always be easy to obtain. Consultation of the Plan includes analysis of the guidance in the Plan. In some cases, it will be necessary to consider amendments of the Plan to address unintended consequences or unaddressed issues. To assure that actions are consistent with the Plan and to assure that the Plan is responsive to public needs and changing conditions, the Municipality should:



1. Monitor changes in land use, transportation, infrastructure, social, economic, and environmental conditions and, periodically review and update the Plan to reflect new information and new conditions.
2. Maintain and use procedures to amend the Plan to address needs of the public and individual property owners.
3. Provide for ongoing citizen involvement in any decision-making process that is relevant to the Plan.
4. Coordinate municipal activities with state and federal agencies and with other local governments in the region with regard to matters of mutual concern.

The actual activity of “consulting the Plan” is not a rote exercise like following a maintenance manual or recipe. Rather, this is an analytical process where the reviewer first determines which of the Plan’s goals, policies and objectives are relevant to the decision or issue at hand. Then, the reviewer examines how the pending decision comports with the relevant plan provisions. This analysis is not conducted on an absolute basis. Indeed, the reviewer may find that one policy appears to conflict with the pending decision while another tends to support it. The analysis should balance the application of relevant policies and seek to select whichever decision or option is the most generally consistent with the Plan overall.



Outline

Community Vision

General Goals and Policies

Community Goals and Objectives

Economic Goals and Policies

Governmental and General Infrastructure Goals, Policies and Objectives

Electrical Infrastructure

City Streets and Roads

Public Water, Solid Waste and Wastewater

Public Buildings

Harbors

Human Resources

Transportation

General Land Use Goals and Policies

Urban Residential Goals and Policies

Urban Commercial and Industrial Goals and Policies

Urban Public Lands Goals and Policies

Outlying Areas and Islands Goals and Policies

Education Goals

Social Services Goals and Policies

Health Goals and Policies

Arts and Culture Goals and Policies

Recreation Goals and Policies

Access to Recreational Opportunities

Cabins and Shelters

Marine Parks

Trails

Multi-Neighborhood Parks

Organized Recreation and Team Sports

Visitor Industry

Specific Recreation Sites

Ethnic Diversity and Native Issues



Community Involvement and Participation Process – **Pressing Community Issues Inserted**

Background for Planning

Location and Size

Physical Setting

History

Subsistence Resources and Seasons

Economy and Population

Population

Composition of Employment

Unemployment and Seasonality of Employment

Barriers to Development

Income Levels

Population Trends

Population Composition

Potential for Growth

Future Population

Existing Land Use, Historical Land Use, Future Land Use, and the Land Use Plan

Historical Land Use Changes during the 70's and 80's

Recent Developments

Future Residential, Commercial, and Industrial Development

Comprehensive Plan Recommended Land Use Maps

Lands Reconveyance Status

Community Facilities- Utilities

Tribal Buildings

Cultural Facilities

Public Safety

Health Clinic

Education

Parks and Recreation

Cemeteries and Graves

Utilities

Transportation

Regional



Local

Carrying out the Plan

How the Comprehensive Plan is Used – **Legis Priorities, CEDS Projects, Map of Capital Projects, List of Plans Inserted**

Consultation with Tribal Organizations

The Plan Review and Adoption Process

Future Plan Enhancements

Land Use Map

ARTICLE 2. BOROUGH WIDE GOALS, POLICIES AND OBJECTIVES¹

- 2.1. General Goals and Policies
- 2.2. Economic Goals and Policies
- 2.3. Governmental and General Infrastructure Goals, Policies, and Objectives
- 2.4. General Land Use Goals and Policies
- 2.5. Urban Residential Goals and Policies
- 2.6. Urban Commercial and Industrial Goals and Policies
- 2.7. Urban Public Lands Goals and Policies
- 2.8. Outlying Areas and Islands goals and Policies
- 2.9. Education Goals
- 2.10. Social Services Goals and Policies
- 2.11. Health Goals and Policies
- 2.12. Arts and Culture Goals and Policies
- 2.13. Recreation Goals and Policies
- 2.14. Ethnic Diversity and Native Issues

1. COMMUNITY VISION

The vision for the City and Borough of Sitka is reflected in Section 2.1 of the Comprehensive Plan. The section is the general goals and policies. It contains 22 statements that summarize the local values that Sitkans hold and the values that they wish to maintain as community continues to evolve. A companion element of the section is the recommended land use map that lists specific objectives for development along the road system. Section 2.1 follows in its entirety.



2.1. General Goals and Policies

The City and Borough of Sitka will conduct its affairs and will use its resources, powers, and programs to seek, facilitate, maintain, and improve:

- 2.1.1 A small town atmosphere;
- 2.1.2. Economic growth that improves the quality of life, improves living standards, promotes housing, maintains an affordable cost of living for families and supports a stable population;
- 2.1.3. A natural and civic environment that is clean and healthy and, which will foster quality family life;
- 2.1.4. Access to affordable and quality health care;
- 2.1.5. Close and easy access to wildlands and wilderness;
- 2.1.6. Recognition of the positive effect of the Arts in Sitka's civic and economic framework;
- 2.1.7. The opportunity to participate in a subsistence lifestyle and collaboration with Sitka Tribe of Alaska on subsistence issues;
- 2.1.8. Respect for the diverse cultures in the community and Sitka's indigenous cultural history;
- 2.1.9. Sitka's traditional respect and concern for its people;
- 2.1.10. The diversity and vitality of the local job base;
- 2.1.11. A tax structure which is reasonable while providing necessary services;
- 2.1.12. Access to high-quality education at all levels;
- 2.1.13. Diversified industries that provide maximum value from Sitka's resources;
- 2.1.14. Access to natural resources necessary for community growth and well-being;
- 2.1.15. Convenient, reliable, and affordable transportation for both commodities and people, including support and expansion of Sitka's designated public transit system; as well as safe, non-motorized access to all parts of the community;
- 2.1.16. Reliable and affordable electric power and other utilities;
- 2.1.17. Reliable, safe, and affordable public water supply, sanitary and storm sewerage,
- 2.1.18. Safe, diverse, and pleasant park and recreation facilities, programs and amenities;
- 2.1.19. Safety from fire, flood, and other disasters;
- 2.1.20. Police protection, to include community policing, and service to include safety programs; and continue to collaborate with Sitka Tribe of Alaska to obtain grant funding for law enforcement services,
- 2.1.21. Mutually supportive relationships with sister communities in the region and with the State of Alaska as a whole.
- 2.1.22. Where found inconsistent with other plans, the comprehensive plan will take precedence and the Borough shall work toward amending the inconsistency in the other plan(s).
- 2.1.23. Adequate, safe and affordable housing.



¹ A “goal” is a general statement of being or condition that is sought. In this Plan, each goal statement begins with the word “to” and has a number. “Objectives” are more discrete and achievable steps which, if achieved, will either constitute accomplishment of a goal or progress toward such accomplishment. A “policy” in this context is a rule of operation, which declares how certain functions are to be performed. Objectives and Policies are intertwined under goal statements and have letters to set them apart. Earlier drafts of this Plan also had statements called “considerations.” These have been reworked into goals, policies or objectives as appropriate to their content.

2. COMMUNITY GOALS AND OBJECTIVES

The community goals, policies, and objectives constitute the remainder of the policy sections of the document. They are provided on the following pages.

2.2. Economic Goals and Policies

The City and Borough of Sitka will conduct its affairs and will use its resources, powers, and programs to seek, facilitate, maintain, and improve economic activities which:

- 2.2.1. Contribute to a stable, long-term, local economic base;
- 2.2.2. Provide needed goods and services locally;
- 2.2.3. Produce high-quality goods or services;
- 2.2.4. Minimize impacts on diversity and integrity of the ecosystem;
- 2.2.5. Protect the health and well-being of local people and their surroundings;
- 2.2.6. Complement existing economic activities and strive to increase economic diversity;
- 2.2.7. Promote economic growth through the increased use of information technology by facilitation acquisition of technology infrastructure;
- 2.2.8. Minimize impacts on subsistence opportunities and activities of local residents;
- 2.2.9. Complement existing economic activities;
- 2.2.10. Respect the cultural diversity and the social values of the community;
- 2.2.11. In concert with the use of resources, add the highest potential value to the local economy; and further, the City and Borough of Sitka will seek, establish, and implement public policies which:
- 2.2.12. Eliminates regulations that are adverse to the community’s needs;



- 2.2.13. Maintains reasonable tax rates that most efficiently provide for necessary services;
- 2.2.14. Provides, maintains and improves an infrastructure to meet the needs of the community;
- 2.2.15. Provide housing that can be acquired by a median income Sitka household using no more than 30 percent of its gross income;
- 2.2.16. Improve the availability of affordable housing, both long-term and short-term, to accommodate working families, seasonal workers, and students;
- 2.2.17. Maintains Sitka's legal subsistence status and continued opportunities for and safety of subsistence users;
- 2.2.18.
- 2.2.18. Maintains and enhances the strength of our existing local businesses;
- 2.2.19. Encourages the expansion and outreach of existing health and educational institutions in Sitka so that the municipality will become a regional hub for health and education services and to attract new health and educational services that are not or will not be provided by existing institutions;
- 2.2.20 Will further establish Sitka as a regional center for trade, transportation, professional and technical services, and any other service, facility or commodity for which there is a regional need or demand, while continuing to support use of existing natural resources, artistic and cultural events and services, fishery service and support, visitor services and facilities, financial and business services.
- 2.2.21.

2.3. Governmental and General Infrastructure Goals, Policies, and Objectives

Infrastructure in Sitka is a combination of public, private and natural resources. The public and private sectors are encouraged to cooperate to provide and maintain a high-quality infrastructure to enhance the economy and the enjoyment of life for the residents and visitors of Sitka.

- 2.3.1. To consider establishing, to the extent feasible, a performance system for each department of the City and Borough of Sitka to permit consistent comparisons from year to year.
- 2.3.2. To assure widespread and thorough public awareness of pending actions of the Borough which are significant to the well-being of the community. This includes:
 - A. Public notice pending matters in the local newspaper and press releases containing additional information made available to all media;
 - B. The availability of copies of relevant documents prior to a meeting or event at which a hearing is to be held and a decision made.



- C. Notice will be given for at least the following types of decisions: the development or disposition of Borough lands and properties; the acquisition of new lands, structures or properties; all planning permits for significant developments; all capital improvement projects of the Borough; all amendments to this Comprehensive Plan; and all new or amended ordinances, resolutions and similar actions of the Planning Commission and Assembly.
- D. Provide timely notice to the Sitka Tribe of Alaska of pending actions that are significant to the well-being of the community and in particular of pending actions on issues outlined in the memorandum of understanding between the Sitka Tribe of Alaska and the City and Borough of Sitka.

Electrical Infrastructure

2.3.3. To select system improvement projects as follows:

- A. The highest priority will be accorded to those projects, which are deemed most essential to system safety and security;
- B. The next highest priority will be accorded to those projects which provide the highest return on investment; and,
- C. When selecting among projects of comparable return on investment to give priority to projects which make conservation and efficiency improvements to the existing system over new generation projects requiring large capital expenditures.

2.3.4. Conduct on-going planning that includes researching alternatives and monitoring changes in electrical system usage, costs and available technologies, including investigation of the following:

- A. Set up rate structure or incentive for both residential and commercial electrical users that encourage conservation.
- B. When it appears that demand will outstrip hydro capacity within a foreseeable period of time, consider, as a last resort, giving incentives to those who switch from all electric to another form of heat.
- C. Seek information regarding convertible heating systems and technological improvements in appliances, etc. and make this information available to consumers.
- D. Develop a storm water management and maintenance program. Require new infrastructure be constructed to the City and Borough Standard Construction Specifications.

City Streets and Roads

2.3.5. To develop extensions to the existing street system that will serve the long-term needs of the residents directly served, the traveling public, safety needs and utility services; and to achieve the following objectives and policies;

- A. Review minor and major subdivision standards for road and utility construction, weighing initial construction cost against life cycle costs.
- B. Incorporate use of the street system by public transit riders, pedestrians and bicyclists in the design of street improvements. Include public transit pullouts in long-range road designs.



- C. Coordinate the subdivision design process to enhance interconnected/through streets where feasible and necessary to serve other parcels.
- D. Require construction that meets City and Borough Standard Specifications (CBSS).
- E.
- F. Maximize development of road extensions within the limits of the existing road system.
- G. Require the infrastructure costs be borne by the developers/users.
- H. Maintain a pavement management/overlay program for existing paved streets.
- I.
- J. Develop a funding mechanism to adequately support street maintenance and reconstruction.
- K. Develop process for the consideration of renaming streets with Tlingit names [see section 2.4.18(A)].

Public Water, Solid Waste and Wastewater

- 2.3.6. To establish waste reduction as a priority in the solid waste system through the following objectives and policies:
 - A. Encourage citizens and businesses to support community waste reduction efforts by purchasing items with reduced packaging and participating in recycling programs.
 - B. Require bids for sanitation services to provide for waste reduction, recycling, and hazardous waste handling, and consider each factor, in addition to overall cost of service when the Borough awards the contract.
 - C.
 - D. Continue to explore new methods of waste reduction technology and recycling opportunities and make recommendations through a long range planning process.
 - E.
 - F. To encourage the Borough to reduce its generation of waste.
- 2.3.7. To give high priority to the provision of clean drinking water for the public, including:
 - A. Protection of water supplies and watersheds from the adverse effects of development;
 - B. Setting minimum fire flow capacity as the standard for delivery of public water;
 - C. Require connection to the public water system by any new development be consistent with the Customer Service Policy (CSP).
 - D.
- 2.3.8.
- 2.3.10 To consider providing, in the near to intermediate future, development of a program of direct management of sanitary sewer and private sewerage problems by the Borough including:
 - A. Inspection of problems caused by failed, failing or damaged sewerage systems and components whether public or private and whether on public or private land.



- B. Issuance of citations, stop work orders, correction orders and the imposition of financial penalties for non-compliance with Borough sewerage and wastewater requirements.
- C.
- D. The authority to require new developments, and existing developments with inadequate or unlawful sewage systems, to connect to public sewer, including requiring participation in paying for the cost of extending sewer mains if the developments to be served are within a reasonable distance of the sewer system as it exists at the time the new development is proposed or at the time that the inadequacy of an existing private system is determined.
- E. Provision of the opportunity for groups of properties to connect to the public system using the LID process to pay the connection costs and to offer the LID process at the lowest interest rate allowable.
- F. Continue the process of closing the Kimsham landfill and explore leachate treatment at the facility.
- G. Develop a land cleaning landfill that will meet the needs of the community.
- H. Continue to develop the Sawmill Cove Industrial Park (SCIP) recycling facility.
- I. Develop disposal options for those elements that cannot be addressed off-island in a cost effective manner such as construction and demolition, debris disposal, boat disposal and trailer disposal.
- J. Actively pursue, implement, and enforce policy updates for the water and wastewater system that protect public health.
- K. Develop a long term solution to sludge disposal in the wastewater system.
- L. Establish a program to safeguard the public drinking water supply from backflow and cross connection hazards.
- M. Continue to actively enforce the Customer Service Policy.
- N. Develop and update on a regular basis a Master Plan for water and wastewater utilities, and, develop a GIS system for all utilities.
- O. Develop additional storage for the water distribution and transmission system.

Public Buildings

- 2.3.11. To implement a long-range plan to assess the use/potential use of existing public facilities. In addition to the assessment, a 6-year maintenance plan and capital improvement plan should also be addressed and the necessary funds for these projects should be appropriated, and, more specifically, to:
- A. Expand current usage of Harrigan Centennial Hall due to the increased demand from the community and visitors.
 - B. Continue to provide for Kettleson Memorial Library building and service expansions over a five to ten year time horizon by 1) protecting the parking on the site, 2) insuring the land use in the immediate area is compatible, and 3) exploring ways to increase the quality of telecommunication lines and services.
 - C. Continue to explore strategies to add and increase cost effective energy efficiency improvements in public buildings.
 - D. Review state and other funding possibilities for joint maintenance facility for city vehicles and the public transit system.



- E. Review state and other funding possibilities for joint parking facility for public transit vehicles and parking for the public in congested areas of the city.
- F. Include expansion of and funding mechanisms for Sitka's designated public transit system to provide services to the Sawmill Creek Industrial Park, especially to any dock facilities and other industries to be developed at SMC (This is a Federal requirement for Sitka's use of the Congressional earmark came out of Federal public transit funds.)

Harbors

- 2.3.12. To plan for and maintain quality harbor facilities and services that will enhance marine commerce and accommodate the needs of residents, transient boats, the charter fleet, and cruise ship tenders, and to carry out the following policy and objective:
- A. Harbor facilities shall be maintained and supported, in so far as possible, by the revenues generated by harbor operations. While reasonable moorage is a goal; more of the load may need to be taken in fees.
 - B. A long-range plan and financial strategy should be developed to address the future need to replace harbors.
 - C. Develop sewage waste disposal system or policy for harbor facilities.

Human Resources

- 2.3.13. To encourage continuation of current forms of volunteerism and to encourage new forms because the Borough benefits greatly from its present use of volunteers in the fire department, library, City cleanups, animal control, and commissions, in order to maintain or increase City services and contain personnel costs. To enhance volunteerism further, carry out the following:
- A. Explore some form of compensation or incentive for volunteerism; e.g. tax credits or waiver of fees.
 - B. Explore the possibility of organizing community service, in lieu of jail time or fines, to better serve community needs.

Transportation

- 2.3.14. To develop and support a structured means for the Borough to be consistently involved in the ferry scheduling and funding process to ensure that Sitka receives its fair share of the Alaska Marine Highway System service.
- 2.3.15. To alleviate vehicle congestion in the downtown area and on main thoroughfares, including but not limited to, the following:
- A. Encourage the Borough to participate in surveying Sitkans to determine what type of public transportation is desired, so that private businesses may be motivated to provide regularly scheduled public transportation services. To develop and support a structured means for the City to be consistently involved in the ongoing development and possible expansion of Sitka's designated public transit system, to ensure, among other goals, that Sitka receives its fair share of operational and capital funds for public transit available from the State or Federal governments.
 - B. All possible public and private resources, including but not limited to statements of official city political support, city staff expertise, and non-financial support, available from time to time to assist in the operation, maintenance, and expansion of Sitka's designated public transit system, whether or not the City operates the public transit system.



- C. Develop a strategy that reflects cohesion of resident traffic flow and visitor traffic flow. Consider the extent to which the City can and is willing to support the operation, maintenance, and expansion of Sitka’s designated public transit system, whether or not operated by the City, as the City periodically develops its priorities for all types of city planning, service, delivery, budgeting, or advocacy with federal and state agencies or NGO’s.
 - D. Develop safe access for pedestrians and bicycles to all parts of Sitka by creation of non-motorized routes separate from vehicular roadways wherever possible.
- 2.3.16. To develop, in partnership with the State of Alaska, the airport to serve the anticipated growth and/or changes in aviation activity to include aircraft maintenance, passenger and freight operations, and support services, and to:
- A. Give priority to aircraft dependent and aircraft related commercial and industrial use of public land on Japonski Island.
 - B.
- 2.3.17. To revisit parking concerns in the downtown business district plan. To seek out and expand downtown parking capacity wherever possible.
- 2.3.18. To seek improved regional transportation and access to Sitka from the outside by encouraging the State of Alaska to vigorously develop a detailed study and implement one or more of the following access scenarios for passenger and vehicular transportation to the east side of Baranof Island; examination of the Rodman Bay Road idea, the Baranof Warm Springs Road idea and the fast shuttle ferry idea with a transfer facility on the east side of Baranof Island and any other idea which might emerge in a full scale examination of surface transportation possibilities.

2.4. General Land Use Goals and Policies

- 2.4.1. To guide the orderly and efficient use of private and public land in a manner that maintains a small-town atmosphere, encourages a rural lifestyle, recognizes the natural environment, and enhances the quality of life for present and future generations.
- 2.4.2. To make land use decisions in compliance with all applicable land use laws and policies; to carefully consider recommendations by both organized groups and individuals; and to do so in accordance with the following:
- A. The community shall be given the opportunity to participate in periodic updates of the Comprehensive Plan through a series of community meetings and public hearings to ensure that residents are aware of proposals related to densities, land uses and community facility improvements and are able to comment on such proposals. The primary purpose of these hearings will be to ensure that the goals, objectives and policies of the Plan accurately reflect the long-term quality of life and the desires of the community.
 - B. The Sitka Coastal Zone Management Program is hereby incorporated by reference as a component of this Comprehensive Plan.
- 2.4.3. To, over the long term, work to develop Borough wide zoning.
- 2.4.4. To resolve conflicts, through a public process, between residential, commercial, recreational and industrial land uses.



- 2.4.5. To encourage logical growth and development adjacent to existing services and facilities and to discourage discontinuous, leapfrog development and zoning.
- 2.4.6. To provide adequate land for commercial, industrial and residential growth and public use that promotes the efficient use, value and enjoyment of the environment.
- 2.4.7. To encourage well-planned and environmentally sensitive site planning, maintenance of affordable utility costs, provision of needed open space.
- 2.4.8. To seek out ways to make housing more affordable for all Sitkans through various measures including:
 - A. Develop more affordable housing opportunities, including single family homes and multi-family homes and multi-family dwellings.
 - B. Creative site design.
 - C. Minimizing utility extension networks.
 - D. Relaxation of code requirements in cases where a thorough analysis has been conducted.
 - E. Placing a high priority on working with the University of Alaska Land Trust to obtain the release of the 150 lots in the platted benchland subdivision for a coordinated plan of development and sale for residential use.
 - F. Prepare a long range, affordable housing action plan.
 - G. Increase the supply of land available for housing.
 - H. Develop partnerships to provide affordable housing.
 - I. Establish a local organization to provide affordable housing.
- 2.4.8.2 Facilitate, through code revisions and other municipal actions, residential and commercial unit construction and modifications that utilize the universal design concept. The universal design concept results in structures being built and modified that are usable by all people with a range of ages and abilities without the need for adaptation or specialized design.
- 2.4.9.
- 2.4.10. To permit large scale/high impact commercial, industrial and resource development activities on municipal lands only after an extensive public review.
- 2.4.11. To protect crucial subsistence resources from loss and damage, to minimize loss and damage to all subsistence resources, and to carry out the following policies and objectives:
 - A. Specific land use designations shall be evaluated that protect subsistence resources.
 - B. Recreation and subsistence use of public land shall be taken into account in all land use decisions.
 - C. The Borough will work with the Alaska Department of Environmental Conservation to ensure that air and water quality will be protected in all areas.
 - D.
 - E. To periodically review previously adopted studies, many of which have been undertaken by citizen committees.



- F. Solicit input from the Native community and the Sitka Tribe of Alaska on subsistence issues.
- 2.4.12. To maintain public access to the waterfront, where feasible, in all zones.
- 2.4.13. To consider revising the Coastal Zone Management Program to restrict development to water dependent uses only.
- 2.4.14. To protect and facilitate outdoor recreation for residents and visitors through protection and enhancement of suitable areas ranging from neighborhood parks to National Wilderness through appropriate zoning, and to pursue the following objectives and policies:
 - A. The Borough shall periodically review zoning of large tracts of public lands for future use. In this case currently, public lands are those under ownership by the University of Alaska, Mental Health Trust, State of Alaska and federal government.
 - B. The development of Borough lands adjacent to established parks shall be compatible with park use.
 - B. Facilitate, where feasible, the continued development of a coordinated and interconnected trails network.
- 2.4.15. To cooperate on land exchanges, in conjunction with public entities and private landowners, that will benefit the community.
- 2.4.16. To publicly encourage community awareness of the value of protecting historic and cultural resources and to recognize organizations that improve the historic character of buildings and sites.
- 2.4.17. To encourage the beautification and cleanup of Sitka through means such as public acknowledgement and recognition.
- 2.4.18. To encourage the preservation and/or renovation of historical buildings and sites on public lands. The Native community shall be especially encouraged to participate. This goal incorporates the following objectives:
 - A. The Sitka Historical Preservation Commission and the Sitka Historical Society shall be asked for recommendations when naming public streets and facilities.
 - B. The City and Borough shall encourage the preservations, renovation and interpretation of buildings and sites related to World War II activities within the Sitka road system, the surrounding islands and remote locations within the Borough.
 - C. The Borough shall actively encourage preservation and maintenance of cemeteries throughout the Borough by local groups and individuals.
- 2.4.19. To consistently follow and enforce land use policies, codes, regulations, and decisions, and do so in accordance with the following policies and objectives:
 - A. Zoning and subdivision regulations are the primary mechanisms to manage land use in the Borough. Conditional use permits, variances, and relief from requirements shall be granted when all appropriate factors have been considered.
 - B. Rezoning may be considered in areas where excessive need exists for conditional uses, variances and/or relief from existing requirements.
 - D. Zoning and parking requirements/regulations shall be consistently followed and enforced. Relief from requirements to provide parking spaces shall be granted only in exceptional cases.
- 2.4.21. To consider conditional use permits for commercial uses and high impact residential uses only in the areas served by an adequate road network and not in areas such as neighborhoods where adjacent properties can be adversely impacted.



- 2.4.22. To update the zoning regulations, subdivision regulations and other elements of the municipal code in accordance with the other goals and policies here in and to create internally consistent land use codes which reflect the aspirations expressed in this Comprehensive Plan.
- 2.4.23. Encourage development of neighborhood associations to maintain and promote the peace, safety and character of neighborhoods.
- 2.4.24. Carefully consider the views of property owners in residential areas before introducing commercial uses in the areas.

2.5. Urban Residential Goals and Policies

Urban lands are considered to be properties along and adjacent to the Sitka road system including Japonski Island.

- 2.5.1. To encourage diverse housing types and densities in order to assure decent housing for all persons in all income groups, and to:
 - A. Encourage development of multi-family dwellings where appropriate and in consideration of present use and future long term development plans of the area. Encourage development of attractive landscaping and a requirement for a park and/or greenbelt.
 - B. Evaluate sufficiency of land zoned for multi-family dwellings and encourage zoning changes where appropriate.
- 2.5.2. To encourage quality residential areas which function as integral neighborhood units with adequate public facilities, and to:
 - A. Encourage formation of neighborhood associations to develop concise plans to be used as advisory documents to promote informed development decisions, reflect residential concerns, and assist in determining capital improvement priorities.
 - B. Encourage new developments that provide quality design and amenities, preserve or create habitat, and maintain open space.
 - C. Encourage planned unit developments.
 - D. Provide an adequate amount of housing that meets the needs of Sitka's elderly and handicapped.
- 2.5.3. To encourage the prevention of deteriorating building conditions and the rehabilitation of deteriorating residential areas, and to:
 - A. Encourage the rehabilitation of older residential areas.
 - B. Develop an equitable regulatory mechanism for eliminating the storage of litter and refuse on residential properties. Screening shall be considered in the review of the issue.
- 2.5.4. To enhance the historic character of older neighborhoods, including the Native Village. Work collaboratively with the Sitka Tribe of Alaska to enhance the historic and residential character of the village.



- 2.5.5. To ensure that new residential development occurs in an orderly manner, which will enhance rather than deteriorate the community and lifestyle.
- 2.5.6. To recognize the need for and value of mobile home parks.
 - A. Revise the mobile home park regulations to clarify the types of uses and structures that are allowed in the parks, and, update the setback requirements.
 - B. Develop a process for enforcing a set of minimum health and safety standards for mobile homes, and, trailers, and, mobile home parks.
 - C. Develop a mechanism for improving the appearance of mobile homes and mobile home parks and decreasing the density of existing mobile home parks.
 - D. Develop mechanisms that encourage the replacement of substandard mobile homes with protective time frames for displaced residents.
- 2.5.7. To assure lots within the City and Borough are of reasonable size and access, and to:
 - A. Take adequate lot width ratios into account during the subdivision review process.
 - B. Encourage large corner lots on parcels at the intersection of public right of ways.
- 2.5.8. To ensure that new developments pay the cost of required utility and road extensions to Municipal standards; to ensure that new commercial developments pay the cost of required major line extensions; and to develop a specific utility infrastructure such as water tanks.
- 2.5.9. To acknowledge animals as an integral part of the community through carefully considered regulations and enforcement, and to develop an animal ordinance for residential property within the road system.
- 2.5.10. To acknowledge that single-family residential use is acceptable as a waterfront land use, and to assure that single-family residential use along the waterfront will be discouraged only in those zones where prohibited.
- 2.5.11. Develop more affordable housing opportunities, including single family homes and multi-family homes and multi-family dwellings (see section 2.4.8).

2.6. Urban – Commercial and Industrial Goals and Policies

Urban lands are lands along and adjacent to the Sitka road systems including Japonski Island.

- 2.6.1. To facilitate the availability of adequate land zoned for residential, commercial, industrial and waterfront development.
- 2.6.2. To encourage commercial and industrial developments of a quality that does not adversely impact any adjacent recreational and residential areas, and to:
 - A. Encourage sensitive master planning for commercial and industrial developments.



- B. Ensure that commercial and industrial uses occur in areas where adequate transportation and services are available or can eventually be developed.
 - C. Encourage clean industry, which minimizes pollution and adverse impacts on surrounding land uses, including the disposal of fish waste by commercial seafood processors.
 - D. Minimize conflicts between new commercial and/or industrial development with surrounding land uses.
 - E. Amend the zoning regulations, as appropriate, to require that any new or reconstructed commercial or industrial facilities will provide screening of the outdoor storage area from roadways, walkways, and adjacent residential properties.
 - F.
 - G. Revise land use regulations to better differentiate between commercial and industrial uses.
 - H. Explore creating sub-zones within commercial and industrial zones to provide buffer areas between conflicting land uses.
 - I. Consider amending the zoning ordinance to clarify that manufacturing and fabrication, other than for personal use, of hazardous/toxic materials, and any manufacturing or fabrication facility which causes excessive noise, light, and/or significant increases in traffic to and from the site shall be considered industrial uses; to clarify which manufacturing and fabrication uses are allowed in Commercial zones.
 - J.
 - K. Encourage the development of facilities to accommodate visitors, such as bed and breakfasts, hotels, restaurants, and recreation areas, however, short term rentals and bed and breakfasts proposed to be located in residential areas should be designed and developed such that noise, traffic, lighting, and visual impacts from the facilities are no more significant than impacts from ordinary residential uses in neighborhoods where they will be located.
 - L. Encourage the construction of for-profit animal boarding facilities in general commercial areas.
- 2.6.3. To develop the airport to serve as a regional center for southeast Alaska to include aircraft maintenance, passenger and freight operations and support services in partnership with the State of Alaska and private businesses.
- 2.6.4. To encourage preservation/restoration of historic architecture and landmarks that may be affected for commercial and industrial use.
- 2.6.5. Sawmill Cove Industrial Park
- A. Pursue economic development and productive use of property acquired from the former Alaska Pulp Corporation.
 - B. Industrial Park property will be leased or sold to individuals and corporations to develop business opportunities and provide jobs.
 - C. Utilize property management methods which more closely correspond to private sector transactions.
 - D. Pursue sale of Blue Lake water that is permitted by the State of Alaska for export from the hydrologic unit.

2.7. Urban – Public Lands Goals and Policies



Urban lands are lands along and immediately adjacent to the Sitka road system including Japonski Island.

- 2.7.1. To consider developing and implementing a requirement for sidewalks, bike paths, parks and/or green belts within all new major subdivisions, and develop a mechanism for community groups to maintain neighborhood parks and green belts.
- 2.7.2. To require adequate off-street parking in all cases, except where otherwise not mandated by code, and
 - A. Examine, through the course of future amendments to the zoning ordinance, alternatives to the off-street parking exemption in the Central Business District CBD.
 - B. Areas where off-street parking is not presently adequate will be noted for improvement of off-street parking at later times when proposed for alteration or redevelopment.
- 2.7.3. To consider the present or future need for public uses such as transportation easements, green belts, parks, and public recreation facilities, in the disposal or acquisition of municipal lands, and to:
 - A. Dispose of Borough lands in an efficient and expeditious manner when such lands are designated for disposal.
 - B. Periodically identify and review all Borough owned lands to determine the best use of those lands and develop a plan for those lands deemed suitable for disposal.
- 2.7.4. To explore and identify future landfill sites, which may include expanding the existing location in the next five years. This project shall include review of the recommendations made by the citizen's committee on solid waste, and:
 - A. Wherever feasible, waste disposal sites and facilities shall be located to minimize conflicts with adjacent land uses.
 - B. Storage of toxic and/or hazardous wastes generated outside the Borough will not be actively pursued.
- 2.7.5. To eliminate conflicts between floatplane operations and boats in the Sitka Channel, and to:
 - A. Encourage expansion of water-borne aircraft operations outside the Sitka Channel.
 - B. Explore ways to minimize conflicts between existing floatplane operations and other water-borne traffic in the Sitka Channel.
- 2.7.6. To encourage the State to fund an update of the Swan Lake Area Meriting Special Attention Study.
- 2.7.7. To explore the potential for development of urban lakes (Heart, Thimbleberry, Medevijie, Swan, Blue, Beaver and Green Lakes) and Indian River for recreation purposes. Recommendations would include appropriate protection for Blue Lake watershed.
- 2.7.8. To preserve existing parks and green belts on public lands in the downtown core.
- 2.7.9. To encourage establishing areas dedicated to the safe enjoyment of off-road vehicles, and to:
 - A. Pursue a cooperative use agreement with the state and federal governments encouraging the designation of Nelson Logging Road past the rifle range for off-road vehicle use. This agreement shall encourage private off-road vehicle user groups to contribute to the maintenance of the Nelson Logging Road to enhance safety and enjoyment.
 - B. Encourage the continual maintenance of Harbor Mountain, Blue Lake, and, Green Lake Roads.



- 2.7.10. Adequate harbors and support facilities on the road system are an integral part of the community and shall be developed to accommodate the full spectrum of the public, and in accordance with the following:
- A. Harbor development will include green belts and dedicated areas for commuter moorage.
 - B. The private sector will be encouraged to develop and maintain marinas to include upland parking and dry-land boat storage.
 - C. Assess the need for and develop where feasible, upland parking facilities for commonly used moorage areas and marinas.
 - D. Pursue a mechanism to control excessive use of lights and noise from harbors during late night and early morning hours.
- 2.7.11.

2.8. Outlying Areas and Islands Goals and Policies

Outlying areas and islands are properties within the City and Borough that are not immediately adjacent to the road system. They include the developed islands in the vicinity of Galankin and Long Islands, Middle Island, Goddard, Baranof Warm Springs and all other properties on Baranof Island and the Borough portion of Chichagof Island. There is a diverse range of public and private ownership in this area.

- 2.8.1. To maintain the superlative visual character of Sitka Sound and the City and Borough of Sitka as an overriding goal, including:
- A. Encouragement of sightseeing and non-consumptive tourism.
- 2.8.2. To seek sensitive and environmentally sound uses within the islands and outlying areas, in accordance with the following:
- A. Lower density uses shall be encouraged for privately held islands.
 - B.
 - C. A solid waste disposal plan shall be developed, in the future, for islands and outlying areas within the Borough.
 - D. While commercial and resort development may be appropriate in outlying areas, efforts shall be taken to ensure they are well planned and have minimal impacts on nearby residential properties.
 - E. In low-density residential zones, commercial uses shall be screened from adjacent property.
 - F. A mechanism for permitting and managing for-profit enterprises on public owned outlying lands and islands shall be developed.
 - G. For-profit enterprises that have the potential of degrading the natural habitat shall be reviewed and monitored.
 - H. It is recognized that island properties owned by the State of Alaska, the Alaska Mental Health Trust and the City and Borough of Sitka may be eventually proposed for development for a variety of purposes. Prior to any decision on the use



of those properties, the property owner shall be encouraged to hold a public review process. If public properties are disposed of, prime beaches, anchorages, and areas of historic recreational use shall be reserved for public use.

- I. Consideration shall be given to amending the subdivision regulations to allow for the imposition of requirements as necessary to allow for beachfront access on public and quasi-public property.
 - J. Facilitate compliance with zoning and building codes on islands.
- 2.8.3. To encourage sound building construction practices in outlying areas and islands, in accordance with the following:
- A. Implement uniform building codes and related codes in outlying areas and islands through requiring a building permit, site plan and sewage disposal plan. If an interim step is determined to be necessary, a site plan shall be required to ensure compliance with zoning, sanitary sewer, and dock permit requirements.
 - B. Require property owners within outlying areas to comply with existing regulations.
 - C. Regain general permit authority from the Corps of Engineers for small scale docks.
 - D. Encourage the Department of Environmental Conservation to develop a strategy to bring wastewater systems in outlying areas and islands into compliance.
- 2.8.4. To explore zoning all public and private islands and outlying areas for the long-term best use, recognizing historic uses and enhancement of the public good.
- 2.8.5. To develop a rural recreation zone, in the long term, to recognize historic recreational uses and enhancement of the public good, in accordance with the following:
- A. Maintain public access and existing facilities at Goddard Hot Springs.
 - B. In conjunction with the Forest Service and the State of Alaska, evaluate the potential for developing and maintaining recreation facilities and well-designed trails in the vicinity of Goddard Hot Springs.
 - C. Encourage development of hot spring facilities at Fish Bay.
 - D. Explore developing access and facilities for recreation on Biorka Island that do not adversely affect existing uses.
 - E. Facilitate the development of a SEA trails program. To invite residents and property owners in outlying areas to participate in public review of City and Borough decisions that may affect them.
- 2.8.6. To work with the property owners in Baranof Warm Springs to prepare a development, recreation, and utility plan for the area.
- 2.8.7. To consider the present or future need for educational and/or other public facilities in the disposal or acquisition of municipal land in outlying areas.
- 2.8.8. To invite citizens of Port Alexander, Elfin Cove, Pelican, Tenakee Springs and Angoon to participate in public review of City and Borough decisions that may affect them.
- 2.8.9. To assure that animal regulations in outlying areas and islands shall be as liberal as possible, commensurate with public health and safety.



2.9. Education Goals

The City and Borough of Sitka will conduct its affairs and will use its resources, powers, and programs to seek, facilitate, maintain, and improve economic activities which:

- A. Acknowledge that education is a significant part of Sitka’s economy.
- B. Provide support in the development of the Southeast Alaska Academic and Vocational Institute as a component of the educational, as well as economical development for Sitka.
- C. Work with the City, economic, and community groups to develop Sitka as an educational hub for the region and the State of Alaska.
- D. Recognize the contributions of the University of Alaska Southeast – Sitka Campus and Sheldon Jackson College, which is one of only two private institutions of higher learning in Alaska, to the educational, cultural and economic resources of Sitka.
- E. Strengthen collaborate efforts and networking between educational institutions, businesses and community group.
- F. Develop an efficient process for sharing and maximizing educational resources.
- G. Strengthen Sitka Education Consortium efforts through community and financial support.
- H. Enhance and develop summer educational opportunities (academies, camps, summer school, etc...).
- I. Aggressively pursue and support plans to establish stable funding.
- J. Expand and strengthen vocational technical prep programs as well as other college programs.
- K. Prepare Sitka students for effective involvement in a rapidly changing, global community and marketplace, keeping in mind that most youth graduating now will have an average of 5-7 distinct careers.
- L. Develop innovative educational alternatives to prevent and intervene with students at-risk of “falling between the cracks”, losing hope or dropping out of school for a variety of reasons.
- M. Promote and assist in strengthening Sitka’s telecommunication infrastructure and other emerging technologies (i.e. fiber optics).
- N. Integrate employment skills in K-12 curricula and all vocational courses.
- O. Develop entrepreneurial programs that prepare students for the world of work.
- P.
- Q. Work toward making Sitka an educational hub for the State of Alaska. Encourage and support the Sitka Education Consortium’s efforts to create a Southeast Alaska vocational institute.
- R. Enhance summer educational programs in continuing education and natural resources by working collaboratively with existing agencies and programs.
- S. Encourage local businesses and organizations to participate in mentoring programs for youth.



T. Develop innovative programs to encourage parental involvement in their children's education.

2.10. Social Services Goals and Policies

It is the policy of the City and Borough of Sitka to strive to:

- 2.10.1. To actively promote and seek funding for services and activities which facilitate the well-being of the community and all its members, and to:
 - A. Provide a continuum of services that meet the needs of all residents.
 - B. Integrate such services throughout the public and private sectors utilizing resources from both.
 - C. Involve consumers/families in all planning processes.
- 2.10.2. To create a system to provide adequate food to all residents, which:
 - A. Incorporates a coordinated needs-driven delivery system, which will complement the existing eligibility-driven programs: We have meals on wheels and the Swan Lake Senior Center to help with this issue.
- 2.10.3. To make available to all community members adequate housing options that:
 - A. Meet building codes for safety and accessibility: For health reasons there are several places that are not smoke free and with Elders that have heart or lung conditions are compromised health wise and the current laws state these residences should be smoke free.
 - B. Are affordable for all income levels (see section 2.5.1).
 - C. Meet the special populations need for:
 - 1. Emergency housing: The SAFV Shelter is our only emergency shelter for women and children. It appears reasonable that there should be a shelter for men in crisis as well.
 - 2. Seasonal housing.
 - 3. Transitional housing: There should be transitional housing available to residents that are just starting over for whatever reason.
 - 4. Assisted living: This service is available at both Sitka Community Hospital and the Pioneer Home. These services should be supported fully as our society is aging.
 - 5. Nursing home beds: Pioneer Home and Sitka Community Hospital both offer these services.
- 2.10.4. To insure community safety by maintaining existing emergency services with a commitment to pursue funds for development of the implementation of the following:
 - A. Enhanced 911 services, including caller ID and accessibility for persons with communications disabilities.
 - B. Police officer safety and backup plan.
 - C. Adequate detoxification policies and facilities: There should be both youth and adult facilities available.



- D. Temporary safe housing alternatives for all who need them.
 - E. A secure facility for juveniles: A facility of this sort is definitely needed and should be supported by the city.
- 2.10.5. To commit to the following prevention and early intervention programs which will reduce social problems in the community:
- A. Home-based programs.
 - B. Sitka Prevention & Treatment Services.
 - C. DARE Program: This program is proven to get excellent results and should be implemented in our community.
 - D. Ongoing bicycle/street safety programs for children, including driver education: More attention, PSA 's should be given to this topic especially during tourist season.
 - E. Community wide substance-abuse awareness education.
 - F. Comprehensive, integrated health education curriculum in the public schools.
 - G. Coordinated domestic abuse prevention and intervention systems.

The prior 2.11 Health Goals and Policies is replaced in its entirety with the following language:

2.11. Health Goals and Policies

Recognizing that the health and well-being of a community rests upon the services available to individuals and families, the City and Borough of Sitka shall maintain a Commission on Health Needs and Community Services. The City and Borough of Sitka recognizes that a community is judged not by the welfare of its wealthiest citizens, but also by those who are least fortunate. The City and Borough Assembly encourages healthy lifestyles and activities within the community, and will strive to work towards the provision of human services for all members of the community.

Health needs and community services may include but not be limited to the items listed below:

- A. Health and social services, including Sitka Community Hospital that may be considered like any other essential service the city provides (like EMS, police, fire department)
 - Behavioral health services
 - 1. Mental health services
 - 2. Substance abuse services – alcohol, other drugs, and tobacco products
 - 3. Other behavioral health services
- C. Healthy youth and elder activities and services
- D. Educational and community forums and programs to promote healthy activities and recreational opportunities, safety, and healthy nutrition options in schools and in the community.
- E. Programs and solutions to address affordable housing, homelessness, emergency and other services to empower and serve the poverty stricken and working poor.



The municipality recognizes that the Sitka Commission on Health Needs and Community Services supports the creation of a new position to coordinate health and social services in the community.

The City of and Borough Assembly may meet these goals, in part, by tasking the Commission on Health Needs and Community Services to take the following measures;

2.11.1 The Sitka Commission on Health Needs and Community Services may act as a liaison between the City and community human service organizations and programs.

2.11.2 The community will strive to have priority health and service needs met in the community by:

- A. Collaborating with health, social, and human services agencies in order to design and sustain, through a public process, a comprehensive system of coordinated services with multi-portal access.
- B. Developing a system, utilizing a public process, to identify priority health and service needs, identifying gaps and barriers to service, and encouraging collaboration among Sitka health, social, human service, and other agencies.
- C. This system may be used to allocate city funds for identified needs.
- D. Develop a monitoring/evaluation system for allocated City grants for their effectiveness in meeting identified needs.
- E. Advocate for services that are affordable and accessible to all citizens.

Additionally, the City and Borough of Sitka Assembly will consider periodic presentations by agencies seeking city funding so they may become familiar with the programs and services. The Assembly will act on priorities identified in the public process to distribute grants and monitor them for effectiveness. The community will strive to support programs and services that will meet the priorities and needs identified in the public process, that have to do with health, social, and other human services.

Arts and Culture Goals and Policies

2.12.1. To recognize that Sitka's arts and culture activities are:

- A. Essential to the quality of life.
- B. Integral to the economic base of the community.
- C. Diverse in their religious, ethnic, and racial makeup.

2.12.2.

- A. To maintain and develop ongoing programs devoted to supporting Sitka's artists, students, educators, historians and Native elders in both the development and preservation of their important work.



- B. To maintain and develop ongoing programs in which Sitka’s artists and culture bearers are available to teach and share their work with community members of all ages.
- 2.12.3. To continue support of the Arts in the following ways:
 - A. By identifying and creating an active list of programs which enrich the cultural life of Sitka, and making this list available to the public.
 - B. In the planning stages of all City projects and projects needing city approval, assure that considerations are given to aesthetics, cultural issues, historic values, landscaping and public art.
 - C. Assure protection and enhancement of historic places including, but not limited to, cemeteries, historic buildings, landmarks, and public art.
 - D. By supporting the creation of an Arts and Culture coordinator in Sitka, whose job it would be to help develop cultural opportunities as well as assisting with the scheduling of public spaces.
- 2.12.4. To follow all relevant laws pertaining to:
 - A. Art in public places.
 - B. Cultural resources and archaeological surveys in response to federal and state provisions.
- 2.12.5. To provide facilities for arts and culture through:
 - A. The development of community buildings which would include facilities for theater, concerts, dance, art exhibition, workshops, classrooms as well as facilities for archiving and storing artifacts and historical documents.
 - B. The establishment of an appropriate home for the local history museum.
 - C. To support the maintenance and the staffing of such facilities.
- 2.12.6. In matters regarding arts and culture issues, the Borough shall consult with appropriate organizations such as:
 - A. Sitka Historical Society/Isabelle Miller Museum.
 - B. The Greater Sitka Arts Council.
 - C. Southeast Alaska Indian Cultural Center.
 - D. Sitka Tribe of Alaska.
 - E. Sitka Historic Preservation Commission.
 - F. National Park Service.
 - G. Sheldon Jackson Museum.
 - H. Sitka Community Schools.
 - I. Alaska Arts Southeast.
- 2.12.7. Require that a percentage of each public capital project be set aside for art. (e.g. 1% of the project for artwork)
- 2.12.8. Sitka Native Education Program



2.13. Recreation Goals and Policies

General

- 2.13.1. To preserve and continue to enhance the quality of life by maintaining and expanding recreational opportunities for all residents along the existing road system, along trail systems, and in the outlying areas.
- 2.13.2 Enhance the attractiveness of Sitka as a visitor destination by providing a broad range of recreational opportunities. Encourage viewing recreational enhancements as economic development for the visitor industry.
- 2.13.3. To provide better and safer Sitka bicycle facilities for both transportation and recreational riders; to reduce bicycle/pedestrian/motorist conflicts; to remove physical barriers and meet ADA accessibility standards; and to provide a more viable alternative to motorized transportation.
- 2.13.4. In recognition of the fact that the current parks and recreation plan was drafted in 1991 and that there have been major changes in the municipality, the parks and recreation plan should be updated as resources follow.
- 2.13.5. The development of parks and recreation facilities should be based on a comprehensive system, which plans for their orderly development.
- 2.13.6. To improve Municipal, State, and Federal agency efforts to maintain existing recreation facilities, both indoor and outdoor and to conduct recreation planning. The objectives of a maintenance program are to keep the sites safe, well landscaped and useable.
- 2.13.7. To maintain a staff person to oversee and be an advocate for Parks and Recreation matters.
- 2.13.8. Community schools are outstanding recreation resource and should be supported to insure maximum use, as follows:
 - A. School facilities should be open to the public year-around, and funding to do so should be a top priority.
 - B. Coordination should continue among Community Schools, University of Alaska Southeast, and Sheldon Jackson College. Programs should be designed to accommodate the interests of all age levels.
- 2.13.9.
- 2.13.10. To utilize reclaimed landfill areas for recreation facilities, and:
 - A. Continue to develop additional fields for general recreation use.
 - B. Continue to develop the Granite Creek overburden site for recreation and support the existing uses.
- 2.13.11. New facilities should be developed and existing facilities modified wherever feasible to provide access to persons with disabilities.

Bicycles

- 2.13.12. To provide education and public information and encouragement for bike safety, including:
 - A. Work toward implementing the goals established in the 2003 Sitka Non-motorized Transportation Plan.



- B. Work with the Police and Fire Commission to implement goal #2 in the Non-Motorized Plan which supports and encourages safety and education programs for the benefit of motorized and non-motorized users of Sitka's transportation system. Encourage the involvement of service organizations and health care organizations in pursuit of these goals.
 - C. Develop and implement bicycle safety ordinances and encourage safe riding practices.
- 2.13.13. Identify and implement development and improvement of bicycle facilities, including:
- A. Urge the State of Alaska, Department of Transportation, to develop multi-use pathways on both sides of major roads, including the State highway from Starrigavan to Herring Cove, keeping them separated by curbs or green space whenever feasible.
 - B. Advocate to DOT for solutions to identified safety issues along Sawmill Creek by backing concepts like a pedestrian/bicycle underpass at Sawmill Creek Highway's Indian River Bridge or separated multiuse path from Shotgun Alley to the Sawmill Cove Park.
 - C. Improve maintenance on roads and bikeways and multi-use pathways to permit use by cyclists throughout the year. Safety will be improved by keeping bike lanes clean, free of glass and gravel with well-painted lines and in good repair. These maintenance tasks need to be recognized by DOT and Public Works as a priority.
 - D. Work towards obtaining Statewide Transportation Improvement Program (STIP) funding for maintenance and repair of Halibut Point Road bike path.
 - E. Seek funding to develop alternate bike routes around congested or dangerous areas and a possible bike and pedestrian path through Moller Park to Lake Street.
 - F. Work toward developing a single-track mountain bike accessible trail to provide off road places for mountain bikes to ride.
 - F.
 - G. Work towards developing a BMX bicycle area.

Access to Recreational Opportunities

- 2.13.14. To support interagency cooperation to provide the public with more saltwater and freshwater access, including facilities such as shore-side picnic areas, shelters and parks, especially near harbors and other public facilities; boat launch ramps; and log haul out/cutting sites located away from boat harbors or boat ramps.
- A. Work toward developing additional shore-side recreation facilities and improve access and recreational use of Swan Lake.
- 2.13.15. To encourage that regional recreation systems be centered around the urban area. Various trails, cabins, shelters and moorings exist within the Borough. The local trail loops, cabins and marine parks should be constructed first and then expanded into a regional recreation system.
- 2.13.16. To support the maintenance and expansion of recreational opportunities on Harbor Mountain by the U.S. Forest Service.



2.13.17. Work toward providing secure kayak racks, safe and readily accessible saltwater access, and gear storage facilities at key launch/landing sites.

Cabins and Shelters

2.13.18. To encourage the U.S. Forest Service to continue to identify needs and locations for future cabins and shelters. Criteria for new cabin construction should include: close proximity to Sitka; accessibility; a variety of recreational opportunities in the area; a nearby water source; with a priority for beach cabins on sites that are easily accessible by boat.

2.13.19. To give high priority to creation of “hike in” cabins or shelters, accessible from the road system.

2.13.20. To encourage and assure that cabins and shelters are checked often and maintenance provided if needed, to urge other agencies and groups to cooperate with the Forest Service to help with maintenance; and to provide assistance including funding, materials, transportation and labor.

2.13.21. To encourage consideration of shelters as an alternative to cabins, which could be constructed on existing and proposed trails.

Campgrounds

2.13.22. To establish a fee-based overnight campground within walking distance of downtown Sitka.

2.13.23. To support the Forest Service’s maintenance of Starrigavan and the maintenance and renovation of Sawmill Creek Campground.

2.13.24. Identify a site for and support the development of a fee-based, hike-in, tent camping area close to town.

Marine Parks

2.13.25. To encourage that Alaska State Marine parks designated within the City and Borough of Sitka, Magoun Islands/Port Krestof, Sea Lion Cove and Big Bear/Baby Bear Bays, be maintained for future recreational use. Both sites have numerous anchorages and campsite areas and are heavily used for fishing, hiking, hunting, kayaking, camping, beach combing, photography, wildlife viewing, and scuba diving.

Trails

2.13.26. To vigorously support the implementation of the 10 year 2003 Sitka Trail Plan and Memorandum of Understanding.



- 2.13.27. To cooperate, to the maximum extent possible, with the signing partners of the 2003 Sitka Trail Plan: Sitka Trail Works, Inc, USDA FS, NPS, Sitka Tribe of Alaska and the AKDPOR, in order to develop the proposed trail system and to achieve the Goals of the 2003 Plan as stated below.
- A. Set a clear direction for maintaining managing and promoting Sitka Trails,
 - B. Create a prioritized trail construction and reconstruction plan,
 - C. Provide diversified recreational opportunities, for pedestrians, bicyclists, skiers, snowmobile and 4 wheelers, and person with disabilities, throughout the Sitka Trail system,
 - D. Pursue trail construction and maintenance coordinated with the local non-profit Sitka Trail Works, Inc., and state and federal agencies,
 - E. Develop an annual action plan to accomplish these goals through the 2003 Sitka Trail Plan MOU process
 - F. Promote public awareness of the cultural and natural wonders accessible from the Sitka trail system.
- 2.13.28. To give as much support, and assistance possible to the development and implementation of trail projects on which the City and Borough of Sitka is the lead agency, as listed on pages 6 and 7 of the 2003 Sitka Trail Plan. They are:
- A. Sawmill Creek Road Improvements
 - B. Sitka Cross Trail Extensions:
 - 1. Indian River to Starrigavan
 - 2. Indian River to Thimbleberry Lake
 - C. Indian River Trail Connection (Sawmill Creek to Indian River Trailhead)
 - D. Japonski Island Pathway
 - E. Sitka Harbors Kayak Improvements
- 2.13.29. To work toward developing an on-going trail maintenance program on Borough lands and public easements to maintain, repair, clean and improve the area trails in cooperation with Sitka Trail Works and the other state, tribal and federal agencies that are partners to the Sitka Trail Plan.
- 2.13.30. To support the involvement of community volunteers in trail maintenance activities with Sitka Trail Works and the Adopt-A-Trail program.
- 2.13.31. To participate and support the SEAtails program which promotes and makes trails available region-wide to travelers on the Alaska Marine Highway System and seeks to improve the quality of experience for the hiking visitors.
- 2.13.32. To support efforts to secure trail funding through resolutions and letters of support to federal, state and private funding entities.
- 2.13.33. To develop, where appropriate, a system of user fees for commercial operators utilizing the trail system and to dedicate these fees to trail maintenance costs.



- 2.13.34. To recognize and support the unique role of Sitka Trail Works, Inc, a local non-profit membership organization, acting on behalf of local residents that support of the development of the trail system and dedicated to the implementation of the Sitka Trail Plan..
- 2.13.24.
- 2.13.25.
- 2.13.26.
- 2.13.27.
- 2.13.28.
- 2.13.35. Explore the need for one or more trails suitable for ATVs (all terrain off road vehicles). The Forest Service is encouraged to continue its cooperative efforts with ATV riders to develop and to expand the ATV trail in upper Starrigavan Valley.
- 2.13.36. To support the maintenance of the facilities created in Starrigavan Development (STARR) Cooperative Project of the U.S. Forest Service and Alaska State Parks. This trail has significantly increased hiking and other recreational opportunities in the scenic Starrigavan area.

Historical and Cultural Facilities

- 2.13.37. To preserve and appreciate Sitka's heritage. Sites or structures having significant historic or cultural value should be preserved.
- A. Support the reuse of the Japonski Island Boathouse as a WWII and Maritime History Interpretive Center.
- 2.13.38. To support the management of the Japonski Island Causeway as follows:
- A. Undertake efforts with the managing agencies to have this area retained in the public domain, the long-term objective being the creation of a WWII Memorial Park.
- B. Work with the appropriate agencies to obtain funding for improved boat access.
- 2.13.39. To produce a long range and coordinated plan for development of the historic downtown area of Sitka. The Sitka Historic Preservation Commission should be consulted on all issues effecting preservation and enhancement of the unique character of downtown Sitka to the extent feasible.
- 2.13.40. To exercise additional management responsibility and devote more resources to the upkeep of facilities at Goddard Hot Springs and Baranof Warm Springs.

Greenspace and Landscaping

- 2.13.41. To create and maintain a program of urban landscaping which includes:
- A. Landscaping for all public facilities.



- B. A street greenery program, especially in the Central Business District.
- 2.13.42. Support the Tree and Landscape Committee's implementation of a Community Forestry Program and the Sitka Landscape Plan
- 2.13.43. Provide information and guidance to the public about the benefits of trees and landscaping, about proper tree selection and pruning.

2.13.3(4)

MULTI-NEIGHBORHOOD PARKS

PARKS AND GREEN SPACE IN MAJOR SUBDIVISIONS

- 2.13.46. Encourage developers to dedicate land for a local multi-neighborhood play park during the development and planning of major subdivisions if there is an unmet need for this type of park in the vicinity of the major subdivision.
 - A. The City will, when feasible, take over ownership and management of sites designated for a multi-neighborhood play park if the proposed site meets all criteria for a multi-neighborhood park.
 - B.
 - C. Investigate funding mechanisms for the development of a multi-neighborhood play area.
- 2.13.47. Developers of major subdivisions are strongly urged to dedicate land to green space.
 - A. Green space is undeveloped land, unsuitable for use as a multi-neighborhood park .Green space is principally accessible to and used by residents of a major subdivision.
 - B. The City, when feasible, will take over ownership of raw land in major subdivisions, but upon conveyance is not obliged to develop it further. If the green space meets the criteria established in section 21.13.44 for use as a multi-neighborhood park, further development by the City will be considered.
 - C. Major subdivisions need to show proposed green space for consideration at the time of preliminary plat submission to the Planning Commission.
 - D. Options for funding the acquisition and development of green space that serves a single neighborhood or provides restricted access to the general public, needs to be determined but it follows that these costs should be borne by the residents of the major subdivision.
 - E. Developers of major subdivisions are strongly encouraged to leave undeveloped green corridors, in particular along major drainages, to ensure continued access to the public uplands.



Organized Recreation and Team Sports

- 2.13.48. To support organized sports activities offered through non-profit organizations, parent-run clubs, and Community Schools.
This support can be demonstrated by continuing to maintain and develop ballfields, park areas, and indoor facilities.
- 2.13.49. Encourage and assist in the development of a broad array of youth recreational activities, programs and facilities.
- 2.13.50. To identify specific programs in an updated recreation and parks community needs assessment including specific consideration for family activities, and teen and youth activities.
- 2.13.51. To develop Municipal Park Use policies considering and/or coordinating use of ballfields, tennis courts, golf, parks for picnics, ATVs, etc., to enable better use of existing outdoor facilities and to improve outdoor facility scheduling.
- 2.13.52. Increase and improve recreational options for youth by constructing a concrete skate park.
- 2.13.53. To maintain the municipally owned rifle range as well as access to the range by the Nelson Logging Road in recognition of the important role that gun use plays in Sitka for shooting sports, recreation and subsistence hunting, and bear protection.
The Sitka Sportsmen's indoor pistol/rifle/archery range and trap shooting facility should also be supported.

Visitor Industry

- 2.13.54. To enhance the visitor experience in Sitka by providing conveniences and information and by improving the scenic qualities of the townscape, as follows:
 - A. Support efforts to clean up and landscape publicly owned portions of the downtown area. This includes lawns, landscaped areas and street trees.
 - B.
 - C. Mark crosswalks near the bridge and in the Castle Hill area.
 - D. Provide additional benches throughout the downtown area, especially in the vicinity of the cruise ship docks.
 - E. Landscape the areas along the side and back of the Harrigan Centennial Hall and improve the appearance of the area around the canoe.
 - F. Install more signs marking historic sites and public services. An attempt should be made to develop signs using symbols that are internationally recognized.
 - G. Encourage the development of recreation facilities, which provide opportunities for older visitors.
 - H. Support the development and maintenance of recreation vehicle facilities for visitors, both public (e.g., Sealing Cove) and private (e.g., Sitka Sportsmen RV Park).
 - I. Encourage the development and upgrade pedestrian facilities to accommodate potential increase in visitor numbers.
Continue to advocate for a pedestrian walkway under the bridge and along the waterfront.



- J. Establish a mechanism for soliciting donations from the visitor industry that would be dedicated to the construction and maintenance of facilities used by visitors.
- K. Support and promote Sitka's Native culture in efforts to market the community.

Winter Sports

- 2.13.55. To address the unmet need for winter sports opportunities in Sitka. The following are some which should be actively supported and developed where feasible: cross-country skiing trails (including marking existing trails), ice skating (including development of a multipurpose facility), sledding, snowshoeing, and snowmobiling.
- 2.13.56. Work toward the development of a facility to permit safe enjoyment of sledding and other snow sports.

Specific Recreation Sites

- 2.13.57. To implement the specific recommendations made in the Sitka Parks and Recreation Plan wherever possible. These recreation sites include:

Alaska State Parks:

Castle Hill State Historical Park
Halibut Point Recreation Area
Old Sitka State Historic Site

State of Alaska:

Fort Ray (Causeway) Site Unit
Sandy Beach
Totem Square

National Park Service:

Russian Bishop's House Unit
Sitka National Historical Park

USDA Forest Service:

Sawmill Creek Recreation Area



Harbor Mountain Recreation Area
Starrigavan Campground

City and Borough of Sitka:

Japonski Island Ballfield
Swan Lake Park
Landfill Ballfields
Thimbleberry/Heart Lake Trails
Moller Park
Goddard Hot Springs
Turnaround Site
Pioneer Park State Recreation Area
Hames P.E. Complex (Sheldon Jackson College), Spruce Park,

2.14. Ethnic Diversity and Native Issues

- 2.14.1. To make Sitka a place where cultural differences are recognized as an asset, and a place where indigenous and all ethnic groups are an integral part of the community.
- 2.14.3. To achieve additional cultural diversity within the Sitka School District in teaching staff, administration and classified positions including,
- 2.14.5.
- 2.14.6. To achieve more culturally diverse representation within the business community (i.e. Chamber of Commerce) by:
 - A. Encouraging entrepreneurship in indigenous and all ethnic groups. This would automatically carry forth to all persons becoming entrepreneurs for the first time who may not understand all that is necessary to succeed.
 - B. Encourage the Chamber to respond actively and sensitively to bringing more indigenous and ethnically owned businesses into their organization.
 - C. Holding instruction/forums/fairs etc. to enable those unfamiliar with business matters to be more informed as to possibilities.
- 2.14.7. To achieve a better job climate throughout the community, i.e., jobs that are not directly related to groups or corporations which have specific ethnic origins, such as Shee Atika, SEARHC, STA, etc.
 - A. Sponsor cultural competence forums in the business community.
 - B. Hold an annual health forum/job fair that promotes awareness of business opportunities and other possibilities in the community.



- 2.14.8. To encourage use of Shee Atika Corporation lands (Alice and Charcoal Island and Katlian Bay property) to assist in the overall economic viability of the City and Borough of Sitka.
 - A. Work with Shee Atika Corporation.
 - B. Encourage with incentives if necessary.
 - C. Consider active partnerships and joint ventures with other corporations.
- 2.14.9. To forge a closer relationship between the tribal government (STA) and the City and Borough Assembly, by:
 - A. Responding to or initiating communications with the Tribal Council on a regularly scheduled basis.
 - B. Maintaining a liaison between the Assembly and the Council by inviting a liaison from the Council to attend Assembly meetings and entities, in order to foster open communications.
 - C. Encourage communications between the Tribal government and the Court system and school.
(Suggestion: Formalize within this document the 1998 MOU between STA and City and Borough Assembly.)
- 2.14.10.
- 2.14.11.
- 2.14.12.

3. COMMUNITY INVOLVEMENT & PARTICIPATION PROCESS

An exhaustive community participation process lead to the development of the goals, policies, and objectives in the comprehensive plan. Two well advertised community meetings were held in the mid 1990s. Approximately 200 Sitkans attended each of those Saturday meetings in the school that was then named Verstovia Elementary.

During the two initial public meetings, Sitkans formed groups to work on the creation of a community vision. They then decided if they wanted to join action teams that wrote the goals and policies in each section. This citizen process lead to an initial community vision and goal and policy statements.

Following the work by these committees, a Comprehensive Plan Implementation Team (COMIT) was formed. The COMIT focused on the development of the land use map. It met for several months.

The work of the COMIT was forwarded to the Sitka Planning Commission for the refinement of the Comprehensive Plan. A second consultant was hired to mold the community vision and goals and policies into a traditional goal framework.

The Planning Commissions were was provided to the Assembly which spent a Saturday morning going through the document line by line. The 1999 Comprehensive Plan goals and policies were ultimately approved by the board by resolution.



In 2004, a process was started to update the goals and policies. While the community vision remained intact, several areas of the goals and policies were overtaken by time. The Planning Commission began a deliberate process of reaching out to the community to get action teams, once again, involved in the drafting of the goals and policies. Specific groups were contacted who had expertise in the development of individual sections. A well advertised meeting indicated there was not the widespread interest in revisiting the visioning process.

The Planning Commission worked through the submittals of the groups and, in many cases, made only minor modifications to areas such the education goals and policies. Following public hearings, recommendations from the Planning Commission were sent to the Assembly.

The Assembly approved the updated document, following public hearings, in _____ of 2007.

Current Pressing Community Issues

There are a number of pressing local issues that continue to affect the lives of Sitkans. These issues are outlined below and are briefly described in the accompanying narrative. Progress is expected to be made on the issues in the coming years. They are mentioned in the comprehensive plan to provide visibility to them and to provide a context for the document. Since the efforts are very fluid, it needs to be recognized that the status of the issues will quickly be overtaken by time.

The pressing community issues include:

Broad Based Issues

Affordable Housing

Land Availability and Topographic Constraints

Economic Issues

Available Year Round Employment

Tourism Planning

Ferry System Service

Governmental Infrastructure

Road Maintenance Funding

Conditions of Harbors

Sawmill Creek Road and Utility Improvements



- Sawmill Cove Industrial Park Development
- Japonski Island Infrastructure Upgrades
- Recycling
- Land Use Issues
 - Seasonal Housing
 - Tidelands Access
 - Remote Parcel Ownership Changes
 - Outlying Area Zoning
 - Katlial Street Corridor
 - Downtown Master Plan
 - Road Across the Island
- Education Issues
 - School Funding
 - UAS Dorm Space
 - Sheldon Jackson Stability
- Social Services Issues
 - Mental Health Services
- Health Issues
 - Community Hospital Funding
- Arts and Culture Issues
- Recreation Issues
 - Regional Parks
- Ethnic Diversity and Native Issues
 - Permanent Justice Center Funding

Broad Based Issues

Affordable Housing

Land Availability and Topographic Constraints

The affordable housing problem is compounded by the steep terrain that dominates the Sitka landscape. Much of the development is built on hillsides which increases construction and utility costs, results in steep driveways, and presents water pressure issues. The presence of wetlands throughout Sitka, which are natural elements of the coastal rain forest, creates difficulties for most of the properties that are on gentle terrain.



Economic Issues

Available Year Round Employment

The community enjoyed the benefits of 400 well paying year round jobs when the Alaska Pulp Corporation was in operation. Many of the current industries are seasonal in nature. They include tourism, fishing, and fish processing. Workers in those industries often have lower annual wages and are often not eligible for full benefits. As a result, the overall community income suffers do to a shortage of full time year round employment.

Tourism Planning

The need for a comprehensive tourism plan has surfaced in numerous venues over the past several years. Surveys of local opinions on the tourism industry have been taken in the past. As expected there are sizable differences on how Sitkans view the impacts and the rewards of heavy cruise ship passenger traffic. While tourism planning has been mentioned, there is not currently an overall strategy in place to undertake the plan.

Ferry System Service

Sitka has always received less than its share of ferry system traffic. The community's location on Outside waters makes the town an expensive community to serve. The cost of service appears to outweigh the need to provide consistent and frequent ferry visits. While the fast ferry was designed accommodate those needs, the schedule has yet to meet expectations. As a result, the impacts on local businesses, students who travel for school activities, and the independent tourism industry continue.

Governmental Infrastructure

Road Maintenance Funding

An adequate local road maintenance program has never been fully funding in the municipality's annual budgets. Maintenance activities have yielded to other priorities. Street repaving will continue on a limited basis and the paving of new streets will be handled through the local improvement district process.



Conditions of Harbors

The conditions of Sitka's harbors varies. While New Thomsen is in good shape and Sealing Cove is maintainable for the next several years, Old Thomsen needs to be replaced immediately at a total cost of \$6.7 million. ANB is in poor condition but is maintainable for the next five to seven years. After that, it will need to be totally replaced. Crescent Harbor is seeing a \$750,000 electrical upgrade being undertaken now. Both the tender facilities are in excellent condition. The seawall of the port facility will need a \$2.0 million replacement in approximately five years. If the seawall fails, Marine Services Center will be potentially fatally undermined.

Sawmill Creek Road and Utility Improvements

Water and sanitary sewer services will be extended from Shotgun Alley towards Whale Park in conjunction with the States Sawmill Creek Road Phase II project. The project is due to go out for bid in calendar year 2005 with construction occurring in 2006. This major effort will include a reconstruction of the Indian River bridge and will result in the much anticipated upgrading of sanitary sewer systems on the south side of the road system.

Sawmill Cove Industrial Park Development

The continued redevelopment of the Sawmill Cove Industrial Park, which was the previous Alaska Pulp Corporation mill site remains a major community priority. Sitkans voted on a proposed multi purpose dock at the facility in October of 2005. The sale of land for the water bottling plant was under review when the comprehensive plan was drafted. Sales of other properties will continue to be considered by the City and Borough Assembly.

Japonski Island Infrastructure Upgrades

The far reaching Japonski Island Master Plan was completed in April of 2003. The plan lays out the important infrastructure improvements that need to be undertaken on the island. An abbreviated list is in the document's executive summary. A second waterline is due to be added from Katlian Street to the Seward and Tongass intersection to provide a loop system that will connect with the line under O'Connell Bridge. Improvements are also planned for the Campus Access Road. Longer term improvements include electrical system upgrades and a proposed demolition of the water tank. Many of these projects have high costs associated with them and will be completed when additional funding becomes available.



Recycling

Most of the community has embraced recycling. Mixed paper, cardboard, and glass collection containers are adjacent to the Marine Services Center on Katlian Street. Aluminum and street is also recycled. The activity reduces the amount of material that is sent off island to a regional landfill and takes material out of the waste stream.

Land Use Issues Seasonal Housing

The need for seasonal housing for fish processing plant workers remains. Both Seafood Producers Cooperative and North Pacific Processors Inc. have made major investments in providing housing to their workers. The expectation is that more housing for the line workers is needed and that housing is also needed for the seasonal tourism workers.

Tidelands Access

Tidelands within the City and Borough are utilized for a number of purposes including recreation, subsistence, and personal uses. They play a unique role in this waterfront community since they are such a rich resource. The management of the tidelands, which are predominately owned by the State of Alaska, for these varied uses will remain an ongoing concern. The Sitka Coastal Management Program has specific policies that guide tidelands uses.

Remote Parcel Ownership Changes

In recent years, there have been major changes in the ownership of parcels in Sitka Sound and elsewhere in the borough. Additional changes in the land ownership pattern are expected. A number of native allotments are now completing their lengthy adjudication process and the University of Alaska received hundreds of thousands of acres from the State of Alaska. The perception of ownerships outside the road system is dramatically changing as a result.

Outlying Area Zoning

In the coming years, the zoning of those parcels will need to be considered. A process will be initiated that balances the need for the land owners to receive economic value for their holdings with habitat protection. The process will likely be one of the most important and challenging land use efforts over the next decade.



Katlian Street Corridor

The use and zoning of properties along the upland side of Katlian Street has been an issue since Statehood. There has been a long standing trend to shift the properties from industrial zoning to residential zoning. A number of legal non-conforming uses have resulted as many of the properties continue to be used for equipment and gear storage. There has been and will remain a potential for a comprehensive review of those properties involving a variety of land owners.

Downtown Master Plan

The desirability of a downtown master plan has been discussed over the years. The master plan would look at items such as parking, cohesive building design, and pedestrian circulation. Budget constraints have prevented the plan from being funded. The closest the community has come to the project was the Gateway Community Plan that was conducted by the National Park Service in 1996. It is unclear whether the addition of the new Stereo North Building or the new traffic light, both at the corner of Harbor Drive and Lincoln Street, contribute or detract from the need for a downtown master plan.

Road Across the Island

A road across Baranof Island has been under discussion for at least a decade. Sitka's Alaska Marine Highway service has continued to deteriorate as the State has deployed most of its Alaska Marine Highway resources elsewhere. The fast-vehicle ferry has proven to be able to provide much faster connections between Sitka and Juneau but has not been scheduled to serve Sitka with enough regularity to increase ridership. A road connection across Baranof Island to provide a direct link to the regular mainline route is being studied, but the Baranof Access Study is not scheduled for completion for several months. The draft study is likely to list 3 road routes (plus the existing water route): Baranof Warm Springs, Kelp Bay, and Rodman Bay. The analysis of what benefits and costs will result from each proposal will not be developed until the Environmental Impact Study, which is at least a year away.

Education Issues

School Funding

Adequate funding for the Sitka School District tends to be an ongoing issue. While the increase in oil revenues have lessened the pressure on the state budget, the demands No Child Left Behind program and special education demands have placed additional burdens on state and local budgets. Properly forward funding for the districts from the state would go a long way in relieving the strains.



UAS Dorm Space

The University of Alaska Southeast operates a campus on Japonski Island. Like Sheldon Jackson College, the campus provides an important educational option for students to pursue their higher education. The availability of dorm space has historically been a major priority of the institution.

Sheldon Jackson Stability

The financial stability of Sheldon Jackson College has been a concern for many years. The college is a major employer and an economic force. Local residents and businesses have recognized the importance of the institution over the years and have generously contributed during fund raising campaigns. The long-term outlook for the college is unclear and recent subdivisions of school property have added to public speculation.

Social Services Issues

Mental Health Services

Mental health services were recently consolidated by a State of Alaska mandate. Sitka Prevention and Treatment Services is now working on ways to complete the process. A planned expansion of the SPATS Indian River was derailed with the City and Borough Assembly failed to approve a conditional use permit for the project. The denial was being appealed in court in the fall of 2005. Regardless of the outcome, the smooth integration of the services will pay dividends for the community at large.

Health Issues

Community Hospital Funding

The Hospital Board and the City and Borough Assembly have grappled with the difficult dilemma of providing sufficient resources for the Sitka Community Hospital. The results of previous efforts have been decidedly mixed. The problem is one of the most challenging ones faced by the local elected officials. Efforts to find a genuine solution will need to be pursued by the current and future Assembly.



Arts and Culture Issues

Recreation Issues

Regional Parks

The Sitka Parks and Recreation Committee has shifted its emphasis from small pocket parks to regional parks. If endorsed by the Assembly, this fundamental change will influence how parks are developed in the future. The policies are a part of the Recreation Goals and Policies in this document.

Ethnic Diversity and Native Issues

Permanent Justice Center Funding

The Sitka Family Justice Center will be a one-stop shop concept to bring all the service providers under one roof, as opposed to the victim having to go from place to place to receive services. Sitka was selected as one of 15 sites nationally for the President's Family Justice Center Initiative. Sitka is the only site in Alaska, and the only site that has a tribal organization, Sitka Tribe of Alaska, as the lead agency. The Center will eventually house the Police Department, Courts, Children's Services, Juvenile Justice, various Tribal and Social Services, and ancillary organizations.

BACKGROUND FOR PLANNING

Location and size

Sitka is located on the west coast of Baranof Island fronting the Pacific Ocean, on Sitka Sound.

Current Population: 8,947 (DCCED 2005 Cert. Pop.)

*Source: Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
<http://www.commerce.state.ak.us/dca/commdb/CIS.cfm>*

Physical Setting

The City and Borough of Sitka is a home rule municipality that was incorporated on December 2, 1971.

It encompasses 2,874.0 sq. miles of land and 1,937.5 sq. miles of water. An extinct volcano, Mount Edgecumbe, rises 3,200 feet above the community. It is 95 air miles southwest of Juneau, and 185 miles northwest of Ketchikan. Seattle, Washington lies 862 air miles to the south. It lies at approximately 57.053060° North Latitude and -135.33° West Longitude. (Sec. 36,



T055S, R063E, Copper River Meridian.) Sitka is located in the Sitka Recording District. January temperatures range from 23 to 35; summers vary from 48 to 61. Average annual precipitation is 96 inches, including 39 inches of snowfall.

The City and Borough participates in the National Flood Insurance Program. Flood plains have been delineated on FEMA FIRM Maps dated June 1, 1982.

*Source: Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
<http://www.commerce.state.ak.us/dca/commdb/CIS.cfm>*

History

Sitka was originally inhabited by a major tribe of Tlingits, who called the village "Shee Atika." It was discovered by the Russian Vitus Bering expedition in 1741, and the site became "New Archangel" in 1799. St. Michael's Redoubt trading post and fort were built here by Alexander Baranof, manager of the Russian-American company. Tlingits burned down the fort and looted the warehouse in 1802. In 1804, the Russians retaliated by destroying the Tlingit Fort, in the Battle of Sitka. This was the last major stand by the Tlingits against the Russians, and the Indians evacuated the area until about 1822. By 1808, Sitka was the capital of Russian Alaska. Baranof was Governor from 1790 through 1818. During the mid-1800s, Sitka was the major port on the north Pacific coast, with ships calling from many nations. Furs destined for European and Asian markets were the main export, but salmon, lumber and ice were also exported to Hawaii, Mexico and California. After the purchase of Alaska by the U.S. in 1867, it remained the capital of the Territory until 1906, when the seat of government was moved to Juneau. A Presbyterian missionary, Sheldon Jackson, started a school, and in 1878 one of the first canneries in Alaska was built in Sitka. During the early 1900s, gold mines contributed to its growth, and the City was incorporated in 1913. During World War II, the town was fortified and the U.S. Navy built an air base on Japonski Island across the harbor, with 30,000 military personnel and over 7,000 civilians. After the war, the BIA converted some of the buildings to be used as a boarding school for Alaska Natives, Mt. Edgecumbe High School. The U.S. Coast Guard now maintains the air station and other facilities on the Island. A large pulp mill began operations at Silver Bay in 1960. In 1971, the City and Borough governments were unified. Sitka offers abundant resources and a diverse economy.

*Source: Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
<http://www.commerce.state.ak.us/dca/commdb/CIS.cfm>*

Subsistence Resources and Seasons

The City and Borough of Sitka is primarily a cash economy with a moderate dependence on subsistence resources. Wild-food harvests are important for maintaining cultural traditions and are a primary source of sustenance. About 1.8 million



pounds of wild foods are harvested annually by residents of the Borough. Over the entire Borough, annual wild-food harvests average 206 pounds per person. The following is the City and Borough's subsistence profile at a glance:

Annual Wild Foods Harvest:	1.8 million pounds
Subsistence Percentage of Population's Calories:	19%
Fish Percentage of Subsistence:	55%
Land Mammals Percentage of Subsistence:	25%
Sea Mammals Percentage of Subsistence:	4%
Per Capita Subsistence Harvest:	206 pounds

The nutritional contribution of the annual wild-food harvest is about 19% of the caloric requirements of the resident population. As a result of the high content of fish and meat in the traditional subsistence diet, residents consume on average nearly four times the protein found in the typical American diet. In the Sitka Borough wild foods provide 133% of the recommended dietary allowance of protein of 49 grams per day.

Most of the subsistence wild food consumed in the Sitka region is composed of fish (55% by weight), along with land mammals (25%), shellfish (13%) and vegetation (3%). Major fish varieties include salmon and halibut.

During the last 20 years, the Alaska Department of Fish and Game, Division of Subsistence, has surveyed subsistence activity in a number of rural communities, including the City of Sitka. The top five wild foods by weight harvested in 1987 were deer, sockeye salmon, halibut, Chinook (king) salmon and herring roe. The variation in wild-food harvests for five communities in Southeast Alaska is shown in Table 1.

Salmon harvests provide a large portion of the region's wild food each year. The chart below presents subsistence salmon harvests since 1985. Of the four species of salmon harvested, sockeye salmon is the most prominent. From 1985 to 1999, the annual subsistence harvests of sockeye salmon have substantially increased and have ranged from 2,971 to 16,572 fish annually. Other salmon species harvested include Coho, pink, chum and Chinook (king). From 1983 to 1999, the total number of households fishing for salmon ranged from 199 to 635.

Wild foods, furs, clothing, construction, arts, crafts, furs and other products are traditionally traded among households through extensive, non-commercial, kinship-based networks. Coastal resources such as seal oil, herring and halibut commonly are traded inland, while inland resources such as moose and caribou are traded toward the coast. Table 2 shows the distribution of subsistence resources among households in the Sitka Borough.



Table 1. City & Borough of Sitka Mean Per Capita Subsistence Harvest (Lbs per Person)							
	Sitka (1996)	Haines (1996)	Angoon (1996)	Tenakee Springs (1987)	Yakutat (1987)	Mean of Sitka Borough	Composition of Wild Food Harvests
Salmon	58	58	82	49	216	58	28%
Non-Salmon Fish	54	81	48	82	77	54	26%
Land Mammals	51	29	51	135	15	51	25%
Marine Mammals	7	1	9	8	31	7	4%
Birds and Eggs	1	1	0.2	2	2	1	0%
Shellfish	27	11	30	43	40	27	13.4%
Plants	7	15	4	11	17	7	3%
All Resources	205	196	224	330	398	205	100%
<i>Source: ADFG, Division of Subsistence</i>							

Table 2. Household Use of Wild Foods - City of Sitka (1998) City & Borough of Sitka				
Subsistence Resource	Using	Harvesting	Giving	Receiving
Chum Salmon	26%	15%	7%	16%
Coho Salmon	52%	40%	26%	18%
Chinook Salmon	79%	46%	32%	46%
Pink Salmon	21%	14%	7%	8%
Sockeye Salmon	56%	29%	25%	35%
Herring	37%	25%	11%	15%
Herring Roe	37%	15%	20%	26%
Smelt	9%	3%	2%	7%
Bass	1%	1%	0%	0%



Subsistence Resource	Using	Harvesting	Giving	Receiving
Pacific Cod (gray)	1%	1%	0%	0%
Pacific Tom Cod	0%	0%	0%	0%
Flounder	1%	1%	1%	0%
Greenling	32%	25%	7%	7%
Halibut	81%	36%	28%	53%
Perch	1%	0%	0%	1%
Black Rockfish	14%	11%	5%	4%
Red Rockfish	37%	24%	8%	16%
Sablefish (black cod)	13%	3%	4%	11%
Shark	1%	0%	0%	1%
Skates	1%	0%	0%	0%
Brook Trout	2%	2%	0%	0%
Dolly Varden	10%	10%	3%	0%
Grayling	0%	0%	0%	0%
Cutthroat Trout	5%	5%	2%	0%
Rainbow Trout	11%	10%	4%	0%
Steelhead	6%	5%	2%	1%
Black Bear	3%	2%	1%	2%
Caribou	4%	0%	0%	4%
Deer	62%	35%	22%	31%
Elk	1%	0%	0%	1%
Goat	6%	3%	2%	3%
Moose	12%	3%	4%	10%
Beaver	1%	0%	0%	0%
Red Fox	1%	1%	1%	0%
Land Otter	1%	0%	0%	0%
Marten	1%	1%	0%	0%
Mink	2%	2%	0%	1%
Porcupine	0%	0%	0%	0%



Subsistence Resource	Using	Harvesting	Giving	Receiving
Squirrel	1%	1%	0%	0%
Wolf	0%	0%	0%	0%
Fur Seal	0%	0%	0%	0%
Sea Otter	5%	3%	1%	3%
Steller Sea Lion	1%	0%	0%	0%
Bufflehead	1%	1%	1%	0%
Goldeneye	1%	1%	1%	0%
Mallard	6%	5%	4%	0%
Northern Pintail	1%	1%	1%	0%
Teal	3%	3%	1%	0%
Wigeon	2%	2%	1%	0%
Canada Geese	3%	3%	2%	0%
White-fronted Geese	1%	1%	0%	0%
Cormorants	0%	0%	0%	0%
Grouse	2%	2%	1%	0%
Ptarmigan	2%	2%	1%	0%
Seabird & Loon Eggs	0%	0%	0%	0%
Abalone	25%	13%	6%	14%
Chitons (bidarkis, gumboots)	15%	9%	7%	9%
Butter Clams	33%	26%	11%	10%
Horse Clams (Gaper)	0%	0%	0%	0%
Pacific Littleneck Clams (Steamers)	20%	13%	6%	7%
Razor Clams	0%	0%	0%	0%
Basket Cockles	9%	7%	3%	2%
Heart Cockles	4%	3%	3%	1%
Dungeness Crab	53%	27%	14%	30%
King Crab	39%	15%	10%	27%
Tanner Crab	15%	10%	7%	6%
Geoducks	4%	0%	0%	4%



Subsistence Resource	Using	Harvesting	Giving	Receiving
Limpets	1%	1%	0%	0%
Mussels	3%	3%	0%	0%
Octopus	9%	6%	4%	5%
Scallops	7%	2%	0%	4%
Sea Cucumber	5%	4%	2%	1%
Sea Urchin	3%	2%	0%	1%
Shrimp	44%	17%	12%	36%
Starfish	3%	3%	0%	0%
Vegetation	70%	60%	28%	29%
<i>Source: ADFG, Division of Subsistence</i>				

*Source: Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
<http://www.commerce.state.ak.us/dca/commdb/CIS.cfm>*

4. ECONOMY AND POPULATION

A. Population

The City and Borough of Sitka represents an individual census area. The 2005 population estimate from the State of Alaska Demographer was 8,947.

Composition of Employment

The City and Borough of Sitka is one of Alaska's most balanced and better diversified economies. Employment is almost equally shared by major industries: health care, 17%; government, 14%; services, 14%; seafood, 13%; tourism, 11%; education, 10%; trade, 9%, and the remaining share is distributed between construction, transportation and utilities, and manufacturing. The Southeast Alaska Regional Health Consortium (SEARHC) is the community's largest employer, followed by the Sitka School District and the City and Borough of Sitka. Federal employment is also an important source of year-round jobs especially the U.S. Coast Guard and the U.S. Forest Service. Tourism is a growing segment of Sitka's economic base, now directly accounting for approximately one in ten local jobs.

*Source: Research and Analysis, State of Alaska Department of Labor and Workforce Development
<http://almis.labor.state.ak.us/cgi/dataanalysis/?PAGEID=94>*



Unemployment & Seasonality of Employment

Sitka's annual unemployment rates from 1991 to 2005 averaged 6.0% and were substantially lower than the Alaska average of 7.3%. Like the rest of Alaska, there is a large variation in monthly unemployment rates. This is due to seasonal nature of an economy based on natural resources.

Normally, unemployment is the percent of people unemployed and who are actively seeking work. This measure is somewhat misleading in rural Alaska because it does not reflect the limited economic opportunities in small cash economies and the dependence on subsistence wild foods. A better indicator is the percent of adults of working age who are not participating in the work force. In the Borough, this figure is estimated at 31.8% in 2000. For a typical developed community in the United States, 20% of adults are not in the work force.

*Source: Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
http://www.dced.state.ak.us/dca/AEIS/Sitka/General/Sitka_General_Narrative.htm*

Barriers to Development

The barriers to development in the City and Borough of Sitka are numerous and varied. Most of the barriers to development are similar to those in other coastal communities in Alaska.

The relative isolation of Baranof Island, its mixture of soil types, and its challenging topography create a development cost structure that is far higher than those found in rural communities of equal size in the Lower 48. Each type of development has its own constraints that are explored in this narrative.

Residential development is plagued by several difficulties. There is a high cost of extending utilities to parcels that are not immediately adjacent an existing utility network. Water line improvements are likely to encounter water pressure problems which require expensive water tanks or booster pumps. Road extensions, particularly roads that have paving, are also costly. Wetlands can create substantial costs for utility extensions and substantial costs for foundation related site development. In addition, wetlands permitting on an island that is almost exclusively classified as wetlands can be long and expensive.



Development on commercial properties, adjacent residential areas, is becoming increasingly difficult. The confined road system makes these use conflicts inevitable. The development is further hampered by the historical and ongoing presence of residential structures within commercial zones.

Permitting for docks is a genuine barrier to development on island properties. A consultant is often required to prepare the permit application in order to facilitate its review. Permitting for docks is handled out of Anchorage and this arrangement is a disincentive to communication between the applicant and Corps of Engineers.

The development of the Sawmill Cove Industrial Park, which is the former Alaska Pulp Corporation mill site has a unique development barrier due to the aging dock along the Pulp Warehouse. The structural integrity of this critical piece of infrastructure prevents the site from being used a level that is at all close to its optimal capacity.

Income Levels

Per Capita Income (2004):	\$31,414
Median Household Income:	\$51,901
Median Family Income:	\$62,361
Persons in Poverty:	668
Percent Below Poverty:	7.8%

Personal income paints a positive economic picture for the City and Borough of Sitka. The combined income from all economic sectors increased 4.5% from \$267.1 million in 2001 to \$279.1 million in 2004. During that period, private earnings grew by 8.6% from \$136.2 million to \$153.5 million while local, state and federal government earnings jumped almost 20% from \$67 million in 2001 to \$79.8 million in 2004. This is a healthy sign indicating that the economic base and the other sectors are growing.

*Source: US Census Bureau, Census 2000, <http://census.gov>
Bureau of Economic Analysis, US Department of Commerce, <http://bea.gov/bea/regional/reis/scb.cfm>*



Population Trends

The City and Borough of Sitka, covering 2,882 square miles of land, is home to 1.3% of the Alaska's population. On average, there are three people per square mile in Sitka, considerably more than the Alaska average of 1.1 person per square mile. Table 3 shows a declining trend in Sitka's population since 1993 when the Sitka pulp mill closed, from 9,083 to 8,681 in 1999. It started to pick up again in 2001 and steadily growing less than 1% annually, except for a slight drop in 2004. It is worthy to note that Sitka's 2005 population is now back to where it was in 1994. The trend also corresponded with a slowing birth rate, 16 births per 1,000 population in the 1990s compared with an average of 13 births per 1,000 during the 2000-2005 period. Death rates in Sitka have remained fairly constant between for the past 15 years, averaging 5.3 deaths per 1,000 population. Birth rates in Sitka have been lower than the state average throughout the decade; however, death rates have remained consistent with the state average.

Based on Census 2000 data, Sitka's Native population, primarily Tlingit, accounted for 24.7% of the Borough's total population. For comparison, Alaska Natives represent 19% of Alaska's total population. The Alaska Native population in the Borough has increased 21% since 1990.

Table 3. City and Borough of Sitka Population, 1993-2005													
	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Population	9,083	8,941	8,868	8,650	8,708	8,722	8,681	8,835	8,728	8,795	8,994	8,832	8,947

Source: State of Alaska Department of Labor & Workforce Development

Table 4. City and Borough of Sitka, Birth and Death Rates Per 1,000 population		
	Birth Rate	Death Rate
1990 – 2000 average	16.0	5.4
2000 – 2001	12.9	5.9
2001 – 2002	14.5	4.3
2002 – 2003	13.0	5.1
2003 – 2004	12.6	5.4
2004 – 2005	13.5	5.8

Source: State of Alaska Department of Labor & Workforce Development

*Source: Research and Analysis, State of Alaska Department of Labor & Workforce Development
<http://almis.labor.state.ak.us/?PAGEID=67&SUBID=171>*

Population Composition

	Number	Percent
Total population	8,835	100.0
SEX AND AGE		
Male	4,505	51.0
Female	4,330	49.0
Under 5 years	565	6.4
5 to 9 years	669	7.6
10 to 14 years	730	8.3
15 to 19 years	689	7.8
20 to 24 years	573	6.5
25 to 34 years	1,159	13.1
35 to 44 years	1,573	17.8
45 to 54 years	1,366	15.5
55 to 59 years	415	4.7
60 to 64 years	352	4.0
65 to 74 years	455	5.1
75 to 84 years	211	2.4
85 years and over	78	0.9
Median age (years)	35.2	(X)
18 years and over	6,436	72.8
Male	3,293	37.3
Female	3,143	35.6
21 years and over	6,063	68.6
62 years and over	944	10.7
65 years and over	744	8.4
Male	338	3.8
Female	406	4.6



RACE	Number	Percent
One race	8,170	92.5
White	6,052	68.5
Black or African American	28	0.3
American Indian and Alaska Native	1,641	18.6
Asian	335	3.8
Asian Indian	2	-
Chinese	15	0.2
Filipino	259	2.9
Japanese	14	0.2
Korean	15	0.2
Vietnamese	9	0.1
Other Asian	21	0.2
Native Hawaiian and Other Pacific Islander	31	0.4
Native Hawaiian	2	-
Guamanian or Chamorro	-	-
Samoan	-	-
Other Pacific Islander	29	0.3
Some other race	83	0.9
Two or more races	665	7.5
 HISPANIC OR LATINO AND RACE		
Hispanic or Latino (of any race)	290	3.3
Not Hispanic or Latino	8,545	96.7

Source: US Census Bureau, Census 2000, <http://census.gov>



B. Potential for Growth

The primary potential for growth in the local economy lies in the continued redevelopment of the Sawmill Cove Industrial Park. The former Alaska Pulp Corporation mill site is currently owned by the City and Borough of Sitka. Most of the older structures on the site have been removed and a number of the remaining sites have been refurbished. A water bottling plant, seafood processing plant, and chocolate manufacturer are currently located on the site along with a municipally run recycling center and a brown bear habitat. Opportunities for further growth on the site include a multi use dock to accommodate fisheries and cruise ships, and, water export facilities.

Additional growth potentials include the continued expansion of Mt. Edgecumbe High School and independent tourism. Mt. Edgecumbe is seeing enrollment increases since due to its ability to produce quality students. The independent tourist sector and shore based excursions have substantial room growth.

Fisheries are expected to remain stable with the potential for modest increases following the recovery of the pricing pressure that was evident in previous years.

The other sectors of the local economy are expected to remain fairly stable.

C. Future Population

Sitka's population is expected to continue to remain fairly stable for the foreseeable future. Previously published population forecasts have projected either modest increases or modest declines. Due to the expectation for a stable population, those projections are not considered to be useful for planning purposes.

Housing starts are continued to remain at roughly 35 units per year as long as additional lots can continue to be made available. This increase in housing units should offset a small, but perceptible decrease in average household size. The decrease in average household size has most recently been noticed in school district enrollments.

5. **EXISTING LAND USE, HISTORICAL LAND USE, FUTURE LAND USE, AND THE LAND USE PLAN**

The current and future land use patterns within the City and Borough of Sitka are relatively static. While they will continue to gradually evolve, the majority of the development over the near and intermediate term will fit within the established zoning framework.



Three maps, the 1976 Comprehensive Plan Land Use Map, the current road system zoning map, and the Comprehensive Plan Recommended Land Use Map graphically represent the historical and future land use pattern along the road system. In addition, the zoning map for Sitka Sound shows the develop patterns for the islands that are visible from Halibut Point Road, the city center, and Sawmill Creek Road.

Land use patterns have evolved incrementally for a number of reasons which may, or, may not be specific to the City and Borough of Sitka.

The primary reason is that land use pattern and zoning map of the early 1970s allowed for the residential, commercial, and industrial growth to be accommodated within most of the established districts. There was sufficient vacant land, for example, for residential and commercial growth to continue without having to rezone large tracks from one use to another.

A second reason is that Sitkan's have historically been comfortable with the zoning districts and have tended to resist major rezoning. This comfort level provides the predictability in land use that planners have been attempting to achieve for decades.

A third and final reason is that when land patterns have evolved, they have evolved gradually and with sufficient advance notice that the community as a whole has adjusted to them. These historical and anticipated changes are described below. While the changes do not fit conveniently into a traditional comprehensive plan land use outline, the narrative that summarizes them fits the need of a Sitka land use planning document.

Historical Land Use Changes during the 70s and 80s

The consolidation of the City of Sitka and the Sitka Borough into the City and Borough of Sitka in 1971 was, in many respects a truly watershed event.

Prior to 1971, there were two distinct land use patterns. The original City of Sitka townsite held the bulk of the residential and commercial development with the ALP mill site at Sawmill Cove being a notable exception. The portions of Sawmill Creek Road and Halibut Point Road that laid within the Borough were not fully developed and residential development was limited in those areas.

In the 1970s there was a consistent residential expansion branching out in both directions from the City Center. At the same time, there was a mixture of growth on Japonski Island and a decrease in activity on the former military properties on Alice and



Charcoal Island. Residential development on the islands was limited and the large complexes on Biorka Island and near Goddard Hotsprings were gone.

During the 1980s, the residential growth along Sawmill Creek Road and Halibut Point Road continued. Stick built homes began to mix in with the trailers that were along the waterfront. At the same time, there was an increase in the number of permanent homes on the islands.

Japonski Island, with the construction of O'Connell Bridge had already seen a major transition by the early 80s with the construction of the Coast Guard Air Station and Mt. Edgecumbe High School.

Recent Developments

The closure of the APC mill and the significant residential development up Indian River Road are the more dramatic land use changes. They set the stage for near term industrial and residential changes. In addition, there is, and will continue to be residential development on the hillsides along Sawmill Creek Road and Halibut Point Road. Industrial activity, while slow in evolving should continue in the Granite Creek area.

Future Residential, Commercial, and Industrial Development

The Granite Creek Master Plan, and, the Indian River Master Plan outlines the development potentials for commercial, residential, and industrial uses in those areas. They are summarized on the Recommended Land Use Map in this document.

Residential growth will continue in the Indian River Valley and the concern will be that the residential growth is pursued in a manner that it does not adversely affect water quality.

Residential growth, will, at some point, begin to occur in the University of Alaska South Benchlands that is zoned for that purpose

Industrial growth and commercial growth will accelerate when a bypass road is constructed in US Survey 3670 between Granite Creek and the Ferry Terminal. Industrial development will also occur at the Sawmill Cove Industrial Park which is the site of the former ALP mill.

A genuine potential exists for residential, commercial, and institutional development on the redeveloped Alice Island.



Lodge development is expected on the islands in Sitka Sound.

With the exception of the islands, utility extensions, while expensive, will be made to accommodate those expansions.

Comprehensive Plan Recommended Land Use Maps

The recommended land use map is enclosed. These maps are an integral part of the plan and are intended to guide future land use activities. The maps cover the full range of commercial, residential, and industrial land development. They are supported by specific area plans as indicated above, and, the Sitka District Coastal Management Plan. By municipal charter, rezonings change the land use map once they are adopted by the City and Borough Assembly.

Due to the evolving land ownership patterns outside of the road system, future land use maps will extend to other areas of the municipality.

14 (c)(3) Lands Reconveyance Status

The City and Borough of Sitka does not participate in 14 C (3) land reconveyance activities

6. COMMUNITY FACILITIES AND UTILITIES

The City and Borough of Sitka is a full service municipality. Due to its location on an island that is not connected to the mainland, the municipality provides a complete range of services that are broader than the set of services offered by other localities.

Examples of the services that are provided includes:

- General government
- Road maintenance
- Police, fire, ambulance, and search and rescue
- Water and wastewater
- Electrical generation and distribution



Harbor operations
Ownership of the airport terminal
Operation of the Sawmill Cove Industrial Park
Ownership of Sitka Community Hospital, and,
Sitka School District operations

A large number of municipal buildings and facilities are required to provide this comprehensive range of services. The buildings include:

The Municipal Building
Kettleson Memorial Library and Harrigan Centennial Hall
The Senior Center
Part ownership of the City/State Building that contains the Police Department
The Fire Hall
The Wastewater Treatment Plant and its associated lab and offices
The Public Works Complex that contains offices, warehousing, maintenance facilities, and Electrical Department Offices and warehousing
The electrical standby generator building
Blue Lake and Green Lake hydroelectrical dams and control buildings
The Marine Services Center that contains the cold storage
Airport Terminal Building
Sawmill Cove Industrial Park and its buildings
A number of parks and municipal parking lots
Harbors and Harbormaster Offices
Sitka School District Buildings that consist of schools, offices, and maintenance operations, and,
Sitka Community Hospital

The related infrastructure includes electrical lines, water and wastewater lines, and roads.



Tribal Buildings

Sitka Tribe of Alaska has an office building and social services building. Social functions are held in the Alaska Native Brotherhood and Alaska Native Sisterhood building. The tribe also has the Community House which contains a large auditorium.

Baranof Island Housing Authority currently operates out of leased office space.

Cultural Facilities

The Isabel Miller Museum that is operated by the Sitka Historical Society is housed in Harrigan Centennial Hall. The State of Alaska owns and operates the Sheldon Jackson Museum. Native artifacts, in addition to being showcased in the Isabel Miller Museum and the Sheldon Jackson Museum, are shown the Community House.

Kettleson Memorial Library provides comprehensive library services. Library services are also provided at Stratton Library on the Sheldon Jackson College Campus. Through a cooperative agreement, students at the University of Alaska Southeast – Sitka Campus use the Stratton Library.

The Sitka National Historical Park is owned and operated by the United States Parks Service. The park has a museum and a network of trails that contain totem polls and interpretative exhibit. Castle Hill is a state facility will Alaska was transferred to the United States and it contains interpretive exhibits as well.

Public Safety

The City and Borough provides twenty-four hour a day police, fire, and ambulance service. It supports search and rescue functions. The Police Department has thirty-four employees including jailers, dispatchers, a traffic officer and an animal control officer. The Fire Department has nine and a half employees including EMTs. The department is supported by over 100 volunteers. Facilities are provided to search and rescue volunteers who work with Fire Department staff and the US Coast Guard. The Coast Guard has three search and rescue helicopters stationed at the airport.



Health Clinic

Healthcare in Sitka comes from its two hospitals and a dedicated and concerned cadre of medical professionals that have been providing health care services to the community for over 50 years. The two local hospitals are Mt. Edgecumbe/SEARHC Hospital (966-2411) with 40 beds and Sitka Community Hospital (747-3241) with 12 beds. Both are qualified acute care facilities. The USCG Air Station provides emergency support only and Medevac Services, and is a qualified Emergency Care Center. The Sitka Public Health Center is a state agency which provides preventive health services including well child check ups and immunizations, communicable disease testing, adult immunization and other services.

Long term care services are provided by the state-funded Sitka Pioneers' Home which has 75 beds and the Sitka Community Hospital which has 15 beds for seniors. Swan Lake Senior Center offers midday meals for seniors Monday to Friday. Sitka Counseling and Prevention Services offers mental health and substance abuse services for the youth and adults including prevention, comprehensive assessments, low intensity residential treatment (Aurora's Watch), and continuing care .

Sitka is classified as a large town/Regional Center, it is found in EMS Region 3A in the Southeast Region. Emergency Services have limited highway, marine, floatplane and airport access. Emergency service is provided by 911 Telephone Service, volunteers and the military. Auxiliary health care is provided by Sitka Fire Dept./Ambulance/Rescue (747-3233/3245); SEARHC Air Medical (966-2411); U.S. Coast Guard Air Station/Medevac (966-5430).

*Source: Sitka Community Profile 2006-2007, Sitka Economic Development Association
Alaska Community Database, State of Alaska Department of Commerce, Community & Economic Development
http://www.dced.state.ak.us/dca/AEIS/Sitka/General/Sitka_General_Narrative.htm*

Education

Sitka has two high schools, middle and elementary schools attended by 1,516 students. Mt. Edgecumbe High School is a state-run boarding school for native Alaskans. The school has an enrollment of 395 students in school year 2005-2006. Post-Secondary education in the borough is provided by two colleges: Sheldon Jackson College and University of Alaska Southeast. Sheldon Jackson College is a private liberal arts and sciences college which has been in operation in Sitka since 1878. A campus of the University of Alaska is also located in Sitka and has been noted for its expertise at distance-delivered education. Sitka is also the location of the Alaska State Trooper Academy.



School District:

District Name:	Sitka Borough Schools
Operated By:	Borough
Total Number of Schools:	5
Total Number of Teachers:	110
Total Number of Students:	1,516
Student/Teacher Ratio:	13.9
Dropout Rate (7-12 Grade):	4.1 %
Percent Native Students:	27.5%
Geographic Cost Differential:	1.098
Expenditures Per Student (FY 2001):	\$7,333

School Name	Grades Taught	Number of Students	Number of Teachers
Baranof Elementary School	P thru 1	293	23
Blatchley Middle School	6 thru 8	351	24
Keet Gooshi Heen Elementary School	2 thru 5	378	29
Mt. Edgecumbe High School	9 thru 12	395	19
Pacific High School	9 thru 12	26	7
Sitka Correspondence	K thru 12	32	0
Sitka High School	9 thru 12	436	27

Source: *Statistics and Reports, State of Alaska Department of Education and Early Development*
<http://www.eed.state.ak.us/stats/>



Parks and Recreation

Recreation services are provided by the municipality, the National Park Service, the Alaska Division of Parks, the US Forest Service, and, Sitka Trailworks Inc.

The municipality owns a number of parks, softball and baseball fields, a football field, Swan Lake and Goddard hot springs. Maintenance services are provided by volunteers and the Public Works crews. The municipality has a Parks and Recreation Plan and a Non Motorized Transportation Plan.

The trail system in the Sitka National Historical Park is used extensively by walkers.

The Alaska Division of Parks operates the large Halibut Point Recreation Area, the smaller Pioneer Park, and the Starrigavan boat launch.

The Forest Service operates two campgrounds and an aquatic trail.

The non profit Sitka Trailworks constructs boardwalks and trails throughout the City and Borough.

Sea trails for kayak trips are currently being developed.

Due to its location on the North Pacific, one of the primary forms of local recreation is boating that is widely enjoyed. Residents also use the Tongass National Forest for a variety of recreational uses including four wheeling, camping, hiking, and hunting.

Cemeteries and Graves

As one of the oldest communities in the state, Sitka has a large number of cemeteries. These cemeteries tend to be associated with a specific religious, fraternal, or governmental organization. Examples include the Russian Orthodox Cemetery, Sitka National Cemetery, and Pioneer Cemetery.

Most of the cemeteries are closed to new burials or only accept burials of individuals who are associated with the founding organization. Burials that continue to be performed are done so by the one locally owned Prewitt Funeral Home. This company also arranges cremations by shipping the deceased to either Anchorage or Seattle. A second local firm contracts with several of the cemeteries for grounds maintenance.



There are large numbers of known native burial sites within the City and Borough of Sitka. A local individual, Bob Sams, has embraced the task of restoring large numbers of graves. Care is taken not to disturb sites whenever possible

7. UTILITIES

Water and Sewer. The City-run water system supplies water to nearly 99% of the population of the City (approximately 3,100 residential and commercial customers). There are two sources of supply, Blue Lake Reservoir and Indian River. The Blue Lake source is the primary supply with Indian River serving only as a back up or emergency supply. The maximum capacity is 8.6 million gallons per day (MGD), with 1.9 million gallons of storage capacity (Charteris St. Tank, 1.2 million gallons and Harbor Mt. Tank, 0.7 million gallons). Current water production averages between 3.2 and 3.8 MGD. Blue Lake water receives treatment at two individual stations: the Blue Lake Water Treatment Facility where the water is chlorinated and fluoridated for disinfection and dental health, and at the Corrosion Control Facility where a sodium carbonate solution is added for pH and alkalinity stabilization. The project to extend the water and sewer system from Shotgun Alley to Whale Park is ongoing.

The sanitary sewer system collects and treats the sanitary wastewater from nearly 90% of the population of the City (approximately 2,900 residential and commercial customers). This does not include Sawmill Cove Industrial Park which has a separate collection and treatment systems. The average flow to the wastewater treatment facility is 1.4 million gallons per day which is decreased from 1.8 MGD in the 1980s. The maximum federally permitted average flow is 1.8 MGD on a monthly basis. The treatment system consists of standard primary treatment unit processes with a deep water marine outfall with a 3-1(h) discharge waiver from EPA.

Source: City and Borough of Sitka, Public Works Dept. – Water and Wastewater

Solid Waste. Solid waste is charged at a rate of \$25 per month for a 32-gallon container; \$42 per month for a 90-gallon container and \$170.00 per month for a 350-gallon container. These rates are for one container that the refuse collection contractor picks up once a week. For those customers in apartments complexes or other unique situations and for residents living within the harbor systems, they pay \$38.00 per month. Sitka has an aggressive recycling program for most consumables such as aluminum, glass, paper, etc. Non-recycled and recycled solid waste is shipped off-island by container to Seattle for processing and eventual landfill in Roosevelt, Washington. Refuse is collected by a private firm under contract to the City and is incinerated. The ash is then disposed of at the permitted, lined landfill. The City and Borough continues to develop a recycling facility at the Sawmill Cove Industrial Park. It closed Kimsham landfill while at the same time, making significant improvements to the site such as a recreational ballfield. A new landfill is underway which is located on the north side of Harbor Mountain Road and will



serve as a back-up option to off-island disposal. It will accept inert waste, construction and demolition debris, and wastewater sludge.

Source: City and Borough of Sitka Public Works Department

Electric Power. The City & Borough of Sitka provides Sitka's electrical generation and service. Two hydroelectric plants with a combined generating capacity of 27 MW and a 12-MW diesel plant provides electricity to approximately 4,663 customers in Sitka. Peak load is 21 megawatts with reserve capacity of 18+ megawatts. The electrical system was acquired by the City in March, 1941, and now has 22 employees with an investment of \$150,000,000. The City generates 27.2 MW and 12 MW of power from hydroelectric and diesel, respectively.

The City Assembly recently adopted a resolution supporting a power supply plan for Sitka being developed by the Electric Department. The plan explores the development of adequate and reliable sources of electric power to meet the community of Sitka's power requirements at the lowest cost over the long term. Among the major elements of the plan are adding a third turbine at Blue Lake; obtaining a preliminary permit to investigate the feasibility of developing the 7-MW power potential of Lake Diana; increasing diesel capacity by 10 MW, and initiating conservation measures.

Source: City and Borough of Sitka Electric Department

Bulk Fuel is provided and marketed by Petro Marine Inc. The firm sells marine fuel at two docks and gasoline at a service station. Home heating oil is provided by Petro Marine and Service Transfer. Service Transfer also provides propane. Retail gasoline is sold at two Cascade Convenience Stores.

Local telephone service is provided by Alaska Communications Systems (ACS) while wireless telephone service is provided by ACS and Cellular One. Long distance and satellite phone services are also available.

Internet service is provided by ACS and GCI. The former offers dial up and a broadband DSL service while the latter provides broadband cable internet service. GCI also provides cable television.

Source: Sitka Community Profile, 2006-2007, Sitka Economic Development Association



8. TRANSPORTATION

A. Regional Transportation

Roads and Trails. Due to its island location, the City and Borough of Sitka is not connected to a national or regional road system. The borough is accessible only by air or sea. Sitka relies on the Alaska Marine Highway System for a year-round passenger and vehicle service. Barge lines move the bulk of commercial freight, including dry goods, fuel and building materials. The national highway system within the borough stretches only up to 13.8 miles. Paved local roads cover 21.4 miles.

Air. The City and Borough serves as the air transportation hub for surrounding communities. Air transportation, both jet and fixed wing, provides daily passenger and freight services to domestic and international destinations. Charter and helicopter services along with three land-based air taxi companies also operate at the state-owned Rocky Gutierrez Airport on Japonski Island. Air service plays a major role in the movement of mail, as well as high value, time-sensitive items like fresh seafood and other perishable food. The City and Borough receives daily jet service from Alaska Airlines. The Rocky Gutierrez Airport has a 6,500' long by 150' wide paved and lighted runway, an instrument landing system, and a 24-hour FAA Flight Service Station. The State of Alaska Department of Transportation has initiated the implementation of the Sitka Airport Access Road Plan which is intended to realign the airport access road starting from the Alice Loop Road-Tongass Avenue intersection. The road realignment will open up more land for the expansion of the airport which is consistent with the Sitka Airport Master Plan.

The State and the City have determined the best siting option that would provide the best use of the facility. That option gives more opportunity for freight terminal and land site development but it is estimated to cost around \$23 million. Money has been earmarked for the terminal building design and the City expects terminal improvements construction to begin within two years.

Water – docks. Lacking a system of highways or railroads, the regional economy of the City and Borough of Sitka relies instead on the Alaska Marine Highway system (state ferry) to move passengers around the region, and ocean barge services for most of its freight and bulk-fuel needs – the alternative being expensive airfreight. The State has a docking facility located six miles from downtown. Recent changes in the ferry service to Sitka have cut off direct links between Sitka and Hoonah, Tenakee, Angoon, and Kake, which poses a threat to Sitka's economic base. The City and Borough of Sitka Assembly has been working with SEARHC and other members of the community to restore passenger service between Sitka and the villages or to develop a replacement service.



Sitka is the largest boating community in Alaska and one of the largest ports in the world for commercial fishing. Salmon, halibut, black cod, rockfish, shrimp, king crab and Dungeness crab are all harvested in Sitka's waters. Hundreds of fishing boats are berthed in and operate out of Sitka during the summer and winter fishing seasons. There are 1,347 boat slips in five mooring basins owned and operated by the City of Sitka, namely: Thomsen Harbor, North Thomsen Harbor, ANB Harbor, Sealing Cove Harbor, and Crescent Harbor. Seasonal reserved moorage is also available.

There is a breakwater at Thomsen Harbor but no deep draft dock. A multipurpose deep water dock is being proposed at Sawmill Cove Industrial Park which will be structurally capable of handling very heavy freight and cargo vessels including bulk water ships, and berthing one cruise ship at a time. Cruise ships currently anchor in the harbor and lighter visitors to shore. A boat launch, marine haul-out, boat repairs and other services are also available

*Source: Alaska Economic Information System, State of Alaska Department of Commerce, Community & Economic Development
Sitka Community Profile 2006-2007, Sitka Economic Development Association*

B. Local Transportation

Roads and Boardwalks. The Sitka road system is approximately 14 miles north to south. There is an additional section of unpaved road to serve a hatchery and the Green Lake hydroelectric facility that is closed to public vehicular traffic due to steep drop offs. There are more than a dozen trails accessible from the road system and 20 more trails which are accessible only boat or floatplane. These trails are mostly maintained by the Forest Service. The City and Borough of Sitka maintains the Cross Trail while the State of Alaska constructed and maintains a number of trails within the road system including the Forest and Muskeg Trail, Mt. Verstovia Trail, and Thimbleberry – Heart Lake Trail. Additional gravel roads, that are open to the public, provide access to Harbor Mountain and Blue Lake.

Public Transportation. Community Ride, Sitka's Coordinated Public Transit System, is managed by Center for Community, a state-wide provider of home and community-based services for people with disabilities, the elderly and others who experience barriers to community living in Alaska. It has two fixed bus routes: Halibut Point Road and Sawmill Creek Road, providing nearly 100 one-way rides per day. Community Ride also provides door-to-door transportation services for all seniors, age 60 and older, and to individuals with disabilities.

*Source: Division of Parks and Outdoor Recreation, State of Alaska Department of Natural Resources
Community Ride, Center for Community*



9. CARRYING OUT THE PLAN

How the Comprehensive Plan is Used

The Assembly and staff of the City and Borough of Sitka make thousands of decisions every year. Many of these decisions are to be guided by this Plan. The most common categories of decision are shown below, but any decision, which is relevant to any of the subjects addressed in the Plan, should not be made until the decision-maker has consulted the Plan for guidance. In practical terms, the office generally charged with maintaining an awareness of the Plan's contents is the Planning Department. The Planning Director is thus the individual who should be most familiar with the Plan and who is obliged to use the Plan for staff decisions and for recommendations to the Administrator, Assembly, and other boards and commissions. This means the Planning Director must be involved and aware of any pending action of the Borough, which might serve to carry out an expectation in the Plan, or of any action, which might have the effect of thwarting an expectation in the Plan. The following list of decision categories is only partial and meant to illustrate Plan usage:

1. Adoption or amendment of new land use code provisions (or amendment of the same), including re-zones.
2. Review of applications for significant land use permits.
3. Acquisition, disposition or development of Borough properties.
4. Annual update of the Capital Improvement Program.
5. Capital improvement of streets, parks, water, sewer, other utilities, and municipal buildings and facilities.
6. Review and comment on actions of a state or federal agency, such as applications for permits.
7. Initiation of a new municipal program or termination or alteration of an existing program.
8. Allocation of budgetary resources among municipal components.
9. Review of economic development actions taken under municipal authority.
10. Consideration of resolutions and other actions relevant to Sitka's neighbors and Southeast Alaska in general.

This Plan is adopted by the Assembly as official policy for subsequent actions of the Assembly and Borough staff, boards, and commissions. This means the Plan must be consulted as actions are pending. The duty to assure that such consultation occurs is, as noted above, within the province of the Planning Department. Proper use and operation of the Plan, however, depends on a number of other activities, not the least of which is for the Department and others to be aware that situations may arise where the Plan is simply inadequate to address an issue or where the Plan has unintended consequences. The foregoing constitutes a warning to the reader and reviewer: Guidance from the Plan will not always be easy to obtain. Consultation of the Plan includes analysis of the guidance in the Plan. In some cases, it will be necessary to consider amendments of the Plan to address unintended consequences or unaddressed



issues. To assure that actions are consistent with the Plan and to assure that the Plan is responsive to public needs and changing conditions, the Municipality should:

5. Monitor changes in land use, transportation, infrastructure, social, economic, and environmental conditions and, periodically review and update the Plan to reflect new information and new conditions.
6. Maintain and use procedures to amend the Plan to address needs of the public and individual property owners.
7. Provide for ongoing citizen involvement in any decision-making process that is relevant to the Plan.
8. Coordinate municipal activities with state and federal agencies and with other local governments in the region with regard to matters of mutual concern.

The actual activity of “consulting the Plan” is not a rote exercise like following a maintenance manual or recipe. Rather, this is an analytical process where the reviewer first determines which of the Plan’s goals, policies and objectives are relevant to the decision or issue at hand. Then, the reviewer examines how the pending decision comports with the relevant plan provisions. This analysis is not conducted on an absolute basis. Indeed, the reviewer may find that one policy appears to conflict with the pending decision while another tends to support it. The analysis should balance the application of relevant policies and seek to select whichever decision or option is the most generally consistent with the Plan overall.

In addition to the ongoing effort of consulting the goals and policies in the comprehensive plan, there are a number of strategies that are used to implement the intent of the document. Several of those strategies are included in the following sections.

The strategies include, but are not limited to, the Assembly’s legislative priorities, the Comprehensive Economic Development Strategy (CEDS), the City and Borough of Sitka Capital Improvement’s Program that is included in each annual budget, and the other plans that are reviewed by local board’s and commission and the Assembly.

The current version of those documents is inserted below. Many of those documents are updated on a regular basis.



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
GENERAL FUND								
Animal Shelter								
New Roof	1					18,500		1
Replace vinyl flooring	2					5,000		1
New Water heaters	1		2,000					1
Centennial Building								
Expansion for Conventions	3						2,500,000	1,3
Auditorium floor painting					83,000			1
Clean & Rebuild Airhandling Units	1		218,000					1
Paint Exterior	2				6,000			1
Replace Carpet	1			12,000		13,000		1
Refinish Stage	1	5,000			5,000		20,000	1
Stage curtain rebuild	1	2,000						1
Remodel restrooms	2		25,000					1
Replace refrigerator-freezer combo.	2			10,000				1
Replace two water heaters	3						6,000	1
Replace roof	1					650,000		1
City Hall								
Replace carpet	1			230,000				1
Paint exterior	1			34,000				1
Balance air system	1	20,000						1
Install wire mold – 2 nd floor	2		10,000					1
Install wire mold – 3 rd floor	1	10,000						1
Install wire mold – 1 st floor	2			10,000				1
Computer room cooling unit	2		44,000					1
Replace EF	3					5,000		1
Replace electric water heater	3				5,000			1
Communications closet cooling	1	6,000						1
VAV Boxes – cut duct & install panels	1	5,000						1
Paint interior	1					125,000		1



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
GENERAL FUND								
City/State Building								
Replace nine exhaust fans	1		35,000					1,2
Area served addition to MZ unit	1		75,000					
Lighting retrofit	1							
Paint exterior	1	60,000						
Replace carpet – Police Department	3							
Replace carpet – Fish & Game	2			40,000				
Replace first floor rubber floor	1	10,000						
Paint PD interior (in-house)	3							
Paint interior – 2 nd floor lobby in courtroom (in-house)	3							
Clean & rebuild airhandling units	1							
Fire Station								
Paint soffits (in-house)	3							
Fire substation Japonski Island (includes equip.)	3							
Kettleson Library								
Reconstruction	3							
ADA doors and opening	2							
Auto door openers	1		15,000					
Staff lounge remodel	1		15,000					
Replace carpet and vinyl (original building)	1	90,000						
Replace shake roof	3							
Replace carpet in children's room	3							
RR's remodel	2		25,000					
Paint exterior (in-house)	3							
Paint interior	2		10,000					
Paint staff work room and hallway (in-house)	2		7,000					



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
GENERAL FUND								
Land Improvements								
Athletic Field (includes Kimsham Closure)	1	X						3
Crescent Park tennis	2		60,000					1
Moller Park Field & Track repair design	1			30,000				1,3
Moller Park Field & Track repair construction	1				450,000			1,3
MP concession stand rebuild – materials only	1	30,000						1
Whale Park sanitary sewer	1	15,000						1
Centennial Bldg/Harbor Dr. tree replacement	1							
Crescent Harbor RR – paint exterior (in-house)	3							
Moller Park RR – replace siding & windows	2							
Moller Park RR – seal concrete (in-house)	1							
Sandy Beach RR – paint exterior	3							
Lake & Lincoln RR – paint exterior (in-house)	2							
Lake & Lincoln RR – paint interior (in-house)	3							
Lake & Lincoln RR – seal concrete (in-house)	1							
Whale Park RR – paint exterior (in-house)	3							
Turnaround Skate Park	1							
Senior Center								
Perimeter skirting	1							
Shelving for storage room	1							
Paint exterior	1							
Paint interior (in-house)	3							
Front S/W improvements	1							
Replace water heater	1							
Streets, Roads, & Subdivisions								
Campus Access Road	1							
City street asphalt overlay & drainage	1							



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
GENERAL FUND/ELECTRIC DEPARTMENT								
Public Services Center								
Upgrade control system front end	1							7
Paint interior	1			40,000	52,500			1,7
Replace vinyl floor	1				12,000			1,7
Replace water heater	1				1,200			1,7
Paint roof	1				66,000			1,7
ELECTRIC DEPARTMENT								
Automated meter reading	1	25,000	25,000	25,000	25,000	25,000	25,000	7
Automated SCADA distribution	1	20,000						7
Blue Lake Dam improvements	3							7
Blue Lake FERC compliance	3				75,000			7
Blue Lake FERC relicensing	1	200,000	100,000	75,000				7
Blue Lake license env. Mitigation	2		20,000	200,000			200,000	7
Blue Lake lower penstock painting	2		60,000					7
Blue Lake oil shed & parts storage	3	0	0	0			0	7
Blue Lake powerplant improvements	1	26,940	118,000	100,000			245,000	7
Blue Lake stream dredging	3			0				7
Blue Lake sub-paint & maintenance	2	0	0	50,000				7
Building electric heat conversions	1	300,000	100,000					7
Campground hydro – PLC replace	3					100,000		7
Correct distribution code violations	3							7
DOT airport line extension	3							3
DOT airport road relocation	1	75,000						3
Express feeder	3							7
Feeder improvements	1	200,000	100,000	100,000	100,000	100,000	100,000	7
Green Lake Dam improvements	1	25,000	100,000					7
Green Lake FERC compliance	1	18,000						7
Green Lake powerplant improvements	1	30,000	65,000					7
Island improvements	3					100,000	100,000	7



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
ELECTRIC DEPARTMENT								
Jarvis St. diesel capacity incr.	1			1,000,000	5,600,000			3,7
Jarvis St. diesel upgrades	2		20,000					7
Jarvis tank inspection	3				25,000			7
Jeff Davis line upgrades to 3 phase	1	50,000						7
Lake Street dist improvements – ph 3	3					200,000		7
Lincoln Street	3					200,000		7
Marine St. sub – paint & maintenance	3				50,000			7
Marine St. sub – site improvement	3			125,000				7
Microwave or optic fiber	3			100,000	100,000			7
Sawmill Cove Dist. System improvements	3							7
Sawmill Cove sub upgrade	3							7
Sawmill Creek Road ph 2, to Whale Park	1	25,000	0					3
SCADA system enhancements	1	25,000			50,000	50,000	50,000	7
Warehouse/shop cleanup (old site)	3							7
Generation – Develop new hydro resources	2		200,000	200,000	200,000	200,000	200,000	7
WATER DEPARTMENT								
Blue Lake booster pump station	3						800,000	3,7
Future regulatory water treatment upgrades	3						5,000,000	3,7
Channel crossing	1		1,500,000					3,7
SMC Road water tank feasibility study	1		50,000					7
SMC Road water tank feasibility design	1			200,000				7
SMC Road water tank feasibility construction	1				2,500,000			7
SMC Road Phase II, water system improvements	1	200,000						7
Main rehab @ HPR/SMC intersection	1	80,000						7
Benchland tank design	1		200,000					7
Benchland tank construction	1			1,600,000				7
Airport Road utilities	1		1,000,000					7
Tongass/Seward water improvements	1	X						3
HPR watermain replacement construction	1			450,000				7



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
WATER DEPARTMENT								
Replace hydrants	1		30,000	30,000	30,000	30,000		7
CCF – replace 3 EF's	3						6,000	7
CCF – replace water heater	3						2,000	7
CCF – replace vinyl flooring	3						5,000	7
WASTEWATER DEPARTMENT								
Extend system Shotgun Alley to Whale Park	1	X	X					3,7
Tongass/Seward sewer improvements	1	X						3
WW system master plan	1		75,000					7
Replace E. Jamestown Bay lift station	1	35,000						7
Replace problem manholes	1	25,000						7
Replace lift station alarm system – SCADA	1	65,000						7
Pump station upgrades	1			200,000	150,000	150,000		7
Sanitary sewer main replacement	1		100,000	100,000	100,000	100,000		7
Replace 10x10 door with coiling door	1	10,000						7
Paint exterior generator buildings (in-house)	3				6,000			7
Paint WWTP exterior	3					36,000		7
Replace roof	2		620,000					7
Paint WWTP interior (in-house)	3					4,000		7
Rebuild fans – 5 total	3						25,000	7
Blue Lake water plant – paint exterior (in-house)	3						4,000	7
Indian River water plant – paint exterior (in-house)	3			1,500			2,000	7
Replace generator	3						50,000	7
Effluent disinfection S stem	3			50,000	50,000	500,000		3,7
SOLID WASTE DEPARTMENT								
Granite Creek waste area drainage improvements	1		75,000					7
Kimsham Landfill closure	1	X						3,7
SCIP facility improvements	1		100,000					7
SCIP building	1		350,000					7
Sawmill Cove scrap yard site prep	1	75,000						7



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
SOLID WASTE DEPARTMENT								
Transfer Station pad (Drop-off recyclable site)	1	50,000						7
Granite Creek backup landfill site	1		175,000	300,000				5,7
New landfill utilities, roads	1						2,500,000	5,7
New landfill	3						5,000,000	5,7
HARBOR DEPARTMENT								
Replace Old Thomsen Harbor Floats	1	X						7A,7
Misc	1	50,000						7
ANB	2					5,000,000		7
Replace Sheet pile wall at port facility	3						2,000,000	7
ANB Shelter – replace roof	1	50,000						7
Pave Old Thomsen Harbor parking lot	3			110,000	110,000			7
AIRPORT TERMINAL FUND								
Emergency power generator	1			200,000				7
Carpet replacement	1					90,000		7
Replace exterior doors	1			50,000				7
Remodel existing restrooms	1			100,000				7
Build new restrooms in hold room	1				200,000			7
Replace AHU's, duct cleaning, balancing	1		208,000					7
Paint exterior	1			48,000				7
Paint interior	1				38,000			7
Hold room ventilation	1				216,000			7
Roof project supplement (asbestos abatement)	1	216,000						7
Lighting switches	1		6,500					7
HVAC control upgrades	1	110,000						7
Sprinkler compressor	1	2,000						7
Replace UST	1	44,000						7
Replace roof (2)	1					150,000		7



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
MARINE SERVICES CENTER								
Replace water heater	2			3,500				7
Replace insulation on LPR	1	40,000						7
Seal exposed concrete	1	40,000						7
R&R sliding freezer doors	3					28,000		7
Paint interior (in-house)	3				3,000			7
Replace compressor #3	2		81,000					7
Replace sprinkler compressor	3				5,000			7
Replace EF's	2		3,000					7
Turn off cold room – check insulation, moisture removal, wall coverings, service solenoid valves	3						50,000	7
Replace vinyl floor	2				16,500			7
SAWMILL COVE								
Out fall Construction	1	X						6,7,9
Site road paving	2		1,000,000					6,7,9
DATA PROCESSING								
Mini computer upgrade	2						50,000	7
TOTALS		2,349,940	7,654,500	6,700,000	11,266,200	8,635,100	27,729,300	
SITKA PROJECTS FUNDED BY OTHER AGENCIES								
Streets, Roads, & Subdivisions								
Rocky Gutierrez Airport access improvements	1		X	X	X	X		2,6
Indian River Road improvements	1						2,250,000	2,6
Japonski Island Road improvements	1	X	X	X				2,6
Sawmill Creek upgrade – Jarvis Street to Shotgun Alley	1	X						2,6
SMC Shotgun Alley to Whale Park	1		X					2,6
O'Connell Bridge	1	X						2,6



PROJECTS	PRIORITY	FY07	FY08	FY09	FY10	FY11	LONG RANGE	FUNDING SOURCE
SITKA PROJECTS FUNDED BY OTHER AGENCIES								
Streets, Roads, & Subdivisions								
Lake/Lincoln intersection	1	X						2,6
Baranof access road planning	1		X					2,6
UAS pedestrian connection construction	1							2,6
Airport								
Sitka perimeter security fence								
TOTALS		0	0	0	0	0	2,250,000	



FY 2007 SITKA STATE LEGISLATIVE PRIORITIES TABLE OF CONTENTS

LEGISLATIVE PRIORITIES

- Sitka School District Priorities
- Increased State Support for Sitka Jail Facilities
- Equitable Alaska Marine Highway Service to Sitka

CAPITAL IMPROVEMENT PROJECTS STATE REQUESTS

- Sawmill Creek Road and Sewer Upgrade Project
- Compensation for Takeover of State-Owned Harbors
- Resolution 2006-01 Maintenance/Repair Funds to Local Harbors
- Funding for Major Maintenance for State/City Office Building
- Water Distribution Tanks and Benchland Utilities
- Solid Waste Project—Kimsham Landfill Closure
- Waterline Across Sitka Channel to Japonski Island
- Sawmill Cove Industrial Park Development
- Sitka 10 MW Emergency Power Generation Plant
- Storm Slides Disaster Response Assistance

Small CIP's

- Crescent Harbor Small Parking Lots Reconfiguration
- Kettleton Memorial Library Upgrades
- Skateboard Park Completion
- Moller Park Upgrade
- Centennial Hall Underground Storage Tank Replacement
- Senior Center Roof/Exterior Upgrades
- Centennial Hall Parking Lot Repaving/New Sidewalk
- Sitka Street Paving — Edgecumbe Drive

STATUS OF PENDING CBS CAPITAL PROJECTS (no State funds requested)

- Japonski Island Infrastructure Upgrades Status
- Sitka Airport Infrastructure Upgrades Status
- Sitka Seaplane Base Relocation and Upgrade Status Report



SITKA COMMUNITY LEGISLATIVE REQUESTS

FY'07 SITKA SCHOOL DISTRICT PRIORITIES

Sitka School District strongly urges the Legislature to forward fund education. It is becoming increasingly more difficult to budget when the District has no idea what its funding will be until November when the student count has been verified. If the funding was formulated on the current year student count for the next budget year, it would be tremendously beneficial for all districts.

Sitka School District also asks the Legislature to consider adding and paying for more school days. With the testing requirements placed on districts from the Federal and State governments, valuable teaching time is lost. An increase of ten school days would help ensure all students get a better education and that no child *is* left behind.

It is also the District's hope that the State government will demand that the Federal government pay the promised funding for special education and No Child Left Behind (NCLB). Both pieces of legislation have placed huge financial burdens on states and local districts.

It is the fear of the Sitka School District that to meet the demands of Special Education Law and the NCLB requirements, the School District will be forced into cutting our programs designed to help students reach their full potential. Classes such as Advance Placement Calculus, Advance Placement Statistics, Advance Placement Literature, Advance Placement Geography, Music, Art and most, if not all, the District's vocational classes, may have to be cut.

Sitka School District also requests that the Alaska State Legislature raise the Funding Formula used to provide money to meet the needs of students identified as special education intensive. Currently the formula does not cover the employment cost of the one-on-one aide needed to support the intensive student. Therefore, not only is the general fund budget being impacted to meet the payroll for the aide, the cost for additional services, such as speech therapy, occupational therapy and physical therapy are impacting the general fund budget.



FY'07 SITKA STATE POLICY ISSUES

- **INCREASED STATE SUPPORT FOR SITKA JAIL FACILITIES**

By law, the State is responsible for caring for persons charged under State law. The City and Borough of Sitka is willing to provide a professional, cost-effective service to house and care for the State's prisoners in Sitka. The State must provide the funding required to reimburse the Municipality for these services. Each year, the Municipality pays more to manage the Community Jail Contract than the State will reimburse. For FY'06, Sitka's contract is budgeted at approximately \$460,000, but the State only reimbursed about \$346,000. In 2005, Sitka Police Department booked 686 inmates (492 males; 184 females), up from a previous yearly average of 500. Total cost of inmate meals was \$32,812, and laundry services \$6,457. Medical and maintenance costs have also increased, and heating and cooling costs continue to skyrocket. The State is requested to fully fund the Community Jail Contract.

Non-Criminal Detoxification (Title 47) has great liability and is staff intensive because of the frequent checks required. The State does not reimburse the Municipality for this service. The State does receive revenues from State excise tax on alcohol. **CBS requests some of these funds be passed on to local jails which provide a frequent service to those incapacitated by alcohol to help defray the direct costs associated with their care, either on a case-by-case basis or by adequately funding the Community Jail Contract.**

Juveniles: Under the Juvenile Detention Protective Act (JDPA), adult jails may not house juveniles. The Sitka Police Department has worked well with the Division of Family and Youth Services and the Court to provide secure housing for juveniles but has borne the cost and liability of this housing without reimbursement. The lack of an appropriate lock-down facility in Sitka for "at risk" juveniles creates a serious problem for the Department as well as the community. Caring for juveniles is very labor intensive and requires an attendant at all times. **The City and Borough of Sitka requests the State Division of Family and Youth Services provide funding for alternative secure housing for "at risk" juveniles, to include appropriate "lock down" quarters.**

- **EQUITABLE ALASKA MARINE HIGHWAY SERVICE FOR SITKA**

Sitka's Marine Highway service has continued to deteriorate despite the deployment of the fast vehicle ferry "Fairweather." Though originally planned to be home-ported in Sitka, with an \$11M terminal expansion, the vessel has primarily served Lynn Canal. Juneau got the terminal expansion and home porting. This winter, it only came to Sitka once weekly. Only one mainline vessel stops north and southbound as well. The extremely low level of



service to Sitka has undermined efforts to improve ridership and increase revenues. The Sitka Access Alternatives Study, including Northern Panhandle village service study, must address both road and marine connections and provide a thorough analysis of the most cost-effective and best service potentials for either or both types of service. Southeast Alaska's third largest port receives less than a third of the service other ports receive. Sitka's two high schools, SE Regional Health Consortium, fish processors and many others trying to get to and from Sitka to the villages, other mainline ports, and southbound, are unable to use the Marine Highway System due to the inadequate and unreliable Sitka service. Sitka deserves two north and two south mainline visits per week for both passengers and vehicles and freight. Sitka's economic and cultural future depends on these connections. Southeast Conference's Resolution 06-05 (see next page) recognizes the need for regular, connective service to Sitka comparable to that other mainline ports receive.

FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS STATE REQUESTS

- **SAWMILL CREEK ROAD AND SEWER UPGRADE PROJECT PHASE 2 and 3**

The Sawmill Creek Road Upgrade project has been Sitka's highest priority STIP project for more than a decade. This State-owned road accessing the entire south end of the Sitka road system has seriously deteriorated, and the improvements will correct major safety problems. **Sitka appreciates the Department of Transportation and Public Facilities completion of Phase 1 of Sawmill Creek Road Upgrade and DOTPF's progress and commitment to completing the construction of Phase 2 in 2006/2007, including replacement of Indian River Bridge.** The Municipality has coordinated with DOTPF and is proceeding with its sewer extension upgrade in conjunction with this Phase 2 construction. **The completion of Sawmill Creek Road, Phase 3, to Sawmill Cove Industrial Park, is key to full utilization of the Industrial Park and remains a high priority. Phase 3 needs to be fully funded in the STIP as previously was committed by the DOTPF SE Region.**

- **COMPENSATION FOR DEFERRED MAINTENANCE OF STATE HARBORS**

Sitka previously received \$2.18M to rehabilitate and take ownership of a portion of Crescent Harbor. Sitka was required to accept the remainder of State-owned harbors in order to be eligible to receive an additional \$2.18M reimbursement once these additional funds are expended to finish the rehabilitation of Crescent Harbor, the water system upgrade of Sealing Harbor, and the replacement of Old Thomsen Harbor. **The real cost of upgrading these**



harbors to a reasonable standard is nearly \$8 M: Crescent: \$677,389; Sealing: \$492,185; and Old Thomsen: \$6,806,406 – Total \$7,975,980. Sitka could not wait any longer to upgrade these deteriorating facilities and has already completed the Crescent Harbor upgrade. The Sealing Cove Harbor water project is underway and will soon be completed. The Old Thomsen Harbor replacement is designed and currently out to bid for completion in 2007. The City and Borough of Sitka is paying \$5,795,980 for these upgrades since the State provided only \$2,180,000 when it transferred harbor responsibilities to CBS.

Sitka has raised its moorage rates to help support harbor maintenance and long-term replacement. **Sitka continues to request that the State of Alaska provide additional funding to compensate for the deferred maintenance of these State harbors now taken over by the City and Borough of Sitka. Old Thomsen Harbor was in unacceptably deteriorated condition which required complete replacement rather than just an upgrade to keep the harbor in place. Sitka requests \$5,795,980 to help cover at least a portion of these actual costs. This financial relief for having to take over these deteriorating state-owned facilities without adequate compensation is long overdue. City and Borough of Sitka Resolution 2006-01 (see next page), approved by the Sitka Assembly, requests "The Legislature to Provide Matching Maintenance and Repair Funds to Local Government Owned Harbors."**

REQUEST FOR STATE DEFERRED MAINTENANCE–SITKA HARBORS: \$5,795,980

FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS

- **FUNDING FOR MAJOR MAINTENANCE FOR CITY/STATE OFFICE BUILDING**

In 1974 the State of Alaska and City and Borough of Sitka entered an agreement to construct, operate and maintain a joint State Court and Office Building. In 1993, the agreement was modified to reflect the Municipality occupying and paying for 34 percent of building maintenance and utility costs, and the State paying 66 percent for its greater occupancy. CBS also provides maintenance management for the facility.

Except for the City's Police Department, the tenants are State agencies, which are unhappy with the deteriorated condition of the building. Some of the most serious problems have been fixed recently including the roof replacement, new heating boilers and mechanical upgrade, and replacement of the emergency generator. The City's Electric



Department installed an interruptible electric boiler as a dual heat source with heating oil, to reduce fuel costs. CBS is very pleased to have these problems solved before catastrophic failure occurred. Now, the tenants deserve to have the other poor conditions improved.

Several projects have been budgeted but not yet funded, including exterior painting, \$60,000; replacing rubber floor tile, \$10,000; clean and rebuild air handling units, \$80,000; replace carpet in Fish and Game offices, \$40,000. A future project for FY'08 is lighting retrofit at \$80,000 and restrooms remodel. These various State office tenants are providing professional services and deserve a clean, safe, professional office facility.

REQUEST:	\$125,400	State of Alaska
	64,600	City and Borough of Sitka
TOTAL PROJECT:	\$190,000	

- **WATER DISTRIBUTION TANKS AND BENCHLAND UTILITIES**

The City and Borough of Sitka has worked with the University of Alaska for several years to develop its south Benchland subdivision, to respond to the critical unmet needs for residential housing in Sitka. The cost of developing the utilities to this hillside site has been prohibitive to both CBS and the University. Sitka is also short of water storage capacity. This project will provide a high-elevation water storage reservoir for all of Sitka and facilitate development of the south Benchlands residential development areas. The property cannot be served by the community's current water system due to elevation constraints. Funding \$5 M for construction of the water tank and a portion of the primary civil utilities and will permit the University of Alaska to cost-effectively sell the Benchland property, permit the private sector to develop the subdivision and help relieve the critical need for housing, and relieve the inadequate water storage problem. This project will not only benefit the Sitka community but help the University of Alaska secure needed funding toward its long-term endowment.

REQUEST TO STATE OF ALASKA: \$5,000,000



FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS

• SITKA SOLID WASTE PROJECT—KIMSHAM LANDFILL CLOSURE

Sitka closed its incinerator, completed a transfer station, and is shipping its solid waste off island to a regional landfill in Washington State. It is in the process of following environmental regulations to close its old Kirnsham landfill, including significant recreational ball field improvements to the site, and permitting a new alternate, limited-use Class III landfill site for the future. It will be located on the north side of Harbor Mountain Road and serve as a back-up option to off-island disposal. It will routinely accept inert waste, construction and demolition debris, and wastewater sludge.

CBS has applied for a Department of Environmental Conservation Clean Water Fund Grant through the Municipal Matching Grants Program to assist the landfill closure. This \$1,220,356 funding has been included in the Governor's FY'07 Budget. This funding is extremely important to permit Sitka to close the landfill and rehabilitate the land as recreational ball fields and needs to remain in the Budget. Total landfill closure costs are estimated at \$3.6 million.

The costs for Sitka to accommodate its own solid waste needs are huge, in excess of \$12 M. **A long-term solution is to establish a Federal revolving loan fund which states manage using a model developed under the Safe Drinking Water Act and Clean Water Act. Sitka also supports a regional solution to the Southeast Alaska solid waste crisis which Southeast Conference is exploring. Sitka operates a model re-cycling program that helps reduce the volume of said waste.**

• WATERLINE ACROSS SITKA CHANNEL TO JAPONSKI ISLAND

Sitka supplies potable and fire protection water to the Japonski Island institutions and residents across the 900 foot wide Sitka Channel. Japonski is the site of Sitka Airport, SEARHC Hospital, Mt. Edgecumbe High School (State boarding school), University of Alaska Sitka Campus, U.S. Coast Guard Air Base, U.S. Coast Guard Cutter Base, Sitka Wastewater Treatment Plant, Sealing Cove Harbor, and proposed seaplane base. Japonski requires an uninterrupted water supply. There is no water storage on the island. A single 10 inch water main mounted on the O'Connell Bridge now provides service.

The proposal is to extend a new marine underwater line from Katlian Street, across the channel connecting to the Japonski water system in the vicinity of the University of Alaska. **Funding has been requested from Alaska Department of Environmental Conservation to assist with this project, but due to criteria utilized to prioritize**



DEC grant projects, funding through DEC is unlikely. Total project cost is \$1.75 million.

REQUEST TO STATE OF ALASKA: \$1 Million CBS: \$750,000 (EPA grant)

FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS

- **SAWMILL COVE INDUSTRIAL PARK DEVELOPMENT**

CBS is implementing the Sawmill Cove Industrial Park Master Plan and Waterfront Development Plan and has a growing number of active tenants. With considerable assistance from the State and Federal governments, most of the uplands infrastructure is in place, and the Municipality is concentrating on waterfront development with the aid of several federal grants. The Waste Water Outfall Project, to which the City and Borough of Sitka committed as part of the Alaska Pulp Corporation transfer agreement, is now complete.

The new Sawmill Cove raw water line has been designed. CBS is grateful that \$1,000,000 has been included in the Governor's 2007 Capital Budget to help complete this project, which is critically important to permit development of bulk water sales. Sitka requests that this funding remain in the capital budget to permit the completion of this much needed upgrade. The remainder of funding for this project is already secured through an EPA grant.

The proposed line will also provide a back-up community water supply connection for the City. Sitka has additional water rights and has potential to sell large quantities of high-quality water for bulk transport. Potential annual deliveries could reach three billion gallons. The line will also supply the NSRAA hatchery. A 42-inch diameter line can connect to the multi-purpose dock, when constructed, to fill ships within a day. The project has been designed and is bid-ready.

Northern Southeast Alaska Regional Aquaculture Association (NSRAA) has received a grant for \$2.5 M to assist in the development of a coho fish hatchery to further enhance the rehabilitation of the former pulp mill site. Its applications for various permits are in process. The City is applying for the Federal Transit Administration \$2 million earmark for development of bulkhead facilities to permit the waterfront infrastructure to accommodate intermodal vessel transport. The problems of deteriorated pilings supporting the pulp dock warehouse have not yet been solved, and Peratrovich, Nottingham and Drage, the contractor on the Waterfront Development Plan, is assessing how to shore up this very large warehouse area.



CBS is actively working with the tenants at Sawmill Cove Industrial Park to revise leases and expand development opportunities for these private enterprises.

FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS

- **SITKA 10 MW EMERGENCY POWER GENERATION PLANT**

The City and Borough of Sitka requests financial assistance to construct a \$6,600,000 emergency power generating plant to back up the normal hydroelectric power supply for the City and Borough of Sitka. The City and Borough of Sitka generates its own power, with almost the entire hydroelectric power generation at one end of the transmission line while virtually all of the customer load concentrated in the main community resides at the other end of the line. The entire line is subject to rock and mud slides. Two major transmission failures have occurred in the last eight years due to these slides. The transmission line within the city is close to main roadways and subject to vehicular damage. Repair of a transmission line would typically take one to four days, but extensive damage or a difficult location could render a line out of service for a week or more.

With the loss of the 8.5 megawatts of backup power from Alaska Pulp Corporation's mill in 1993, there is no longer enough emergency power available if a major system failure occurs. Some of Sitka's largest institutions, SE Regional Health Consortium Hospital, Mt. Edgecumbe boarding high school, Sitka Airport, Coast Guard Air Station Sitka, and University of Alaska, are located on Japonski Island. Some have limited backup power but not enough for other institutions. While Sitka has added some standby generation capacity, an additional 10 MW capacity will be needed within ten years, at a total cost of \$6.6M. A new stand-by generator on Japonski Island with feeder improvements elsewhere would provide enough power to keep all of Sitka operational in crisis situations. If the State will cover \$2.5M and the Federal Government \$2.5M, representing 75 percent of the cost; Sitka will provide a 25 percent match, \$1.6M, to fund the remainder of the project.

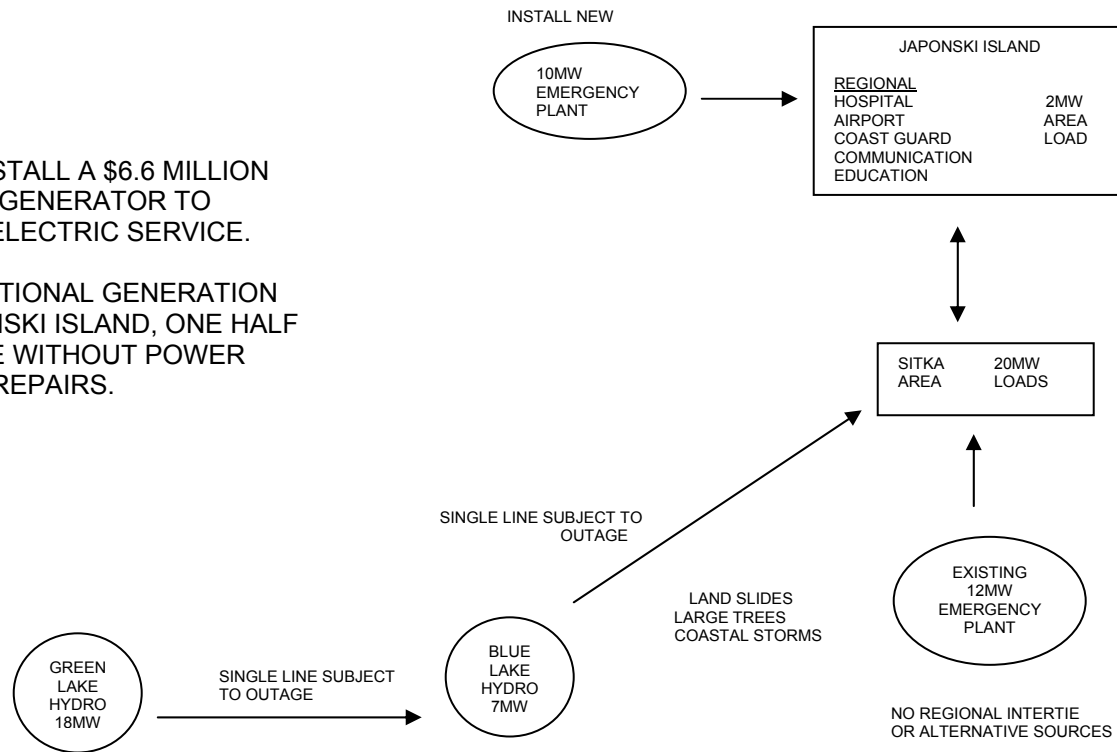
REQUEST TO STATE OF ALASKA: \$2,500,000

CBS MATCH: \$1,600,000



SITKA NEEDS TO INSTALL A \$6.6 MILLION 10MW EMERGENCY GENERATOR TO ENSURE RELIABLE ELECTRIC SERVICE.

WITHOUT THIS ADDITIONAL GENERATION LOCATED ON JAPONSKI ISLAND, ONE HALF OF SITKA WOULD BE WITHOUT POWER FOR DAYS DURING REPAIRS.



FY'07 SITKA CAPITAL IMPROVEMENT PROJECTS

• **STORM SLIDES DISASTER RESPONSE ASSISTANCE**

In November, 2005, Sitka experienced two catastrophic landslide events which closed Halibut Point Road (HPR), owned by the State of Alaska. HPR is Sitka's major artery from the ferry terminal and largest residential section of the community into downtown Sitka. This slide area, located between Davidoff Street and the Old City Shops, has experienced several landslides over many years. The slides involved several private residences, municipal road rights-of-way and the State Halibut Point Road facility. In addition to closing the road and damaging various private



residences, the former State maintenance building was reduced to rubble, and the State highway was buried under tons of debris.

The State Department of Transportation and Public Facilities (DOTPF) owns a major facility impacted by these slides (Halibut Point Road). DOTPF has the resources to coordinate an investigation of the slide-prone areas and what can be done to stabilize the entire area and ensure the State's facilities do not continue to be adversely impacted by these events, which are also life-safety issues. **CBS therefore requests DOTPF to initiate the preliminary investigation, design and construction for a comprehensive slope stabilization project along the entire slide-prone hillside as a long-term solution to this continuing problem. The investigation should include topographic surveys, geotechnical investigations, and analysis and design, as well as a proposed solution including a budget and funding sources.**

CBS SMALL CAPITAL PROJECTS

	<u>Funding Request</u>
- Crescent Harbor Small Parking Lots Reconfiguration	\$375,000
- Kettleson Memorial Library - Replace Carpet and Vinyl	90,000
- Skateboard Park completion funding	150,000
- Moller Park Upgrade - Concession stand rebuild \$30,000; score booth reconstruction \$35,000; fence replacement \$75,000	110,000
- Centennial Hall underground storage tank replacement	70,000
- Senior Center Roof Replacement and Other Exterior Upgrades (accessibility upgrades, painting) - also pursuing other funds	125,000
- Centennial Hall Parking Lot Repaving/New Sidewalk	350,000
- Sitka Street Paving - Sitka's existing street paving is in cascading failure. The majority of the streets of Sitka were paved at about the same time, approximately 20 years ago. The pavement has reached the end of its economic life and needs replacement. Among the largest projects is Edgecumbe Drive and connecting streets. Edgecumbe Drive is the community's bypass to a major section of Halibut Point Road (HPR), the City's main artery to residences. It was used by DOTPF to detour traffic and was the only means of getting in and out of town when two different slide events blocked HPR this fall. The Assembly budgeted \$150,000 for paving in 2005. If the State could fund \$850,000 of this \$1 million or greater project with remainder from CBS, this major project could be completed. The upgrade includes all driveway curb cuts to be ADA compliant, upgrade storm drain system (replace all	



pipng, add basins, etc.) And also evaluate utilities in the area. This project would have value to Sitka considerably beyond just the area around Edgecumbe Drive. CBS will provide at least \$150,000 match for this project.

\$850,000

STATUS OF PENDING CBS CAPITAL IMPROVEMENT PROJECTS

(No State funds requested)

• JAPONSKI ISLAND INFRASTRUCTURE UPGRADE IMPLEMENTATION STATUS

The City and Borough of Sitka and institutions on Japonski Island completed the Japonski Island Master Plan in 2003. CBS and the State have been implementing the upgrades of the island's roads and utilities for the benefit of all institutions and to relieve the State of future maintenance burdens. The City and Borough of Sitka has committed to take over ownership and maintenance of these roads and utilities once they are upgraded.

The Department of Transportation and Public Facilities is now constructing the Tongass/Seward STIP Project (originally scheduled for construction in FY'03). These streets, currently owned by the State Department of Education, will be taken over by the City when the project is completed in 2006. Tongass Avenue is the only road to Mt. Edgecumbe Hospital and other SEARHC facilities, and the pot-holed road is causing harm to ambulances and to patients in transport to the Hospital. The Tongass/Seward Project is the #1 ranked project in the Japonski Island Master Plan.

The DOTPF Airport Road Realignment, which will also provide space on the Airport for lease lots, and Campus Access Road Upgrade, to provide upgraded infrastructure and access to University of Alaska and Mt. Edgecumbe High School, and the Channel Waterline Project are also moving forward.

The City is continuing its efforts to secure the additional federal funding to permit completion of the remainder of the Japonski Island Infrastructure Project totaling \$7.4M.

• SITKA AIRPORT INFRASTRUCTURE UPGRADES STATUS

The State of Alaska owns and manages Sitka's Airport. The City and Borough of Sitka (CBS) owns and manages the Terminal Building. The State and CBS have a Co-Sponsorship Agreement for management of the Airport. The Alaska Department of Transportation and Public Facilities (DOTPF) has completed some Sitka Airport lease lot and other upgrades, but major projects, including the Airport Runway-Runout Extension and Parallel Taxiway Construction, cannot proceed until completion of the FAA's Environmental Impact Statement process which is now underway.



These major airport improvement projects are critically important and must remain on track. Sitka Airport has great needs for expansion, and the airport is severely constrained by the limited facilities.

The Department of Transportation has completed its revision to the Sitka Airport Master Plan to update the status of the Sitka Airport Terminal. This facility is seriously substandard to meet current and future needs for security, freight, tenant spaces, and both aircraft and traveler parking. FAA has committed \$1 million, and the Alaska Congressional Delegation has provided \$325,000, for the Sitka Airport Terminal Facility Design. The City and Borough of Sitka is now evaluating how to fund the ineligible expenses anticipated in the total terminal upgrade, which is projected to cost between \$15 million (for upgrade of existing terminal) and \$23 million (for new terminal).

Sitka appreciates DOTPF keeping the Sitka Airport operational 24 hours per day. This permits Sitka to serve as a designated alternate airport for the region and provide services to both passenger and freighter flights day and night. This full-time Airport service is extremely important to Sitka's economy as Alaska Marine Highway service continues to decline.

STATUS OF PENDING CBS CAPITAL IMPROVEMENT PROJECTS

- **SITKA SEAPLANE BASE RELOCATION AND UPGRADE STATUS REPORT**

Sitka's Municipal Seaplane Float was constructed in 1977, has had no major maintenance, is seriously substandard, and needs to be moved and replaced. There are not enough spaces for general aviation aircraft and NO spaces for either commercial or transient aircraft. There are serious safety problems for both aircraft and watercraft because of the poor location of the facility.

The Municipality completed a Sitka Seaplane Base Master Plan and is in line for a \$300,000 Federal Aviation Administration Airport Improvement Program grant to fund Preliminary Design, including an Environmental Assessment, of a new facility. CBS has completed its Disadvantaged Business Enterprise (DBE) program, which has been approved by FAA, and is ready for design/EA.

The new Sitka Seaplane Base will have significant impacts on Sitka's ability to provide water-based air services. There are considerable unmet needs for commercial carrier services, airplane stalls, hangar space, maintenance services, fuel services, and other water-based air services that should make Sitka's proposal a high priority for funding.



Until a new location and facilities are available, both seaplane users and the FAA are very concerned that lack of facilities and bird hazards created by the close proximity of seaplanes and seafood processors could cause a serious accident.

The State's support for the Sitka Seaplane Base project is needed to obtain Federal funding and secure use of State tidelands for the new facility.

- **INDIAN RIVER ROAD UPGRADE FUNDING ACHIEVED**

Indian River Road is an unpaved, unstriped, dusty road serving increasing numbers of vehicle, pedestrians, bicycle and wheelchair traffic as more subdivisions are constructed in this large residential area. In response to the City and Borough of Sitka, Sitka Tribe of Alaska, and Baranof Island Housing Authority and Sitka citizens requests for help to improve the safety of this sub-standard road, the Alaska Congressional Delegation have provided \$2.5 million in federal earmarks to support the paving and upgrading of Indian River Road. This is a high priority for Sitka that was requested in the STIP for many years. **Sitka is thankful for the \$280,000 in discretionary funds through the 2005 Alaska Legislature, which will supplement the \$2.5 million federal funding (with special thanks to Congressman Young). The City and Borough of Sitka has committed to provide "advanced funding", and DOTPF will administer the project, with completion in 2007.**

STATUS OF PENDING CBS CAPITAL IMPROVEMENT PROJECTS

- **SITKA REGIONAL JUSTICE CENTER CONCEPT REPORT**

Sitka Tribe of Alaska, CBS and other stakeholders are collaborating on the concept of developing a Regional Justice Center to co-locate a broad range of justice-related services. The concept is to meet the unique needs of Alaska Natives and the general population of the Sitka region. In FY'05, the Municipal Police Department, Sitka Tribe of Alaska, and other judicial and family service providers applied for a Department of Justice "President's Family Justice Center Initiative" grant to begin planning a new Sitka Justice Center. Its goal is to improve access to victims or families, or "one-stop shopping centers" for a broad range of justice-related services. Sitka was awarded one of only 15 grants nationwide and is now developing a concept plan for the new facility.



Stakeholders in this effort include Sitka Police Department, Sitka Tribe of Alaska, Sitkans Against Family Violence Shelter, Assistant District Attorney's Office, Office of Children's Services, Sitka Counseling and Prevention Services, Office of Public Health, Alaska Network on Domestic Violence and Sexual Assault, Department of Corrections/Division of Probation and Parole and Division of Juvenile Justice. These integrated services would provide dependable and comprehensive protection and services for the victims of domestic violence and their families. Funding of \$1.8 M is needed to complete the design phase of the Regional Justice Center facility and determine how to cost effectively construct and maintain the facility. It is hoped the costs of construction could be offset from the lease fees and other revenue streams.

SITKA COMMUNITY LEGISLATIVE REQUESTS

The City and Borough of Sitka supports the following independent requests to the Alaska State Legislature from Sitka agencies and organizations:

- Baranof Squadron Civil Air Patrol - Replacement/Upgrade of Operations and Hanger Facility at Sitka Airport \$ 438,900
- Sitka Maritime Heritage Society - Japonski Island Marine Ways Building Rehabilitation 200,000
- Sitka State Parks Advisory Board — Phase II of Starrigavan Boat Launch Rehabilitation 1,808,814
- Sitka Trail Works - Matching funds for World War II Causeway and Multi-Use Trail Projects Federal Appropriation \$ 90,000



List of Selected Plans Prepared for the City and Borough of Sitka

Primary Plans

City & Borough of Sitka Fiscal Year 2006 Consolidated Operating Budget	June 2005	City and Borough of Sitka
1999 Comprehensive Plan, Goals and Policies with Map of Land Use Recommendations	March 1999	
Sitka Legislative Priorities, Fiscal Year 2006	March 2005	
Revised Sitka District Coastal Management Program Public Use Management Plan	June 1993	
Revised Sitka District Coastal Management Program	May 1989	
Emergency Operations Plan, City and Borough of Sitka	2002	City and Borough of Sitka

Major Plans

Sitka Coastal Management Plan Revised Public Hearing Draft	March 2005	LaRoche+Associates
Indian River Corridor and Watershed Final Master Plan	October 2004	Summit Consulting Services
Japonski Island Infrastructure Master Plan, Final	April 2003	



Sitka Non-Motorized Transportation Plan	September 2002	
(Draft) Sitka Trail Plan		Sitka Trail Works, Inc.,
Sawmill Cove Master Plan Document Compilation		Reid Middleton
Sawmill Cove Industrial Park Waterfront Development Plan	April 2002	Peratrovich, Nottingham and Drage, Inc.
<u>Plans and Strategies</u>		
Granite Creek Master Plan	March 2004	
Granite Creek Waste Area Development/Management Plan	May 1989	R&M Engineering
Long Term Waste Management Strategies for Sitka: A Consensus Through Community Collaboration	August 2001	Sitka Municipal Waste Collaboration Subcommittee, LRP and EDC
Stormwater Control Strategy and Action Plan for the Swan Lake Watershed	June 2002	Redburn Environmental & Regulatory Services
Swan Lake Watershed Recovery Strategy, Phase 2: Eutrophication Report and Action Plan	June 2000	Redburn Environmental & Regulatory Services
High-Level GIS Strategic Plan for the City and Borough of Sitka, Alaska	March 2002	Marshall and Associates, Inc.
Combined Sitka Sports Complex, Millerville Site		USKH, Inc.
Sitka Indian Village Redevelopment Plan	1970	
City & Borough of Sitka Land Management Program	February 1996	
Sitka Seaplane Base Master Plan	August 2002	HDR Alaska, Inc.



Plans by other Agencies

Southeast Alaska Transportation Plan	August 2004	Alaska Department of Transportation & Public Facilities
Southeast Alaska Transportation Plan, Draft Update for Public Review	January 2004	Alaska Department of Transportation & Public Facilities
2004 - 2006 Statewide Transportation Improvement Program	November 2003	Alaska Department of Transportation & Public Facilities
Environmental Appendix to Sitka Rocky Gutierrez Airport Master Plan	May 2002	USKH, Inc.
Gateway Community Plan		National Park Service
Northern Southeast Area Plan	October 2002	Alaska Dept. of Natural Resources

The Plan Review and Adoption Process

The Plan goes through a series of well publicized reviews at the Planning Commission and Assembly level. As discussed previously, a wide range of organizations and agencies participate in this process.

Pursuant to the City and Borough of Sitka Home Rule Charter, the Plan is approved by Assembly resolution.

Future Plan Enhancements

It is the intent of the City and Borough of Sitka to further enhance plan in coming years.

One of those enhancements will be the development of a recommended land use map that includes the outlying areas in the borough. The municipality is continually upgrading its mapping capabilities and those improvements will facilitate a community effort to examine those outlying areas in their entirety.

In the interim, the municipality trusts that the current document contributes, in a small way, to the discussion of important local issues.

