



# CITY AND BOROUGH OF SITKA

## Meeting Agenda

### Planning Commission

*Chris Spivey, Chair*  
*Darrell Windsor, Vice Chair*  
*Randy Hughey*  
*Richard Parmelee*  
*Taylor Colvin*

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Tuesday, August 1, 2017

7:00 PM

Harrigan Centennial Hall

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I. CALL TO ORDER AND ROLL CALL

II. CONSIDERATION OF THE AGENDA

III. CONSIDERATION OF THE MINUTES

A [PM-28](#) Approval of the July 18, 2017 meeting minutes.

Attachments: [7.18.17 draft](#)

IV. PERSONS TO BE HEARD

*(Public participation on any item off the agenda. All public testimony is not to exceed 3 minutes for any individual, unless the Chair imposes other time constraints at the beginning of the agenda item.)*

V. PLANNING DIRECTOR'S REPORT

B [MISC 17-23](#) Director's Report - August 1, 2017.

VI. REPORTS

C [16-00](#) Planning Regulations and Procedures.

Attachments: [Planning Regulations and Procedures 4.4.17](#)

VII. THE EVENING BUSINESS

D [MISC 17-24](#) Comprehensive Plan: Borough Facilities and Services Chapter, Future Growth Maps.

Attachments: [Agenda - 08.01.2017 Sitka 2030 Comprehensive Plan Planning Commission Meeting](#)  
[July 25 draft Borough Facilities and Services chapter](#)  
[July 28 draft Future Growth section of Land Use chapter](#)

**VIII. ADJOURNMENT**

*NOTE: More information on these agenda items can be found at <https://sitka.legistar.com/Calendar.aspx> or by contacting the Planning Office at 100 Lincoln Street. Individuals having concerns or comments on any item are encouraged to provide written comments to the Planning Office or make comments at the Planning Commission meeting. Written comments may be dropped off at the Planning Office in City Hall, emailed to [planning@cityofsitka.org](mailto:planning@cityofsitka.org), or faxed to (907) 747-6138. Those with questions may call (907) 747-1814.*

*Publish: July 24 and 26*



# CITY AND BOROUGH OF SITKA

## Legislation Details

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**File #:** PM-28      **Version:** 1      **Name:**  
**Type:** Planning Minutes      **Status:** AGENDA READY  
**File created:** 7/18/2017      **In control:** Planning Commission  
**On agenda:** 8/1/2017      **Final action:**  
**Title:** Approval of the July 18, 2017 meeting minutes.  
**Sponsors:**  
**Indexes:**  
**Code sections:**  
**Attachments:** [7.18.17 draft](#)

Date	Ver.	Action By	Action	Result
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# CITY AND BOROUGH OF SITKA

## Minutes - Draft

### Planning Commission

*Chris Spivey, Chair*  
*Darrell Windsor, Vice Chair*  
*Randy Hughey*  
*Richard Parmelee*  
*Taylor Colvin*

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Tuesday, July 18, 2017

7:00 PM

Harrigan Centennial Hall

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#### I. CALL TO ORDER AND ROLL CALL

Chair Spivey called the meeting to order at 7:04 PM.

Present: Chris Spivey, Darrell Windsor, Richard Parmelee, Randy Hughey (arrived 7:24 PM), Michael Scarcelli (Planning and Community Development Department Director), Samantha Pierson (Planner I)  
Absent: Taylor Colvin (excused), Kevin Knox - Assembly Liaison (excused)

#### II. CONSIDERATION OF THE AGENDA

#### III. CONSIDERATION OF THE MINUTES

- A [PM-27](#) Approval of the June 20, 2017 meeting minutes.

Windsor/Parmelee moved to **APPROVE** the June 20, 2017 minutes. Motion **PASSED 3-0.**

#### IV. PERSONS TO BE HEARD

#### V. PLANNING DIRECTOR'S REPORT

- B [MISC 17-21](#) Director's Report - July 18

Scarcelli stated that the SEDA June Trends Newsletter was attached to the packet. Scarcelli shared a passage from the July 2017 Alaska Economic Trends Newsletter highlighting the close relationship between the provision of basic services and healthy economies. Scarcelli stated that "adequate" and "bare minimum" facilities will not keep people in Sitka. Economic development is not just about cutting the budget.

#### VI. REPORTS

- C [16-00](#) Planning Regulations and Procedures.

**VII. THE EVENING BUSINESS****D**     [LM 17-03](#)

Public hearing and consideration of a tideland lease renewal request for 5309 Halibut Point Road. The property is also known as ATS 1571. The request is filed by Samson Tug and Barge. The owner of record is the City and Borough of Sitka.

Scarcelli stated that the Planning Commission has important insight to provide into land use decisions. Scarcelli reviewed Samson Tug and Barge's request for tideland lease renewal. The final decision will be made by the Assembly. Scarcelli recommends that the Planning Commission recommend approval of the lease request subject to including the conditional use permit conditions of approval in the lease. Scarcelli stated that the current annual payment is \$11,144, and the new annual payment would be approximately \$25,000. As the lease expires in August, a month-to-month lease may be necessary until a long-term lease can be drafted to the agreement of both parties. Staff are in support of the lease renewal with a 55-year lease term. Spivey asked if the commission could make a recommendation to vary from the 4.5% lease calculation, and Scarcelli stated no because it is prescribed in code. Spivey stated concern that the lease amount would approximately double. Scarcelli stated that the original lease was to be adjusted every 5 years based on the land and improvements and later that requirement was amended; however, the lease payment has historically been only based on the land value and the existing lease payment was probably below what the lease required. Windsor stated that now is the time to clean this up.

Roslyn McKinnon, CFO of Samson Tug and Barge and Markos Scherr represented the item. Scherr stated that Samson does not object to the valuation or 4.5% lease rate. Scherr stated that Samson is amenable to a monthly lease but would like to get a long-term lease executed as soon as possible. Scarcelli asked if the monthly lease would impact their security interests. Scherr stated that a long-term lease to be executed in one to six months would not impact the applicant. Scarcelli noted DEC regulations for fuel storage tanks.

No public comment.

**Windsor/Parmelee moved to RECOMMEND approval of the lease renewal including a month to month and long-term lease request for 5309 Halibut Point Road subject to the condition that the conditions of approval for the bulk fuel facility conditional use permit are included in the lease. The property is also known as ATS 1571. The request is filed by Samson Tug and Barge. The owner of record is the City and Borough of Sitka. Motion PASSED 4-0.**

**E**     [MISC 17-16](#)

Discussion and direction regarding amendments to public notice requirements and Sitka General Code 22.30.

Scarcelli stated that staff took Planning Commission direction to review public notice code, but found that entire code chapters 22.30 and 21.52 were implicated. Scarcelli noted that more work is needed by Planning and Legal staff. Scarcelli outlined proposed amendments, including providing appeal information on public notice and providing notice to renters. Scarcelli stated that applicants would be responsible for providing notice to renters of nearby properties. Scarcelli would like to do a holistic review of public notice code if the commission directs him to do so. Hughey asked about the grant received for code audit assistance. Scarcelli stated that Smart Growth America advisors have been reviewing code and the Comprehensive Plan, and will be coming to Sitka in September. Scarcelli stated that SGA will likely address topics other than public notice. Scarcelli recommended that the commission move to direct staff to continue work on public notice amendments.

No public comment.

Spivey stated that he liked the proposal. Windsor stated that he appreciated Scarcelli listening to commissioner concerns.

**Windsor/Parmelee moved to find that the proposal does not negatively impact the public health safety or welfare, but better notifies the public of pending action in a public meeting. Motion PASSED 4-0.**

**Hughey/Parmelee moved to direct planning and legal staff to draft proposed code amendments regarding Chapter 22.30 (Zoning Code Administration) and Chapter 21.52 (Subdivision Administration), for all implicated topics that may include but are not limited to notice, mailings, on-site postings, notices to renters/tenants, review and approval process, appeals, findings, authority of bodies, application, and amendments. Motion PASSED 4-0.**

**F**      [MISC 17-12](#)

Discussion and direction regarding development standards, setbacks, and required yards in Sitka General Code Title 22.

Scarcelli stated that staff time for variances is subsidized by the community, and staff time is better spent working on community development and long-range planning. Scarcelli shared a story of having to tell a citizen that he couldn't construct a garden hoop house because of height restrictions in setbacks. Scarcelli stated that people who follow the rules are told no, but those who don't ask just move forward with their projects. Scarcelli stated that there have been 178 different variances granted since 2010. Scarcelli shared an image of the Etolin Street neighborhood, where approximately half of the properties are marked as not meeting lot square footage requirements, and that if width, structures, and setbacks are included, even more lots are non-conforming. Scarcelli spoke about formulaic development standards that could address each lot on a case-by-case basis. Scarcelli recommended moving away from variances. Hughey stated that while the Etolin Street neighborhood is dense, it is homey. Windsor suggested

creating a high-density R-1 zone and a low-density R-1 zone.

Scarcelli suggested that further discussion and study needs to occur, as the R-1 lots downtown are different than R-1 lots in other areas.

Scarcelli asked commissioners to identify low-hanging fruit code amendments. Scarcelli discussed such ideas as exempting stairs and greenhouses in setbacks, easing accessory dwelling unit regulations, and clarifying development standards for communication and utility standards. Scarcelli discussed including an administrative lot merger plat process in Title 21. Scarcelli read the code requirements for ADUs and shared his recommended amendments. Hughey stated the concern for RVs used as ADUs, and Scarcelli outlined code stating that RVs are not allowed as ADUs. Spivey stated that the original thought was that ADUs would be located above garages. Scarcelli stated that great design standards were determined for float homes, but none have been built. Scarcelli stated that side entrances may cause more noise for neighbors. Windsor stated that the conditional use permit process allows for case-by-case approval. Scarcelli stated that it would be easier for people to not have to go through a political body. Scarcelli stated that a duplex does not have to go through the conditional use permit process, but it results in the same number of dwellings as a single-family home with an ADU. Scarcelli stated that he would like to speak with developers regarding raising the 800 square foot maximum. Spivey stated that the reason for the small size is so that the ADU is truly an accessory structure. Scarcelli stated that he understands that rationale, although a duplex is not limited to 800 square feet per unit. Scarcelli stated that conditions of approval have to be enforceable by the department, but ADU parking requirements cannot be enforced.

Parmelee asked about increasing building lot coverage requirements if maximum lot sizes are required, and Scarcelli stated that is possible. Hughey asked about the reasoning behind the building lot coverage. Spivey replied that a property owner could build an ostentatious house that is twice the size of adjacent houses. Scarcelli stated that lot coverage requirements are also intended to limit impervious structures in regard to drainage. Scarcelli discussed a psychology study regarding rats in dense environments and resulting violence.

Windsor asked if the commission should move forward with edits since Smart Growth America will be here soon, and Scarcelli stated that these discussions are laying the foundation for Smart Growth America's visit, and the majority of code edits will occur at a later time after more study and community input. Parmelee stated support for simplifying code. Hughey stated support for amending setback requirements and structures in

setbacks. Windsor would like to see discussion on carports. Hughey stated appreciation that staff are working on ways to reduce hassle for the public.

**Hughey/Windsor moved to direct planning and legal staff to draft an ordinance to amend code regarding development standards, setbacks, and required yards where staff first brings some easy code changes in the near future and some more complex code changes after completion of the Comprehensive Plan or Smart Growth America Code audit. Motion PASSED 4-0.**

**BREAK 8:36-8:44**

**G**      [MISC 17-22](#)

Discussion and direction regarding short-term rental and bed and breakfast annual reporting.

Scarcelli stated that short-term rentals and bed and breakfast operations require annual reports. The current report collecting methodology is inefficient. Staff propose moving to a single annual reporting period to sync with sales tax remittance and aid in reporting during the tourism down-season that would benefit owners, operators, Planning staff, Planning Commission, and Finance staff. Parmelee stated support for simplifying processes.

**Hughey/Windsor moved to direct staff to compile and submit to the Planning Commission all short-term rental and bed and breakfast annual reports every March. Motion PASSED 4-0.**

**VIII. EXECUTIVE SESSION**

**H**      [MISC 17-20](#)

Legal matter - McGraw, Diaz, Friske lawsuits

**Windsor/Hughey moved to go into Executive Session with Planner 1, Samantha Pierson, Planning Director, Michael Scarcelli, and Municipal Attorney, Brian Hanson, regarding legal matters affecting the Municipality as a result of the following lawsuits: McGraw v. Sound Development, et al., Case No. 1SI-15-269 CI; Diaz v. Sound Development, et al., Case No. 1SI-16-143 CI; Friske v. Sound Development, et al., Case No. 1SI-16-144 CI; in which the City and Borough of Sitka are co-defendants. Motion PASSED 4-0.**

**Parmelee/Windsor moved to reconvene as the Planning Commission in regular session. Motion PASSED 4-0.**

**IX. ADJOURNMENT**

**Chair Spivey adjourned the meeting at 9:12 PM.**

**ATTEST: \_\_\_\_\_  
Samantha Pierson, Planner I**





# CITY AND BOROUGH OF SITKA

## Legislation Details

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**File #:** MISC 17-23    **Version:** 1    **Name:**  
**Type:** P&Z Miscellaneous    **Status:** AGENDA READY  
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**On agenda:** 8/1/2017    **Final action:**  
**Title:** Director's Report - August 1, 2017.  
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**Indexes:**  
**Code sections:**  
**Attachments:**

Date	Ver.	Action By	Action	Result
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# CITY AND BOROUGH OF SITKA

## Legislation Details

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**File #:** 16-00      **Version:** 1      **Name:**  
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**File created:** 3/22/2016      **In control:** Planning Commission  
**On agenda:** 4/19/2016      **Final action:**  
**Title:** Planning Regulations and Procedures.  
**Sponsors:**  
**Indexes:**  
**Code sections:**  
**Attachments:** [Planning Regulations and Procedures 4.4.17](#)

Date	Ver.	Action By	Action	Result
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## ***Planning Regulations and Procedures***

### **2007 Comprehensive Plan**

Contains goals and policies in ten chapters  
Land use goals and policies are sections 2.4 through 2.8

### **Sitka General Code**

Title 21 consists of Subdivision Regulations (subdivision code)  
Title 22 is the zoning code

### **Creasures of the Subdivision Code**

Boundary Line Adjustments – formal subdivision plat required – approved in house

Minor Subdivision – create up to four lots from one parcel

- Concept plat
- Final plat

Approved by the Planning Commission except PUD or if subd. appealed (then goes to the Assembly)

Major Subdivision – five or more lots from one parcel with roads and utilities built to Municipal standards

Planning Commission Approvals

- Concept plan
- Preliminary plat
- Final plat

Assembly review of final plat

Zero Lot Lines – two units attached to each other with each one on its own lot and the lot line going through the center of connecting wall

- Concept plan
- Preliminary plat
- Final plat

Approved by the Planning Commission unless appealed to the Assembly

Planned Unit Developments

### **Creasures of the Zoning Code**

Zoning ordinance text amendments

Recommendation by the Planning Commission with approval by the Assembly

Zoning ordinance map amendments

Recommendation by the Planning Commission with approval by the Assembly

Variances to allow for reductions of setbacks

Approved by the Planning Commission unless appealed to the Assembly

Administrative approvals for two foot setback reductions

Conditional Use Permits

Approval by the Planning Commission with appeal to the Assembly

Other aspects of the zoning code:

Land use district shown on zoning map

Regulations for each zone such as uses, building height, setbacks, lot size

Sign ordinance

Parking regulations

### **Other Approvals**

Street Vacations – Planning Commission and Assembly review (by ordinance)

Covered by SGC 18.12.015

Tidelands Leases – Covered by Sitka General Code Title 18 – Assembly review only

Land Sales – Covered by SGC Title 18 – Assembly review only

Floodplain Regulations – SGC Title 20

### **Planning Commission:**

Chris Spivey  
Darrell Windsor  
Debra Pohlman  
Randy Hughey  
Richard Parmelee

### **Staff:**

Michael Scarcelli, J.D.  
747-1815  
Samantha Pierson  
747-1814



# CITY AND BOROUGH OF SITKA

## Legislation Details

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**File #:** MISC 17-24    **Version:** 1    **Name:**  
**Type:** P&Z Miscellaneous    **Status:** AGENDA READY  
**File created:** 7/18/2017    **In control:** Planning Commission  
**On agenda:** 8/1/2017    **Final action:**  
**Title:** Comprehensive Plan: Borough Facilities and Services Chapter, Future Growth Maps.  
**Sponsors:**  
**Indexes:**  
**Code sections:**  
**Attachments:** [Agenda - 08.01.2017 Sitka 2030 Comprehensive Plan Planning Commission Meeting](#)  
[July 25 draft Borough Facilities and Services chapter](#)  
[July 28 draft Future Growth section of Land Use chapter](#)

Date	Ver.	Action By	Action	Result
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# Sitka 2030

## COMPREHENSIVE PLAN



### City and Borough of Sitka Planning Commission Meeting Comprehensive Plan

**WHEN: Tuesday, August 1, 2017 - 7:00-9:00 pm**

**WHERE: Harrigan Centennial Hall, Meeting Room 1**

#### *agenda*

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	Call to order
7:00 pm	Sitka 2030 Comprehensive Plan <ul style="list-style-type: none"><li>• What's Happened Since We Last Met</li><li>• Schedule Review &amp; Update</li></ul>
7:10 pm	Review & Discuss Borough Facilities & Services chapter Commissioner Comments
7:50 pm	Break
8:00 pm	Review & Discuss Future Growth Maps & Narrative <ul style="list-style-type: none"><li>• Uses for Future Growth Maps and Narrative</li><li>• Discussion - Priority Development Areas<ul style="list-style-type: none"><li>○ Infill, everywhere</li><li>○ Sheldon Jackson District</li><li>○ Granite Creek - No Name Creek/Mountain area</li><li>○ Indian River</li><li>○ Price Street Area</li><li>○ Katlian District</li></ul></li></ul> Commissioner Comments
8:45 pm	Public Input (also comment cards at rear of room available if you wish to offer a comment but not stay until end of meeting)

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# **Borough Facilities and Services**

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# Borough Facilities and Services

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## GOAL

**Provide desirable community facilities and services in an efficient and cost effective manner that meets the needs of Sitka's residents, businesses, and visitors.**

## 1 Introduction

The City and Borough of Sitka maintains a complex and well-developed suite of infrastructure and services for its citizens and visitors that includes:

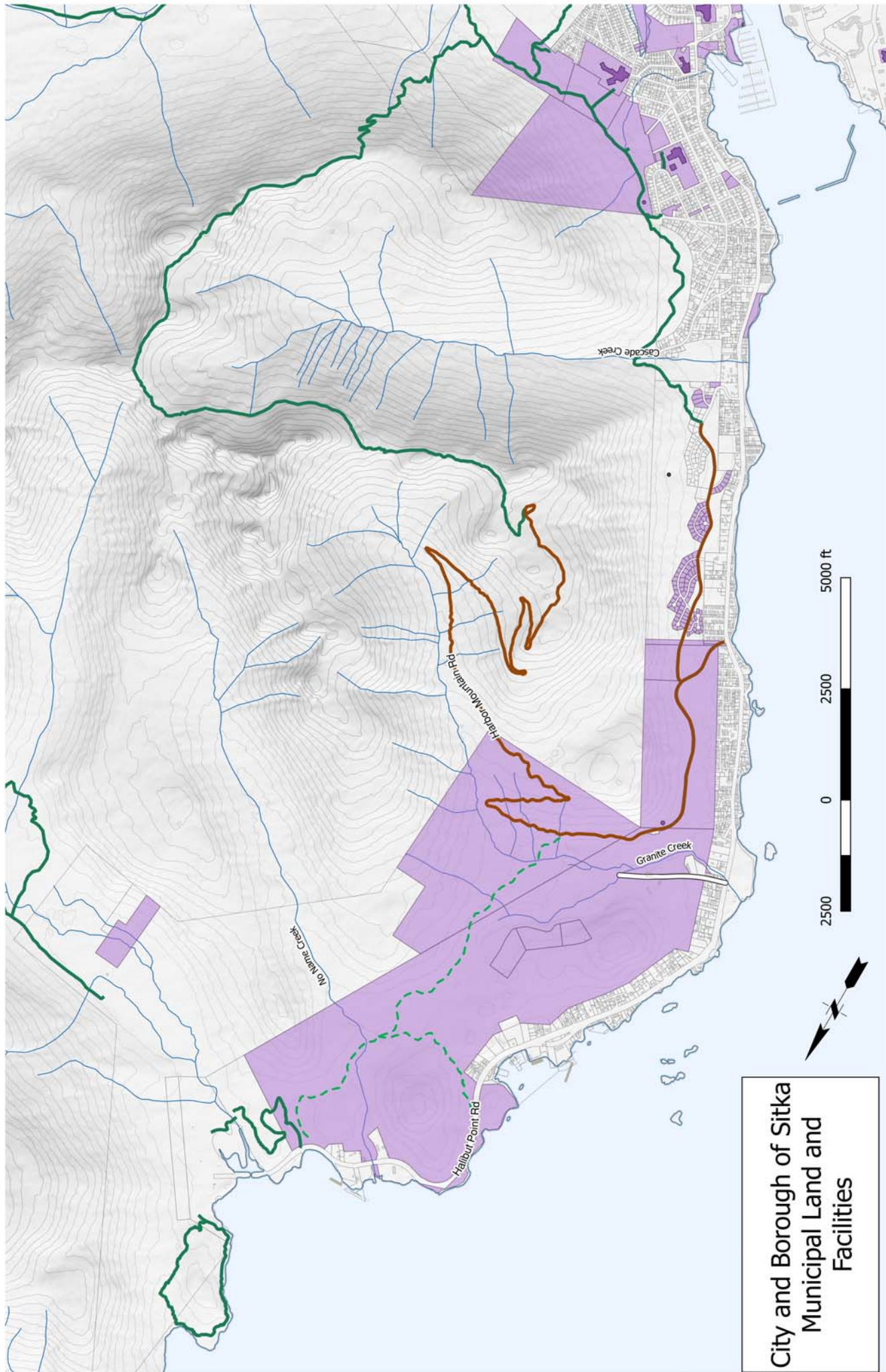
- Drinking water, wastewater, public sewer and stormwater drainage, and electric services and systems
- Oversight of solid waste collection and disposal services
- Roads, sidewalks, and bike lane development, improvement, and maintenance (see transportation chapter)
- Harbor infrastructure and services, a seaplane base, and airport terminal (see transportation chapter)
- Parks, recreation, and trail facilities, services, and programming (see parks and recreation chapter)
- Public safety services (police, fire, emergency medical, search and rescue, animal control)
- Public library and civic and convention center services and facilities
- Building operations and maintenance for a senior center
- An industrial park and marine service center to support economic activity
- Health services through the Sitka Community Hospital
- Education services, through the Sitka School District

City and Borough of Sitka owned land and facilities are shown on Figure 1A and B and the accompanying table. Note that the city's road-sidewalk-bike-transit network, harbors and airport, are depicted and discussed in the transportation chapter. Local, state, and federal revenue pays for these services and facilities. Revenues are allocated in annual budgets for Sitka's General Fund, Enterprise Funds, Special Revenue Funds, Capital Improvement spending, and the Sitka School District and Sitka Community Hospital budgets.

This chapter:

1. Provides an overview of financial trends affecting the City and Borough of Sitka (CBS).
2. Looks at the current status and identifies opportunities and challenges to address over the next 10-15 years for major municipal services and facilities.
3. Identifies goals, objectives, and actions to accomplish over the next 10-15 years to address the opportunities and challenges identified and thus provide for orderly growth and development in Sitka.

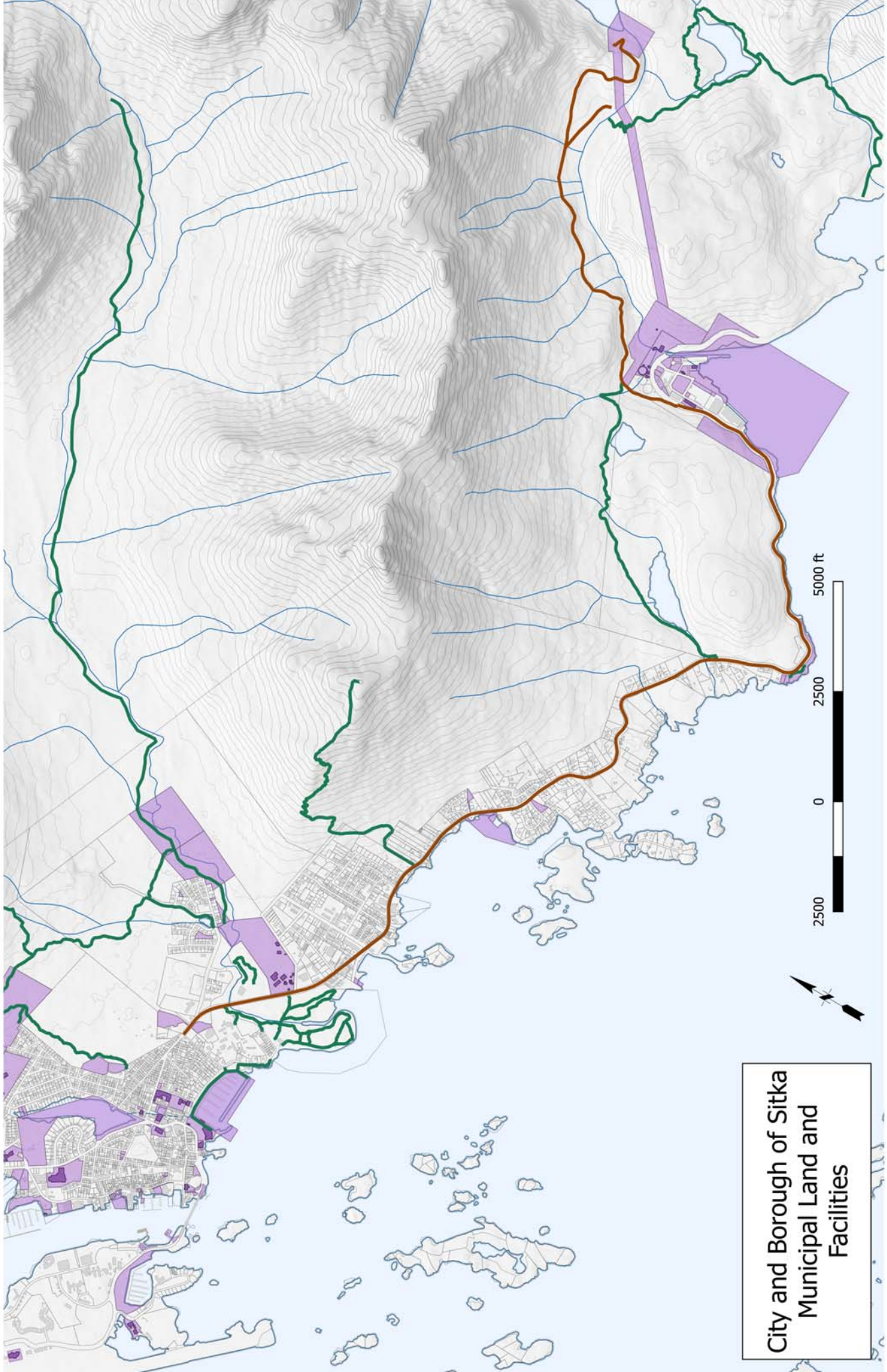




City and Borough of Sitka  
Municipal Land and  
Facilities

2500 0 2500 5000 ft





City and Borough of Sitka  
Municipal Land and  
Facilities

### Index for Figure 1A and B - Municipal Land and Facility Maps

Map # (tbd)	Acreage (unless other as shown)	City and Borough of Sitka Land or Facility
	0.6	Airport Terminal
	0.7	ANB Harbor and parking
	4.0	Baranof Elementary School, playground and field
		Benchlands area city land and lots
	8.1	Blatchley Middle School, field, pool
	0.1	Blockhouse Park
	78.3	Blue Lake Reservoir and Dam, Substation, Hydroelectric Facility, and Campground Hydro
	0.6	Castle Hill parking lot
	0.1	Charteris St. Water Tank
	3.6	City Cemetery
	0.6	City Hall, parking lot
	2.2	City Wastewater Treatment Plant
	1.7	City/State Building, parking lot (home to Sitka Police Station & Jail)
	27.2	Crescent Harbor, parking area
	2.9	Crescent Harbor Playground, Basketball and tennis courts
	10,340 ft	Cross Trail (portion from Sitka High School to Kramer Drive)
	26.3	Eliason & Thomsen Harbors and parking areas, harbormaster office & parking
		Fishermen's Work float
	150	Gary Paxton Industrial Park
	5.9	Granite Creek gravel pit
	7.0	Granite Creek Recreation Area
	Not on map	Green Lake Dam, hydroelectric plant
		Harbor Mountain Bypass Road area
	0.1	Harbor Mt. Water Tank
	4.3	Harrigan Centennial Hall, Sitka History Museum & parking (add acreage)
	2.9 miles	Herring Cove to Beaver Lake Trail (clarify ownership)
	56.8	Indian River
	0.8	Industrial Park electric substation
	4,900 ft	Japonski Island pathway
	1.2	Jarvis electric substation
	5.6	Jarvis Street City Shops
	436 sq ft	Kaisei-Maru interpretative memorial site
	10.9	Keet Gooshi Heen Elementary School, playground, ballfields
	15	Kimsham Recreational Complex
	0.6	Kramer Lane electric substation
	2,677 feet	Lower Indian River Trail (partially owned by city?)
		Marine Service Center, bulkhead
	0.1	Marine Street electric substation

Map # (tbd)	Acreage (unless other as shown)	City and Borough of Sitka Land or Facility
	N/A	Medivje Lake trail
		Medveje electrical substation
	14.9	Moller Park & sports fields
	1.0	Mt Edgumbe sports field
	8,605 ft	Mt Verstovia trail
	0.4	Pacific High School
	1,400 ft	Path of Hope
	3.4	Pioneer Park
	1.7	Sawmill Cove Recycling Center
	0.4	Sealing Cove Business Center
	8.6	Sealing Cove Harbor, RV and other parking
	1.6	Seaplane dock
		Sea Mountain Golf (city land, leased)
	0.1	Sitka Animal Shelter
	3.4	Sitka Community Hospital
	1.4	Sitka Fire Hall
	17.1	Sitka High School, Sitka Performing Arts Center
		Sitka Landfill and Biosolids site
	0.6	Sitka Public Library
	3,500 ft; 1,762 ft more funded	Sitka Seawalk and breakwater spur
	19.7	Sitka Sportsman Assoc Shooting Range (city owned land or facility or not?)
	0.6	Sitka Waste Transfer Station
	22 (incl lake)	Swan Lake Park
	0.2	Swan Lake Senior Center
	1.8 miles	Thimbleberry- Heart Lake trails, fishing dock
	2.0	Tom Young Memorial Cabin
	4.0	Tony Hrebar Shooting Range
	3.0	Turnaround Park
	0.5	Under O'Connell Bridge parking lot, lightering dock
	2.0	Vilandre ballfield
	12.0	Whale Park
	0.1	Whitcomb Heights Tank
<i>Sources: multiple CBS staff, acreage calculations GIS services, CBS Public Works</i>		

## 2 Municipal Budget Overview and Trends

The purpose of this high-level municipal budget review is to provide context.

Available revenue is the backdrop against which the City and Borough of Sitka makes decisions about the community services, maintenance, facilities, and public improvements it provides. Many of the desired improvements, objectives, and actions in this Comprehensive Plan have a cost; in order to make responsible decisions and weigh what to do in an informed manner, it is important to have a general understanding of the borough's fiscal picture.

### 2.1 Statewide and Sitka Budget Context

Over the decade between 2004 and 2014, plentiful oil revenue led to just over a 100% increase in the state operating budget. General fund spending was \$2.1 billion in Fiscal Year (FY) 2004 and \$4.4 billion in FY 2014; inflation increased 30% and population increased 11% during these ten years.<sup>1</sup> Then, in 2014, there was a sharp decline in oil revenue to the state. In response, spending has been reduced and savings are being used.

In FY 2015 the state's general fund spending was \$7 billion. For FY 2017, it was reduced to \$5.4 billion, constituting a 22% (\$1.6 billion) reduction over two years. State capital project spending during this period also declined 82% or \$636 billion.

In addition to budget cuts, beginning in FY 2013 the state began tapping its savings (the Constitutional Budget Reserve or CBR) to make up shortfalls in its annual general fund budget. The FY 2017 state budget required \$3.2 billion from the CBR to balance the budget, leaving only \$3.3 billion, or one year of gap-filling, to remain. In 2016, statewide job reductions, led by declines in oil and gas and support industries, resulted in Alaska officially entering a recession.

- **Lack of State legislative action to enact a long-term fiscal solution has resulted in continued draw-downs of savings, reductions to state operating, capital, and grant funding, and a downgrade of the state's credit ratings (and thus bond rates).**

State operating and capital spending are significant primary sources of funding that stimulate a positive multiplier effect. When Alaska's economy is healthy, new money comes into the economy - including to municipal budgets - from primary sources such as the oil industry, mining, tourism, state spending, and other industries. These expenditures contribute to the success of both municipalities and (via the multiplier effect) to businesses that employ people. In turn, those employees spend in a way that makes other businesses thrive. Conversely when times are tough and state spending and distributions decline, the multiplier effect negatively impacts municipalities and employers.

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<sup>1</sup> Analysis of statewide conditions comes from Alaska Common Ground. <http://akcommonground.org/>



- **Sitka is not alone in feeling the pinch of reduced state operating, grant, and capital spending, as well as statewide recessionary pressures; however, , having company doesn't make it any easier.**

Other factors compounding state funding declines are the region's shrinking population base and declining number of legislators in Southeast Alaska, resulting in difficulty securing allocations for Southeast-oriented infrastructure and services such as the Alaska Marine Highway and other transportation. Recent legislative changes also now allow larger cities to obtain a higher share of the state's Commercial (cruise ship) Passenger Excise Tax.

In addition, significantly less federal capital project spending is coming to Alaska with the elimination of Congressional earmarks, and reduced federal secure rural schools funding and payment-in-lieu-of-taxes funding. US Forest Service dollars to Alaska are also reduced as Lower 48 regions receive more funding to fight wildfires. Many factors have compounded to create the perfect storm that municipalities around the region and Alaska now find themselves in financially.

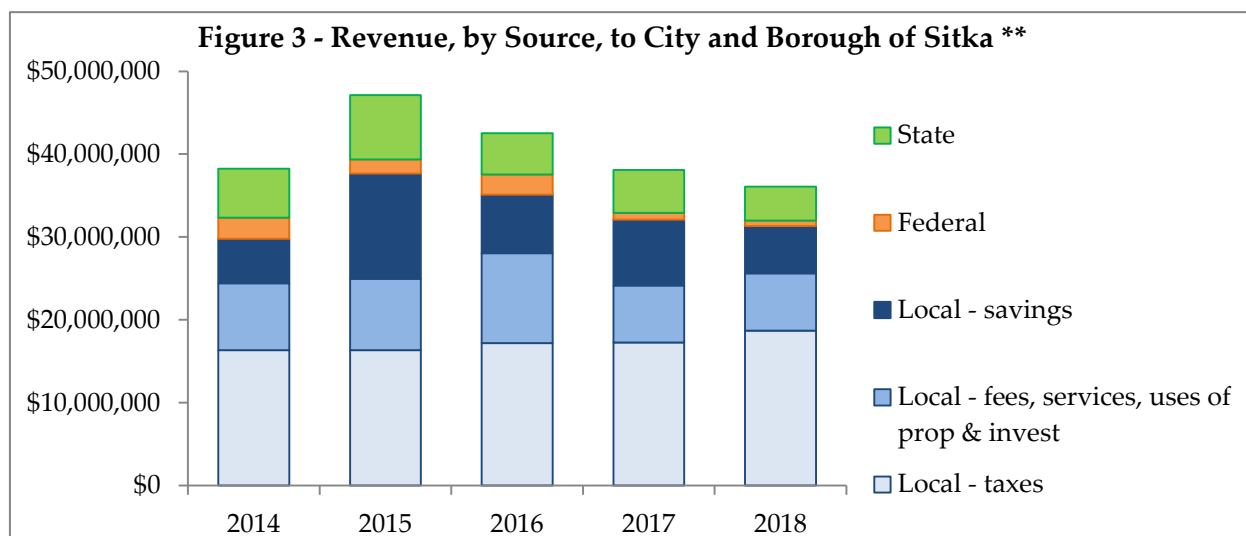
## 2.2 Revenue Sources to City and Borough Sitka

Revenue to run the City and Borough of Sitka (CBS) and provide services and infrastructure maintenance comes from three sources: federal (grants), state (grants or loans), and local (taxes, fees, investment earnings, and bond sale revenue). Combining revenues to CBS funds to look at the big picture, the pinch of reduced federal and state funding is clear (Figures 2 and 3).

- **Over the last five years, combined state and federal funding to Sitka has declined by \$3.7 million; in Fiscal Year (FY) 14 it accounted for 25% of city revenue, in FY 18 it constituted only 13%.**
- Figure 3 depicts the trend of declining state and federal revenue to Sitka. As a result, there is a growing dependence on local revenue sources. While painful, this is part of a movement towards being more self-sufficient and sustainable.

**Figure 2- Sources of Revenue to City and Borough of Sitka\*\***

Revenue Source	FY 14	FY 18 Proposed
Federal	7%	2%
State	15%	11%
Local	78%	87%
<i>of local, percent from taxes</i>	43%	52%

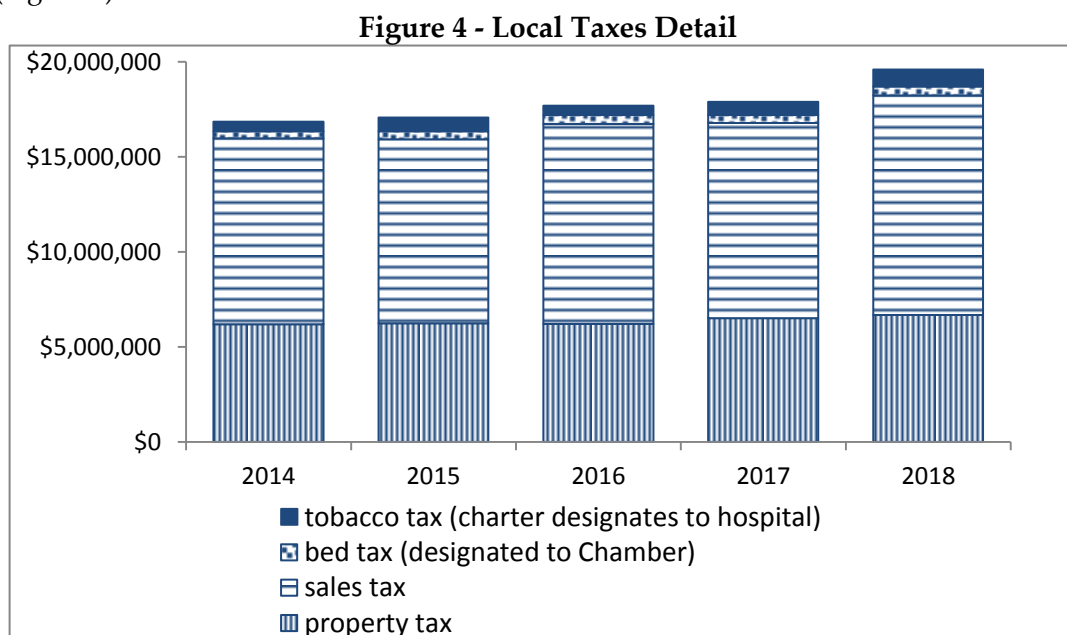


**\*\*** On Figures 2 and 3 - Budget includes revenue to the General Fund, the 3 Internal Service Funds, all Special Revenue Funds, plus the state's fisheries taxes. Enterprise Fund revenues are not included. Local taxes include property, sales, bed, and tobacco (the latter two are dedicated to non-general fund purposes). Source: Sitka draft FY 18 Consolidated Budget.

### Sitka's Local Tax Revenue

Local tax revenues are increasingly important to the municipal budget (Figures 2 and 3). Local tax revenue comes from property, sales, bed, and tobacco taxes.

Local tax revenue collected from property tax has been relatively flat over the last five years, while the contribution from sales tax has been rising. In FY 2018, of the \$18.7 million expected in local tax revenue, 39% is from sales tax, 22% from property tax, 3% from tobacco excise tax, and 2% from bed taxes (Figure 4).



Source: Sitka FY 18 Consolidated Budget

Sitka is one of 20 communities in Southeast Alaska (and one of 122 statewide) that collect some type of local tax revenue (Figure 5). Shown are local tax rates and tax revenue collected in Sitka and in other communities in Southeast Alaska. Taxes collected per-person and per-household are also shown, by dividing the total local taxes collected in 2016 by the population, and by the number of households.

**Figure 5 - 2016 Local Tax Data, Southeast Alaska**

Place	Local Tax Type & Rate			Total Local Taxes Collected	Pop.	No. of Households	Taxes Per Capita	Taxes Per Household
	Property Tax (Mills)*	Sales Tax	Other					
Angoon	-	3%	5% bed	\$28,196	426	115	\$66	\$245
Craig	6.00	5%	-	\$2,154,894	1,180	451	\$1,826	\$4,778
Gustavus	-	3%	4% bed, \$10/fish box	\$435,602	533	261	\$817	\$1,669
Haines	10.47	5.5%	4% bed	\$5,764,251	2,493	1,176	\$2,312	\$4,902
Hoonah	-	6.5%	New for 2017: 6% alcohol, 15% tobacco	\$1,550,134 (sales tax only)	783	329	\$1,980	\$4,712
Hydaburg	-	6%	-	\$43,408	402	109	\$108	\$398
Juneau	10.76	5%	3% bed, 7% alcohol, tobacco-\$3/pack & 45% whlsale	\$98,283,863	33,277	12,114	\$2,954	\$8,113
Kake	-	5%	-	\$172,566	620	194	\$260	\$890
Ketchikan Borough	5.00	2.5%	6% bed	\$16,931,225	13,778**	5,267**	\$1,229	\$3,215
Ketchikan City	11.70	4%	7% bed	\$17,436,751	8,277	3,317	\$2,107	\$5,257
Klawock	-	5.5%	6% bed	\$685,981	820	310	\$837	\$2,213
Pelican	7.00	4%	10% bed	\$101,976	101	34	\$1,010	\$2,999
Petersburg	11.10	6%	4% bed	\$6,253,012	3,199	1,284	\$1,955	\$4,870
Port Alexander	-	4%	6% bed	\$24,716	62	11	\$399	\$2,247
Saxman	5.00	4%	-	\$107,556	413	130	\$260	\$827
Sitka	6.00	5% (oct-mar), 6% (apr-sep)	6% bed, \$10/fish box, tobacco-1.231 mills/cig & 90% whlsale	\$17,210,077	8,929	3,472	\$1,927	\$4,957
Skagway	7.00	3% (oct-mar), 5% (apr-sep)	8% bed	\$9,009,720	1,040	406	\$8,663	\$22,191
Tenakee Springs	-	2%	6% bed	\$17,377	142	75	\$122	\$232
Wrangell	12.75	7%	6% bed	\$4,385,518	2,442	1,127	\$1,796	\$3,891
Yakutat	8.00	5%	8% bed, 8% car rental	\$1,437,279	613	250	\$2,345	\$5,749
Southeast Totals (places with local taxes only)				<b>\$182,034,102</b>	<b>71,253</b>	<b>27,115</b>	<b>\$2,555</b>	<b>\$6,713</b>
Statewide (places with local taxes only)				<b>\$1,735,271,030</b>	<b>737,625</b>		<b>\$2,347</b>	

\* mill rates are those levied in town centers. \*\* Borough population and households includes city

Sources: Tax data - 2016 Alaska Taxable, DCCED; Population - 2015 ADOLWD as published in 2016 Alaska Taxable; Number of Households - US Census ACS 2011-2015 5-Yr Est; Per Capita Taxes-2016 Alaska Taxable; Per Household Taxes- Sheinberg Associates

The data on Figure 5 shows that:

- Property tax rates in Southeast Alaska range from 0 mill to 12.75 mills (1 mill = 0.001 times the assessed value of property); Sitka's rate is 6.00 mills, which is fixed by charter.
- Among places that levy a sales tax in Southeast Alaska, rates range from 2.5% to 7%.
- A bed tax is levied by 15 Southeast Alaska communities.
- The amount of local taxes collected per person (per capita) in Sitka in 2016 was \$1,927. This is less than the statewide average of \$2,347, and less than the Southeast Alaska average of \$2,555. Among the 20 Southeast Alaska communities that levy local taxes, Sitka is the 8<sup>th</sup> highest in per capita taxes collected.
- The amount of local taxes collected per household in Sitka in 2016 was \$4,957. This is less than the Southeast Alaska average of \$6,713 collected per household. Among Southeast's 20 communities that levy local taxes, Sitka ranks 5<sup>th</sup> highest in per household taxes.
- In Southeast Alaska, Skagway, Juneau, and Yakutat collect the most local taxes per capita and per household.

## 2.3 Sitka Municipal Budget

*Note: some of numbers are from draft FY 18 budget, draft Comp Plan will update all to reflect adopted budget.*

### Types of Funds, Current Spending, and Balances

Like most municipalities, Sitka has several types of funds that together make up its annual budget. To understand the financial "big picture," this section looks at all Sitka funds and expenditures together (Figure 6). Sitka's funds include:

The **General Fund**<sup>2</sup> and three **Internal Service Funds**<sup>3</sup> that together provide funding for regular borough services, infrastructure, and maintenance. The General Fund is also used to pay Sitka's General Obligation bond payments, Sitka School District support, and Hospital support. Funding is primarily from local taxes, savings, bond proceeds, and state and federal grants.

**Enterprise Funds** are run like a business or enterprise. Generally annual revenues – from user fees – should equal annual spending. Sitka's eight enterprise funds are: water, wastewater/sewer, solid waste, electric, harbors, Gary Paxton Industrial Park, Marine Service Center, and airport terminal.

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<sup>2</sup> The General Fund pays for day-to-day borough operations, services, and infrastructure. It provides for the salaries and day-to-day costs for the administration and assembly, legal, finance, assessing, planning, police, fire, public works and engineering, streets, stormwater and drainage, recreation, library, centennial building, and senior center. Sitka's bond payments, school support, and hospital support come out of the General Fund. Sitka's three Internal Service Funds provide for services and maintenance that cross department lines and include Management Information Systems, building maintenance, and vehicle maintenance and replacement.

<sup>3</sup> The three Internal Service Funds are: Management Information Services, Central Garage (vehicle maintenance and replacement), and Building Maintenance.



Utility and harbor user fees (as well as state raw fish taxes and airport passenger fees) are the main funding sources.

**Capital Projects** funding is for large maintenance or capital improvements. Funding is from a combination of state and federal grants, state loans, municipal bond sales, other municipal borrowing, and money Sitka has been able to save over the years. Current state and federal spending reductions are causing reduced funding for local Capital Projects. Capital Projects are needed to improve and maintain streets, recreation infrastructure, and buildings (general fund) and to improve and maintain utility infrastructure, harbors, the Marine Service Center, and the airport terminal (enterprise funds).

**Special Revenue Funds** are separate for accounting purposes and money must be used for a specific project. Sitka has 20 Special Revenue Funds. The major one is the Sitka Permanent Fund. Other larger ones are Sitka Community Hospital, the Commercial Passenger Vessel Excise Tax (funding comes from the state), Sitka Economic Development Association, and Tobacco Excise Tax (a local tax). Bulk water is also a Special Revenue Fund.

When all of Sitka's funds are combined, total annual spending over the last four years has decreased from \$149.9 million in FY 2014 to \$73.7 million in FY 2018 (Figure 6).

- However when reviewing this it is important to realize that Capital Project and Special Revenue funding is expected to widely fluctuate.
- This funding increases if a major state or federal grant is received to build or improve a facility or infrastructure, or, if a bond is sold and proceeds obtained. Then, the following year the funds will decline, reflecting the lack of incoming one-time funding.
- For example, Capital Project spending in FY 2015 included \$35 million for the electric enterprise fund's Blue Lake Dam expansion and Special Project spending of \$1.7 million for the Seawalk and \$10.4 million school bond debt service (fund 651). The following year the latter two were absent and electric fund bond spending was down to \$3.5 million.
- The spending that most directly impacts local taxes and accrued local savings each year is General Fund spending Figure 6, rows 1-4), and Capital Projects for the General Fund (Figure 6, row 7). See the next page for more detail.

**Figure 6 - Sitka Municipal Expenditures, All Funds Combined (in \$ Millions)**

		FY 2015	FY 2016	FY 2017	FY 2018	% Change ('15 to '18)
1	<b>General Fund</b>					
2	School Support	\$6.2	\$7.1	\$6.8	\$6.7	8%
3	Hospital Support	\$0.02	\$0.13	\$0.27	\$0.15	878%
4	Admin, Assembly, All depts. + services	<u>\$24.4</u>	<u>\$22.2</u>	<u>\$20.3</u>	<u>\$19.8</u>	<u>-18%</u>
5	<b>TOTAL</b>	<b>\$30.6</b>	<b>\$29.4</b>	<b>\$27.4</b>	<b>\$26.8</b>	<b>-13%</b>
6	<b>Internal Service Funds (all 3)</b>	<b>\$2.7</b>	<b>\$2.9</b>	<b>\$2.6</b>	<b>\$2.9*</b>	<b>6%</b>
7	<b>Enterprise Funds (all 8)</b>	<b>\$26.5</b>	<b>\$28.7</b>	<b>\$29.3</b>	<b>\$29.8*</b>	<b>13%</b>
8	<b>Capital Projects (all)</b>					
9	General Fund	\$1.4	\$3.5	\$1.5	\$1.3	-6%
10	Internal Service Funds	\$0.3	\$1.1	\$0.8	\$0.5	40%
11	Enterprise Funds	\$43.3	\$13.9	\$3.8	\$4.8	-89%
12	Hospital + Other	<u>\$2.3</u>	<u>\$0.2</u>	<u>\$0.4</u>	<u>\$0.0</u>	<u>-100%</u>
13	<b>TOTAL</b>	<b>\$47.3</b>	<b>\$18.7</b>	<b>\$6.5</b>	<b>\$6.6*</b>	<b>-86%</b>
14	<b>Special Revenue Funds (all)</b>					
15	Hospital	\$25.0	\$23.6	\$25.1	\$0	-100%
16	Commercial Passenger Excise Tax	\$1.7	\$0.07	\$0.51	\$0.27	-84%
17	Other	<u>\$15.6</u>	<u>\$6.8</u>	<u>\$7.8</u>	<u>\$7.2</u>	<u>-54%</u>
18	<b>TOTAL</b>	<b>\$42.3</b>	<b>\$30.5</b>	<b>\$33.5</b>	<b>\$7.5*</b>	<b>-82%</b>
19	<b>TOTAL EXPENDITURES</b>	<b>\$149.4</b>	<b>\$110.2</b>	<b>\$99.3</b>	<b>\$73.8*</b>	<b>-51%</b>

Sources: each year's Sitka Consolidated Budget (General Fund totals all from FY 18)

\* must be updated to adopted (vs draft) budget)

## General Fund Spending Trends

As reviewed (Figures 2 and 3), state and federal revenue to Sitka is decreasing. As a result, budget gaps must be filled by a combination of spending cuts, new revenues, and withdrawals from savings. Sitka General Fund expenditures have declined 13% or \$3.9 million since FY 2015 (Figure 6, rows 1-4).

Given declining state and federal support in order to balance the budget spending has been reduced in some areas accompanied by less frequent service, reductions occurred in general fund capital project spending, some new revenue is expected from raising the taxable limit for retail sales from \$3,000 to \$12,000 (effective October 2017), and some funding was used from available (undesignated) fund balances. Significant FY 2018 reductions include a full-time police officer, no temporary employees for capital project management, and reductions to training, supplies, and contracted services. This followed the FY 2017 general fund budget that eliminated 4.5 municipal positions.

## Overview- Fiscal Year (FY) Adopted 2018 General Fund Budget

The FY 2018 General Fund Revenues are \$26.4 million (Figure 7A).

- The vast majority of General Fund revenue - 69% or \$18.2 Million - comes from local sales and property taxes.
  - (Bed tax and tobacco tax go to non-general fund accounts, specifically the Chamber of Commerce and hospital.)
- A total of 5% or \$1.3 Million comes from the state and federal governments.

The FY 2018 General Fund expenditures are \$26.8 million (Figure 7B).

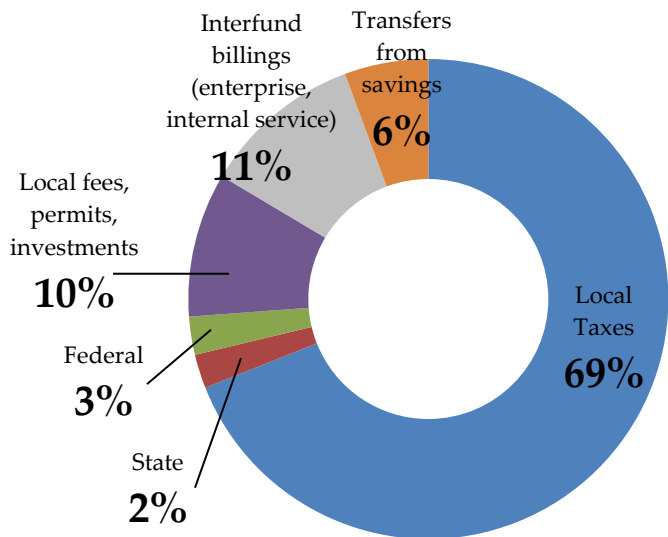
Half of general fund spending is for two purposes (Figure 7):

- Support the Sitka School District accounts for 25% of General Fund spending or \$6.7 Million
- Public safety via police and fire services is 23% or \$6.2 Million

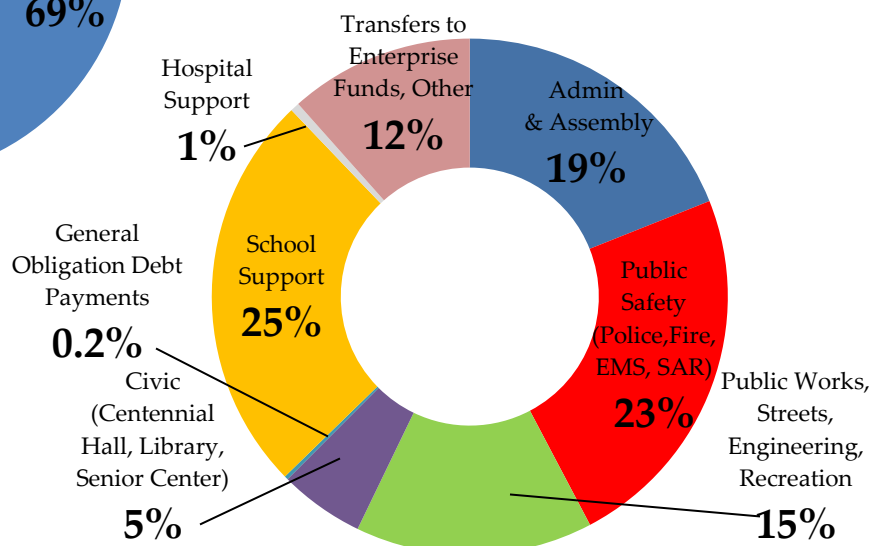
The next largest expenditures are for

- Administration and assembly support AT 19% or \$5.1 Million
- Public works (streets, engineering, and recreation) accounts for 15% or \$4.0 Million

**Figure 7A - FY 2018 General Fund Revenue**














**Figure 7B - FY 2018 General Fund Expenses**



## Available Fund Balances (Savings)

*Note: numbers are from draft FY 18 budget, draft Comp Plan will update to reflect adopted budget.*

**Figure 8 - Available (Undesignated) Fund Balances** (used for Capital Projects & other)  
(numbers in \$1,000's)

Fund	FY 15	FY 16	FY 17 <i>projected</i>	FY 18 <i>proposed</i>	Trend Line
General Fund Capital Projects	\$6,108	\$6,154	\$6,617	\$5,861	
Internal Service Funds (all 3)	\$4,635	\$4,540	\$2,046	\$5,609	
Enterprise Funds					
Electric ( <i>includes unspent bonding proceeds</i> )	\$9,749	\$13,442	\$11,006	\$7,864	
Water	\$0	\$1,634	\$2,358	\$2,455	
Wastewater	\$3,399	\$4,380	\$5,029	\$4,806	
Solid Waste	-\$133	\$229	\$874	\$569	
Harbors	\$4,840	\$5,651	\$7,088	\$7,951	
Airport Terminal	\$407	\$568	\$549	\$903	
Marine Service Center	\$1,485	\$1,639	\$1,844	\$1,975	
Gary Paxton Industrial Park	\$914	\$968	\$831	\$839	
Permanent Fund ( <i>Total Fund Balance Shown</i> )	\$22,568	\$22,995	Pls fill in	Pls fill in	

*Source: Sitka Consolidated FY 18 draft Budget (pro formas)*

Like the state and other Alaskan municipalities, Sitka has recently been tapping its savings as part of the solution to filling annual budget gaps. Fortunately, Sitka has several healthy fund balances (savings), but it has been drawing some down, which is not sustainable (Figure 8). Sitka must continue to either find new revenues or further reduce spending.

## Challenges and Opportunities

### Declining State and Federal Revenue

As mentioned earlier in this chapter, state and federal revenues continue to decline. Several state grant programs to help fund utility improvements have ended and now only state loans are available; in other cases the required municipal match has increased or reduced funding has increased competitiveness for grants. Until an increase in state and federal revenue occurs, which is not anticipated, a trend of reduced frequency of municipal services accompanied by reduced to very modest increases in expenditures, along with steady to increasing local taxes and user fees, is expected to continue in Sitka.

### Capital Project Funding and Predictability

The state's prior wealth and the fair share of funding acquired by Sitka's legislators paid for much of Sitka's road, sidewalk, bike lane, and seawalk system, utility infrastructure, docks and harbors, schools, parks, the hospital, public works and civic facilities, as well as recent capital improvements including the Harrigan Centennial Hall renovation and the Sitka Public Library remodel.

Since about 2010, Sitka has been at a financial crossroad. Sitkans recognize that Sitka is a small town with big town amenities; however, the public infrastructure which citizens have come to expect and enjoy is rapidly aging and deteriorating. Capital Project construction and maintenance of buildings and infrastructure has been primarily funded by state and federal grants, funding sources that are both in decline. Like many places in Alaska that have been dependent on state and federal funding, local taxes, user fees, and available fund balances (savings) are not enough to pay for repair and replacement of infrastructure.

Funding for Capital Project maintenance and improvements sometimes yields to other priorities. Given current shortfalls, a pattern is developing of deferring Capital Project maintenance and improvement funding and delaying projects to the next year's budget. However, this is creating ever-growing future Capital Project shortfalls thereby avoiding the need to address sustainable Capital Project spending, and potentially making things more expensive due to inflation and rising interest rates.

Beginning in about 2008, Sitka began taking a systematic look at the state of its facilities and infrastructure to determine its Capital Project funding needs.

Capital Project funding for the locally owned road network, parks, trails and sport facilities, and municipally owned buildings (see Figures 1A and B) primarily comes from the general fund (or special revenue funds for certain facilities) available fund balances (Figure 8), as well as any state transportation funding, and proceeds from the sale of city and school bonds.

Capital Project funding for Sitka's utilities, the harbors and seaplane float, GPIIP, and the city's Marine Service Center and bulkhead (all enterprise funds), primarily comes from enterprise fund balances (Figure 8), state loans, the occasional state or federal grant, and proceeds from municipal bond sales. While some Capital Project funding will continue to come from state and federal sources, a quick review of estimated Capital Project needs (Figure 9) shows it at \$89 million through FY 2022, and another \$169 million needed in the long term. When compared to available fund balances (Figure 8), a serious sustainability challenge is evident.

**Figure 9 - Estimated Medium and Long Term Capital Project Funding Needs (\$ millions)**

	FY 19	FY 20	FY 21	FY 22	FY 23 to FY 37
<b>General Fund</b>	\$5.57	\$1.97	\$2.64	\$8.63	\$41.07
<b>Internal Service Funds</b> (Building Maint. MIS, Central Gar.)	\$1.67	\$2.77	\$1.18	\$0.87	\$2.60
<b>Enterprise Funds</b>					
Electric	\$5.88	\$0.81	\$0.77	\$1.62	\$3.22
Water	\$5.62	\$0.76	\$1.06	\$1.21	\$19.27
Wastewater	\$0.82	\$0.78	\$1.00	\$1.74	\$14.03
Solid Waste	\$0.05	\$0.00	\$0.05	\$0.00	\$0.00
Harbors	\$3.80	\$25.87	\$7.62	\$3.91	\$88.48
<b>TOTALS**</b>	<b>\$23.41</b>	<b>\$32.95</b>	<b>\$14.31</b>	<b>\$17.98</b>	<b>\$168.66</b>

\*\* Note that Capital Project needs for the Special Revenue Funds like the Hospital, and the School District, are in addition to totals here. Sources: Sitka FY 18 draft Consolidated Budget

Predictability is needed by municipal departments, particularly for general fund and internal service fund Capital Project spending. Planning and budgeting would benefit by establishing a clear amount of Capital Project funding that the municipality will contribute for each of the next five years.

Over the last four-five years Sitka has enacted some significant reductions to its Capital Project spending, which reflects declines in state and federal revenue (Figure 6). However, a multi-year Capital Project spending strategy is needed. This will include matters such as taking a hard look at whether there are any lower cost improvements that can extend the life of some infrastructure and buildings; whether any facilities or infrastructure are no longer needed, are duplicative, and can be sold; whether there are private-public partnerships that could create new maintenance revenue streams; whether a deeper review could delay improvement timelines; community acceptance that that the city can (for example) only accomplish one rather than three major street and sidewalk repairs projects annually; and identifying an appropriate but not excessive amount to retain in fund balances. Another review of privatization options may or may not be appropriate as well.

#### Overview: Infrastructure Maintenance and Capital Project Needs and Funding

Sitka must address aging infrastructure, significantly reduced state and federal Capital Project grants, and a growing community awareness that the community must take care of itself more aggressively than in the past. Accordingly, it has prepared a General Fund infrastructure sinking fund and a 20+ year Capital Projects list to slowly acquire funding to maintain and improves its infrastructure and facilities (for both general fund and enterprise fund needs). In addition, it has prepared a 5-10 year schedule of incremental utility rate increases. All of these measures are designed to spread costs out over time rather than incur unexpected, large, emergency costs to repair catastrophic breaks.

Reduced frequency of snow plowing and street sweeping, doing fewer major street and sidewalk repair projects each year, and finding lower-cost projects that extend infrastructure life rather than complete replacement, are other examples of measured responses to reduced state and federal funding and cautious use of general fund capital project fund balance. Some of these measures, such as reduced snow plowing and street sweeping, are the opposite of what the public has expressed a desire to see during development of this Comprehensive Plan. Considerations of fee increases and service reductions are difficult conversations.

#### Linkage between Municipal Land Sales and Infrastructure Costs

During development of the Sitka 2030 Comprehensive Plan there has been interest in the sale of municipal land on the north end of town, particularly to support housing development. It is important to recognize that land sales beyond the existing road and utility network require new roads, utility main extensions, possibly a new electrical substation and water storage tank, among other needs. Typically these improvements are paid for by Capital Projects (cost borne by all) and by Local Improvement Districts (LID) (cost borne by users). Municipal land sales must therefore carefully consider what the full municipal cost will be. These costs are one reason why the Sitka 2030 Comprehensive Plan emphasizes infill development along the existing utility and road network.

## 3 Borough Utilities

### 3.1 Drinking Water

The City and Borough of Sitka water system has been supplying water to residents of Sitka from the Blue Lake surface water source for over 32 years and some sections of the distribution system piping have been in service for over 50 years. Blue Lake is fed by glacier, snowmelt and rain precipitation and generally has very high quality water. Water quality is monitored daily for turbidity, pH, and temperature.

Drinking water is an Enterprise Fund and as such annual revenues, primarily from user fees, are to cover annual operating costs as well as create savings to pay for improvements that will be needed over time.

There are five major components to the Sitka water system:

1. Blue Lake Water Source and Treatment Plant (located at Sawmill Cove, with a new (2015) \$9 million UltraViolet (UV) disinfection system that meets the Environmental Protection Agency (EPA) Enhanced Surface Water Treatment Rule.
  - Blue Lake is the community's primary water source and is very clean in its natural state. Sitka anticipates some water quality changes as the lake fills to the new dam elevation. With Blue Lake's watershed and high quality water the CBS is not required to filter it prior to disinfection and distribution. Proper disinfection is accomplished by adding a small amount of chlorine to guarantee drinking water is safe from harmful microorganisms. Fluoride is added to increase the natural level of fluoride in drinking water to a level recommended by the Public Health Service and the ADEC. Additional disinfection of Blue Lake's water was required by federal regulations by the fall of 2016. Ultra Violet (UV) light was selected as the best and most cost effective method of providing this additional disinfection. UV disinfection will improve water quality by enhancing disinfection of Cryptosporidium and by providing a second treatment barrier for microbiological contaminants. In May of 2015, the \$9 million UV facility construction was completed and testing of the treatment components began. The UV facility has been operating since then with a few minor adjustments made along the way. Significant state funding was secured for the UV facility.
2. About 48 miles of Water Transmission and Distribution System Piping distributes water to consumers, running from Blue Lake south to power plant and Gary Paxton Industrial Park, and north to the ferry terminal. Over 3,240' of the pipe is asbestos cement pipe that is known to be brittle and susceptible to leaks. About 10,500' of the pipe has been in use for over 40 years; over 79,000' of pipe has been in use between 30 and 40 years.
3. Corrosion Control Facility (CCF). Sodium carbonate (soda ash) is added to the drinking water at the CCF located at 103 Jarvis Street. Soda ash slightly increases the pH and alkalinity of our treated water thereby reducing the leaching of lead and copper from private plumbing systems into your tap water.

4. 2.95 MG of storage capacity in three water storage tanks 0.75 MG (million gallons) at Harbor Mountain Road, 1.2 MG at Charteris Street, and 1.0 MG at Whitcomb Heights Subdivision.
5. Three water pressure booster pumps to serve the higher elevations, located at Wortman Loop, upper Cascade Street, and higher elevations in the Gavin subdivision.

According to both the City and Borough of Sitka 2009 Water Master Plan (Carson Dorn) and current Public Works staff, area-wide water system demand has remained relatively constant for over 10 years and is anticipated to remain stable for the foreseeable future.

## **Challenges and Opportunities**

### Drinking Water Supply and Storage

The recommended water storage for municipalities is one day of average water consumption (approximately 3.5 MG for Sitka) plus the maximum fire flow demand, which for Sitka is 3,500 gpm for 3 hours (0.63 MG), according to the 2009 Water Plan. On this basis Sitka should have 4.1 MG of water storage available for emergencies and is short about 1.15 MG.

The Federal Energy Regulatory Commission (FERC) requires inspection of the Blue Lake penstock every five years. The hydroelectric facility will need to close the penstock for these inspections which would leave the CBS without drinking water once the tanks were drained down. A feasibility study is underway which will identify possible options for a dedicated water supply line from Blue Lake, including costs. The study will also compare costs with developing the Starrigavan well field. Once an option is chosen than the design and construction will get underway. This project is expected to exceed \$5 million.

A secondary domestic drinking water source is needed to protect the community. There is only an 8-hour water storage capability from Blue Lake.

### Water Pressure at Higher Elevations

The minimum water system pressure allowed by state regulation is 20 psi under peak flow conditions. Most of the distribution system maintains pressure in excess of 20 psi even under peak flow conditions. However, low water system pressure (less than 20 psi) can occur at the higher elevations in the Jarvis Street and Lance Drive areas and at high points of Sawmill Creek Road under peak flow conditions. Constructing a water storage reservoir in association with the existing Hillside Pump Station would address low water pressure issues in the higher elevations of the Lance Drive area as well as provide needed emergency water storage to improve water system pressures during peak demands in the Sawmill Creek Road area.

### Aging Water Distribution Pipes

There is an ongoing need to improve, repair and replace Sitka's aging water distribution system pipes to keep water flowing to consumers. In 2016 and 2017, there were a number of emergency repairs due to line breaks. Sitka has prepared a list of short and longer term Capital Project needs.



The goal is to slowly and systematically acquire the funding to maintain and improve this infrastructure. A 5 to 10 year schedule of incremental utility rate increases would spread costs out over time rather than risk large emergency costs to repair catastrophic breaks. Rate increases beyond 10 years will also be needed, as critical infrastructure repairs and replacements will be required over the next decade and beyond.

### Fiscal Plan

To pay for this program of drinking water improvements, a 3% user fee increase is being proposed annually from 2018 through 2020, then 3.7% annually from 2021 to 2026. The proposed annual increases are tied to the capital required to finance needed improvements. It is anticipated that Sitka will secure low-interest Alaska Department of Environmental Conservation (ADEC) loans every year going forward to pay for planned improvements since state grants are no longer available and the water fund does not have a sufficient undesignated fund balance. To obtain these low interest loans, the water fund must generate acceptable levels of cash flow from operations and not become too leveraged as measured by the debt-to-equity ratio.

## **3.2 Sanitary Sewer (Wastewater) Collection and Treatment**

In 2012 Sitka prepared a Sanitary Sewer (wastewater) Master Plan (Dowl HKM) to inventory its wastewater collection and treatment system, look at current and likely future regulations, develop a plan for needed improvements, and assess how to fund those improvements.

There are three major components to the Sitka sanitary sewer (wastewater) collection and treatment system:

1. The Collection System, which collects and treats the sanitary wastewater from nearly 98% of the population consisting of approximately 3,000 residential and commercial customers.
  - It is a combination of gravity and force mains, 41 major lift stations with 19 connected to Supervisory Control and Data Acquisition (SCADA) remote monitoring and control system.
  - The collection system extends nearly 6 miles from the central business district to the north to just past the Alaska Marine Lines Barge Facility, 5.5 miles southeast to Gary Paxton Industrial Park (GPIP), and 2 miles west to the US Coast Guard Air Station. In 2013 completion of the Sawmill Cove lift station allowed connection of GPIP to the system.
  - In total, there are approximately 40 miles of collection system mains of various sizes and materials.
2. The Sitka Wastewater Treatment Facility (WWTF) is located on Japonski Island. It uses a conventional primary treatment process that provides raw sewage comminution, grit removal, and primary clarification prior to discharge to a permitted marine outfall. The treatment system and discharge are monitored under an EPA permit.

- The current permit allows the plant to discharge primary effluent under Section 301(h) of the Clean Water Act that waives secondary treatment requirements for the system.
  - The maximum federally permitted average flow is 1.8 million gallons per day (mgd) on a monthly basis. The average flow to the WWTF is 1.0 to 1.3 mgd, a decrease from 1.8 mgd in the 1980s. The reduction is due to pipe and system upgrades that remove infiltrating rain and surface water entering the system through leaks and improper connections.
  - There is a regular required schedule of continuous, weekly, and monthly discharge testing for 11 different characteristics ranging from temperature to biochemical oxygen demand (BOD), to fecal coliform, to pH and ammonia, to certain toxics. In 2009, the Sitka WWTF discharge was consistently below maximum daily and average monthly permitted levels for everything, except in June there was an exceedance for maximum daily allowed BOD.
  - Section 4.5 of the 2013 Wastewater Plan assesses future residential development and the likely impact on lift stations. The Mt. Edgecumbe Pool project required the upgrade of one lift station. The existing lift stations should be sufficient to carry the increased load from future development in the vicinity of the Whitcomb Heights Subdivision and Indian River.
3. Biosolid Disposal. Gravity thickened primary sludge is mechanically dewatered on a belt filter press. Lime is added after the sludge is pressed. The resulting “biosolid” is a dewatered cake that is transported to a permitted facility for land disposal at Granite Creek.

## Challenges and Opportunities

### New Biosolid Burial Cell Needed

The biosolid burial area is permitted for additional biosolid burial cells, and over time as funding permits it should be expanded to accommodate additional volume. Approximately 20 yards per week of materials is handled. A new cell is needed in the short-term. Assuming funding is available to add more cells, the area can accommodate 15-20 more years of biosolid disposal.

### Ongoing Repair of Aging Wastewater Collection Pipes

The 2013 Wastewater Master Plan (Table 6) lists collection segments in poor condition or at risk of imminent collapse. These pipe segments require significant operations and maintenance time to repair problems. Some repairs have been completed or are underway; those remaining are:

1. Jamestown Drive
1. Wolff Drive
2. Lance Drive
3. Princess Way, Seward Street, and Barracks Street
4. Tlingit Way, Marine, and Seward Streets
5. Observatory, Seward, and American Streets

6. New Archangel Sewer Upgrade<sup>5</sup>
7. Kimsham, Tilson, and Peterson Streets
8. Old Harbor Mountain Road
9. Viking Way and Valhalla Drive

In 2011, the CBS set up equipment to hypochlorinate sewage flows entering the Thomsen Harbor Lift Station located upstream of the sewage treatment plant to provide additional control of effluent Fecal Colliform (FC) concentrations.. This action helps to lower fecal counts as well as reduce odors and is only done during the drier months of the year, typically May to September. With disinfection in place, the FC concentrations in the effluent will be reduced, thereby controlling these concentrations in the receiving water.

#### Wastewater Treatment Plant Facility Upgrades

The CBS Wastewater Treatment Plant on Japonski Island needs replacement of the HVAC system and the replacement or upgrade to the building envelope in order to extend its useful life and push-out the need for a new facility.

#### Fiscal Plan

Wastewater collection and treatment is an Enterprise Fund and as such annual revenues, primarily from user fees, are to cover annual operating costs as well as create savings to pay for improvements that will be needed over time.

To pay for system repairs and improvements a 4.5% user fee increase is proposed annually for 2018 and 2019; an increase of 6% in 2020; 2.9% in 2021; 3.5% in 2022; 4.3% in 2023 and 2024, then 2.8% annually thereafter. As with other Enterprise Funds, the proposed annual increases are directly tied to the capital required to finance the long-term infrastructure plan. Similar to the Water Fund, the Wastewater Fund long-term capital infrastructure plan expects to use low-interest ADEC loans every year going forward as the source of funding to pay for planned improvements. To obtain these low interest loans, the wastewater fund must generate acceptable levels of cash flow from operations and not become too leveraged as measured by the debt-to-equity ratio.

### **3.3 Sewer, Stormwater, and Drainage**

Stormwater is the excess surface flow from rain and snowmelt that does not infiltrate soil. Stormwater management is one of the duties of the Sitka Public Works Departments Engineering and Building Divisions. Improvements typically occur as part of street projects and are funded by the General Fund, General Fund Capital Projects, and at times state or federal grants or loans. Public Works has a regular program to clean out ditches and stormwater intake structures, getting to all places approximately once every two years. Since stormwater management is not an enterprise fund, there are no user fees associated with providing this service beyond regular general taxation.

The June 2013 City and Borough of Sitka Stormwater Management Plan (Tetra Tech) evaluated local hydrology, delineated drainage basins, inventoried the drainage management system, identified some problem areas to address, recommended stormwater management best practices, and developed recommendations for 5-10 years of system improvements. Much of the analysis and recommendations in this section come from this plan. The opening paragraph of the stormwater plan explains well the nature of and issues associated with stormwater management.

“Sensible regulation and guidance in the development of stormwater infrastructure will result in conveyance systems that provide a greater level for service and a longer service life with lower maintenance costs. Flooding and erosion caused by poorly designed infrastructure can damage structures and threaten human safety. Conditions are potentially hazardous in Sitka, Alaska, due to steep slopes, unstable soils, poorly infiltrating soils, and freezing weather. Surface runoff can transport eroded sediment and pollutants from the built environment that can be harmful to human health and the greater environment. As the effects of stormwater pollution are more widely recognized, regulation of stormwater quality by state and federal agencies has increased. Municipalities that are proactive in addressing stormwater pollution will improve local water quality conditions and may face less regulation and associated expenses.”

Clear standards prevent poorly designed and constructed infrastructure, and include recommended measures and Best Management Practices (BMPs) to control erosion and sedimentation during and after construction. The aim of a good stormwater ordinance and program is to provide property owners with the guidance to properly, safely, and efficiently design and construct drainage projects. Sitka has a storm drainage code (SGC 15.07) and stormwater hydraulic design standards were adopted when SGC 15.07 was approved.

### Opportunities and Challenges

Develop a simple 1-2 page handout for both developers and internal use on when a drainage plan is required and what elements it should include in order to ensure consistent and efficient review of project development permits and construction documents. Include information for both small and large development projects. List Best Management Practices on the handout.

**NOTE: Planning and Public Works Departments and the Building Official are reviewing this and following two paragraphs to ensure accuracy.** Review of proposed stormwater drainage and hydraulic design during development in Sitka occurs either when a grading permit is submitted and reviewed by the Building Department or when Public Works and the Planning Department review larger development projects. For grading permits, an accompanying plot plan must show “any changes to the natural drainage pattern and measures such as ditches or culverts which will be used to control drainage.”

Erosion and sediment control is encouraged for single-family house construction and larger disturbance area development projects to the same level and in conjunction with the ADEC Construction General Permit requirements, which applies to development over one acre.

CBS requires a grading permit from the Building Department when an individual lot is being developed by a home or business-owner. This includes projects that alter a site's stormwater drainage, including modification of the existing open channel and pipe drainage network, construction of over 2,000 square feet of new impervious surface, and logging or clearing in excess of 5,000 square feet. Depending on the scale and impact of the proposed project, the Director of Public works can require a detailed drainage plan be developed as part of the permit application. Erosion and sediment control is required for all construction projects. Erosion and sediment control practices can include structural measures, such as silt fences and stockpile covers, and non-structural measures, such as work restrictions during periods of intense rain. An erosion control plan is required as part of the grading permit application for projects with a proposed land disturbance of one acre or more.

Removing pollutants from stormwater can be difficult due to frozen conditions, poorly infiltrating soils, and large volumes of runoff. Some pollutants cause negative health and environmental effects at extremely low levels. Preventing pollutants from contacting stormwater in the first place can be the most efficient and effective means of preventing pollution. Two broad strategies for controlling pollution in stormwater runoff include source control and stormwater quality treatment; both can be addressed through use of Best Management Practices (BMPs). The Stormwater Plan in chapter 6 and Appendix F and G have detailed information on BMPs.

#### Continue to Inventory CBS Stormwater Infrastructure and Accomplish Improvements in High Priority Areas.

The Sitka Stormwater Management Plan identified high priority areas for improvement. Several have been completed; those remaining are:

1. Hillside Subdivision Drainage System
2. Davidoff Street Drainage System to Halibut Point Road (funding now budgeted)
3. Peterson Avenue Culvert Crossing (funding now budgeted)
4. Barracks Street and Lincoln Street Drainage System Realignment (funding now budgeted)
5. Viking Way and Valhalla Drive Drainage Improvements
6. Shotgun Alley/Rands Drive/Winchester Way Drainage System
7. Tlingit Way - Install New Drainage System
8. Granite Creek Road Detention and Retention Pond Improvements

### **3.4 Solid Waste**

At one time Sitka had an incinerator and a solid waste (garbage) landfill. However, changing regulations and capacity concerns closed them both. The incinerator was closed and site remediated. The landfill was capped and sealed and is now the Kimsham Recreation Complex and Ballfields. Today Sitka, like many other Southeast Alaska municipalities, contracts out most of its solid waste services including trash collection, weighing and compressing at a transfer station, running a recycling center and scrap yard, and trash disposal. Disposal is via barge to the Seattle area. Solid waste handling facilities are spread out and include scrap metal at Gary Paxton Industrial Park, a Recycling Center off of Sawmill Creek Road at Jeff Davis Street, a Transfer Station for sorting,

weighing and baling on Jarvis Street, and a construction and other debris disposal site at Granite Creek.

Solid waste management and disposal is an enterprise fund and as such annual revenues, primarily from user fees, are to cover annual operating costs as well as create savings to pay for improvements that will be needed over time. In order to promote public health and reduce littering and illegal dumping, every residential unit, business, and live aboard vessel within one mile of the Sitka road system is required to pay waste disposal fees.

After over 10 years with no rate increase, a new rate schedule was adopted in late 2015. Today, most households pay \$51/month for a 96-gallon trash receptacle and \$30/month for a 48-gallon cart. A 2.07% user fee increase is being proposed for the Solid Waste Fund in FY2018. The current solid waste collection contracts provide for an annual inflationary adjustment to contractual charges. Thus, to keep the Solid Waste Fund solvent, annual inflationary adjustments to user fees must be considered.

The contract for Sitka's solid waste collection and disposal is currently held by Alaska Pacific Environmental Services. Solid waste is collected once per week for households and more frequently for busy commercial and industrial sites. Solid waste is transported to a transfer facility on Jarvis Street near the City Shops where material is weighed, compressed, put in containers and trucked across town to the AML barge landing on north Halibut Point Road. Approximately 7-10 containers per week are barged south to Seattle and from there shipped to a Republic Services regional landfill.

To reduce solid waste volumes, the city and its contractor encourage recycling. The voluntary recycling program is free for households and low cost for others. Materials accepted at the recycling center at the corner of Sawmill Creek Road/Jeff Davis Street include cardboard, mixed paper, glass, aluminum, and certain plastics. There are also receptacles at some city facilities. Sitka does not have curbside recycling. Other communities have experienced increased recycling with curbside pick-up, which removes volume that must be shipped and landfilled from the waste stream.

Additional solid waste disposal services are available. Households can drop off up to 200 pounds per month of larger materials for free disposal at the Transfer Station. Each municipal harbor has a green container specifically to store used motor oil for free. The city's Granite Creek site asbestos, asphalt, boats, concrete and construction debris can be disposed of by appointment, as can brush, stumps, overburden, green waste, and tree limbs. Metal can be disposed of (aluminum, cars, copper, freezers, refrigerators, steel, tires) at the scrap yard by Fortress of the Bears at Gary Paxton Industrial Park, where it is sorted, baled, and prepared for shipment.

## **Opportunities and Challenges**

### Consolidated Recycle Facility

Consolidating facilities on a single site on city land would create operational efficiencies, reduce the need to haul materials from site to site to barge landing and thus reduce fuel costs and carbon footprint. This would be a one-site, one-stop consolidated recycling facility for sorting, weighing,



consolidating, and baling recyclable solid waste. Include updated equipment so a tighter, heavier bale can be created.

Additionally, ensure that CBS contracts do not prohibit neighborhood, for-profit, or non-profit groups from establishing curbside recycling pick-up.

#### Public Education and Increased Reduce, Reuse, Recycle

Sitka gets paid for its clean recyclables and this also reduces the amount of solid waste that Sitka must bale, weigh, ship, and pay for disposal. According to a KCAW public radio report in August 2014, contaminated recycling in Sitka is not common, but happens regularly in the spring and early summer. When contamination occurs (like throwing food in with paper) the whole load is lost as generally there cannot be more than 1% contamination. Increased and regular public education and training is needed on why and how to recycle, how consumers should sort properly and why this is important.

If a system to transfer recycled material from additional receptacles downtown and at public facilities could be instituted, this would increase the volume locally recycled locally. Other ideas are to incentivize businesses with rewards for recycling, and increasing recycled volumes.

### 3.5 Electricity

*Waiting for Electrical Dept review of matters in yellow*

Electrical power in Sitka is provided by City and Borough of Sitka Electric Department. System components are:

#### Generation

- Blue Lake hydroelectric plant and dam (primary, plant constructed in 1959, 3<sup>rd</sup> turbine added and dam extended in 2015, peak generation is 11 MW summer & 16 MW winter)
- Green Lake dam and hydroelectric plant (secondary, plant constructed in 1982, peak generation is 11 MW summer & 16 MW winter)
- a small hydro source at the Campground below Blue Lake? Is this separate from Blue Lake?
- 3 diesel generators at the Jarvis Street shops (peak generation is 25 MW, used as supplemental or standby)

Together the capacity is 30 MW hydro and 27 MW diesel power. Double check totals

In transmission, electricity is moved in bulk via high voltage lines from the generating source to electrical substations where power is transformed into lower voltage for distribution. In distribution, low voltage lines bring electricity from the substations to homes and businesses.

- 6 miles of 69 kV transmission line from Blue Lake Powerhouse to Marine Street and Jarvis substations
- 8 miles of 69 kV transmission line from Green Lake powerhouse to Blue Lake substation
- Marine Street substation (supplies power to 80% of Sitka customers)
- Jarvis Street substation

- Gary Paxton Industrial Park substation
- Medvejie substation
- Low voltage electrical lines run from the substations north to the end of Halibut Point Road, south to Green Lake, east along all streets, and west to Japonski Island. There is an underwater cable to Japonski as well as a line under the O'Connell Bridge. There is another underwater cable to the **name** Light House and nearby islands.

The 2015, the Blue Lake Dam and turbine project increased electrical generation capacity in Sitka. The project was based on load increases and a demand forecast prepared when electric consumption rose rapidly (2002-2008) as the price of heating oil jumped and new electrical users (fish processors) opened. The declining price of oil and other factors resulted in the load demand not materializing as expected at this time. This has created excess electrical generation capacity. Rate increases were planned and published to pay for the expansion project, and also to repair and upgrade aging infrastructure. Even with 2017 increased electrical rates, Sitka's rates are still less expensive than in Anchorage and in communities in Southeast Alaska that are part of the Inside Passage Electrical Energy (IPEC) co-op.

Electrical power is provided by an enterprise fund. In FY 18, the electric fund revenue will be \$17.8 million of which 95% (\$16.9 million) comes from user fees. Expenditures this year are budgeted at \$17.6 million. Operating revenue takes the April 2017 rate hike into account, which is now 15 cents per kilowatt hour (kWh) and will be the same rate for all users (the typical home uses 1,000 kWh/month). A need-based utility bill subsidy program was initiated in 2016 and funded by an initial Assembly allocation of \$400,000 and ongoing allocations. A seasonal rate variation will start on October 1, 2017, with residential rates at 12 cents per kWh in winter and 19 cents per kWh in summer. Small commercial users and boat slips qualify, while large commercial users and government facilities do not. **Is this final as adopted?** The increased revenue will allow CBS Sitka Electric Department to meet its approximately \$8 million per year bond payments for the Blue Lake dam project and pay for upgrades to aging equipment.

## Challenges and Opportunities

### Aging Equipment = Threat of Significant Power Outages

Many elements of Sitka's transmission and distribution system are 40 to 60 years old. Equipment failures coupled with bird strikes have led to many small power outages over the last few years. In a June 2017 press release, CBS Electric Director Bryan Bertacchi said, "These failures are a reminder to the community that our established plans to repair our old infrastructure are important to the success of our City and Borough."

Key maintenance and improvement needs over the next 5 years total approximately \$28.5 million and includes: **is total of \$28.5 million still correct and does it reflect list below, anything major missing from list?**

- A major overhaul of the Marine Street Substation, including the 35 year old main and spare transformers. This substation serves 80 percent of the community and needs to be working well to support Sitka's high peak tourism and fish processing.



- The Marine Street substation is too small to accommodate the growth on the north end of Halibut Point Road. To address this and future development, a new substation is proposed either on Kramer Lane or at a site on north Halibut Point Road (is this another possible site or another name for the Kramer Lane site) Install a new substation and transformer here.
- Plan, design and build a second 69 kV transmission line along Sawmill Creek Road from the Blue Lake plant to Thimbleberry Park (planning and design underway). This line will bypass the off-road Heart Lake area and provide a second route to get power from both Green Lake and the Blue Lake plant into Sitka. This redundancy will also reduce the amount of standby diesel generating capacity required.
- Inspect 35 year old Green Lake Power Plant (2017-**done?**) and complete overhaul (2019)
- Enhance spill prevention and safety of Jarvis Street 200,000 gallon fuel tank by replacing rubber liner with coatings, installing oil water separator sump and alarms, and repairing tank.
- Install new Jarvis Street Substation transformer
- Extensive tree trimming program along Green Lake 69kV Transmission Line coupled with complete pole inventory and targeted pole replacement. **Done?**

#### Fiscal Plan

The city will be able to use leftover bond money from the Blue Lake Dam expansion project, which totals about \$22 million within the next 10 years, to help pay for these Capital Projects. In addition, there is about \$7.8 million in the undesignated electric fund balance, leaving a gap to pay for needed five-year upgrades and bond payments of about \$8 million per year. These needs and other calculations are linked to the electrical rate increases.

#### Energy Efficiency, Replacing Diesel/Gas with Hydropower, and Increasing Use of Electricity

Weatherization and energy efficiency retrofits are important strategies for managing household and business electrical costs. The 2010 Sitka Climate Action Plan found that the, “City has done an excellent job of reducing energy use at its facilities” (page X). Conversion to heating with electricity via heat pumps rather than burning oil can also reduce overall utility and heating bills. Additionally, heating with electricity rather than fuel oil keeps money recirculating in Sitka and reduces carbon emissions. The CBS Electric Department has calculated that the cost to heat a 1,500 square foot home using heat pumps is roughly half the cost of using fuel oil (at \$3.00/gallon oil, but not taking the June 2017 electrical rate increase into effect). **Updated these calcs for new rates?** Electric baseboards are a less efficient system and at these same rates would cost more than heating with fuel oil.

The Sitka Climate Action Plan states that one of the greatest impact actions the CBS can take to reduce carbon emissions (and increase electrical use) is to replace its diesel generators (page 2). Another recommendation is to phase in electrical vehicles to the CBS fleet. The CBS currently offers an annual \$120 energy credit to eligible residential customers with an electric car. The Sitka Electric Car group and others desire installation of fast electric charging stations in strategic public locations. As battery life improves, conversion of public and private sector vehicle fleets to electric and hybrid

will reduce carbon emissions and increase use of hydroelectric electricity (Sitka Climate Action Plan, pgs 29-30).

As already noted, Sitka has excess hydroelectric generation capacity. Electricity rates will be stabilized and positively affected by increasing the number of electricity consumers and demand, and by increasing the number of businesses that have larger electrical needs. The latter includes seafood processors, manufacturing businesses, marijuana growing and year-round greenhouses. The former includes increasing population and businesses, by switching from diesel to electric heat, and by using electric vehicles.

## **4 Civic Facilities**

Community facilities like convention centers and libraries typically require annual subsidies from the community's operating budget. Despite this, many communities have both convention and civic centers and libraries. This is because the purpose of these two types of public facilities are not to make a profit, rather it is to provide space for community, cultural, arts, and educational activities, and to generate activity that creates local spending and sustains local businesses and jobs. Similarly Sitka municipal support to the Swan Lake Senior Center is not about revenue generation, rather it is about contributing to needed services important to citizen health, safety, and quality of life.

### **4.1 Harrigan Centennial Hall**

Sitka's oceanfront Harrigan Centennial Hall (HCH) is Sitka's convention and civic center and hosts the Sitka History Museum, formerly called the Isabel Miller Museum. HCH is a premier Sitka event destination. In addition to conferences, meetings, the Sitka Summer Music Festival, another arts and cultural events, HCH is often used for guest lectures, banquets, school graduations, weddings, funerals, and other family and community life events.

The facility reopened in early 2017 after a significant renovation that almost doubled the size to 32,000 square feet. This renovation was funded by the state and the state's commercial passenger excise tax. HCH has a new roof, new HVAC system, state of the art technology, three improved and expanded meeting rooms, a beautiful new lobby, and a significantly bigger kitchen.

With the renovation, space allocated for the Sitka History Museum more than doubled. Scheduled to open in late summer 2017, the 4,000 square foot space will allow the museum to display and interpret more of its collection.

### **Opportunities and Challenges**

#### **Operating Much Larger Facility with Same Resources**

HCH has three full-time and two part-time staff and is open 7 days per week. The new HCH was intended to reduce operating costs with increased efficiencies such as LED lighting and heat pumps. However, the facility's operating costs have actually increased due to a combination of increases in utility rates plus the fact that the new energy efficient building is requiring more electricity than

before to manage air quality, humidity and temperature. In addition to these increased costs, the building has almost doubled in size yet the staff team has not increased. HCH staff does all maintenance in-house; in comparison, the Sitka Library contracts out for this service. CBS also decided to subsidize the Sitka History Museum by providing the space at no cost and funding museum utilities from the HCH budget. The Sitka History Museum will be providing its own contracted janitorial services. Staff believes that nothing additional can be trimmed if HCH is to maintain the current level of service.

#### Use of Harrigan Centennial Hall, Economic Spin-off from Conventions, and Marketing

It is important to recognize that convention centers rarely are self-sustaining. Cities invest money into building, operating, and marketing convention centers because convention and meeting attendees rent local hotel rooms, eat at local restaurants, and buy local services and goods. Additionally the cultural and educational events enrich the community. In its May 2015 *Assessment of a Kenai Conference Center*, McDowell Group notes that for out-of-towners attending conferences in Alaska, research suggests that \$195 per night is a good estimate for attendees' direct local spending (page 22).

The number of events and related revenue generated by HCH over the last decade are trending downward. HCH staff note that 2017 will be the first "normal" year since 2012 since both HCH and the adjacent Sitka Library are now open post-renovation. The recent updates both to the space and technology should help reverse recent declines.

Another key to getting more economic benefit from the new state-of-the-art HCH and increasing events and revenue would be establishing a committed multi-year marketing effort. In its May 2015 *Assessment of a Kenai Conference Center*, McDowell Group note: "Communities that invest in marketing personnel, advertising (including collateral materials), and an online presence will ultimately be more successful in attracting meetings and conferences from out-of-town" (page 21). HCH does not have dedicated marketing personnel. Rather, the former Visitor Association and current Chamber of Commerce have taken on this role. The addition of a part-time or full-time marketing person would help secure more conventions and events for HCH.

**Figure 10 - Harrigan Centennial Hall - Events and Related Revenue**

	2007	2008	2009	2010	2011	2012	2013	2014	2015*	2016*	2017+
<b>Number of Events</b>	<b>1,208</b>	<b>1,177</b>	<b>990</b>	<b>1,078</b>	<b>957</b>	<b>820</b>	<b>855</b>	<b>882</b>	<b>550</b>	<b>n/a</b>	<b>1,500+</b>
Non-Profit	719	815	597	711	663	529	472	519	n/a	n/a	
City	367	266	304	288	238	237	303	257	n/a	n/a	
State/federal	96	73	79	58	33	34	33	53	n/a	n/a	
Commercial	26	23	29	21	23	18	48	54	n/a	n/a	
<b>Gross Total</b>	<b>\$117,809</b>	<b>\$89,818</b>	<b>\$92,390</b>	<b>\$80,684</b>	<b>\$83,309</b>	<b>\$84,223</b>	<b>\$62,403</b>	<b>\$63,462</b>	<b>n/a</b>	<b>n/a</b>	
Total Billed	\$68,748	\$64,220	\$61,447	\$65,269	\$62,772	\$56,297	\$51,219	\$55,895	n/a	n/a	
Total waived or sponsored	\$27,325	\$25,598	\$30,943	\$15,415	\$20,604	\$27,926	\$11,184	\$7,567	n/a	n/a	

Source: Harrigan Centennial Hall \* closed for renovation all or part of year \*grand opening Feb. 2017, est. number of events

## HCH Maintenance Plan

Everything in the Hall is currently new; however, within 10 years the HVAC will need replaced or updated and heat pumps will need replaced or updated within 15 years. The information technology audio visual equipment at the Hall is now state of the art; however, technology must be regularly maintained and have software updates. These maintenance items are financed from the general fund or one of the three internal service funds.

### **4.2 Sitka Public Library**

The Sitka Public Library, formerly the Kettleson Memorial Library, is located at 320 Harbor Drive and is well known for the views of the Eastern Channel of the Sitka Sound and the Pyramids mountain peaks that can be seen from the building's large windows.

The mission of Sitka Public Library is to provide a collection of informational, cultural, recreational, educational, and local historical resources to meet the evolving needs of its patrons and to promote reading as an essential element of an informed citizenry. Sitka cemetery records are also held at the library.

The library first opened in 1923. The Sitka Library Association's volunteers provided library service in Sitka for nearly fifty years. The library is now municipally owned and managed. The existing building was first built in 1967 with a gift from Theodore Kettleson, a longtime Sitka resident. Additional funds came from the Library Services and Construction Act, and gifts from other generous Sitka citizens.

In February 2016, a library expansion/remodel was completed resulting in the current size of 11,680 square feet. The expansion was funded by a \$5.7 million state grant approximately \$500,000 from community members, and approximately \$500,000 from the municipality's general fund and Commercial Passenger Excise Tax.

The Sitka Public Library enjoys has higher levels of attendance per person and circulation of materials per person than other Southeast Alaska libraries and the state average, and receives more volunteers hours per year than libraries in Juneau and Ketchikan (Figure 11: note that in FY 15 library use was lower due to relocation/renovation, 2017 will be the first year of 'normal' use in that both the library and Harrigan Centennial Hall are fully open and operational).

In FY 18, just over 3% of the city's general fund was allocated for the Library, which has 7.3 fulltime equivalent staff. Several library staff work part-time. In response to recent fiscal belt-tightening, the library budget was reduced in FY 17 resulting in losing one full-time employee, cuts to staff training and travel, and being open 16 fewer hours per week.

The Sitka Public Library has an Alaska collection and local history collection which compliment that of the Sitka Historical Society and Sheldon Jackson Museum. The library also has a collection of materials in Alaska Native languages, Filipino, Russian, Spanish, French, and German.

Figure 11 – Sitka Public Library Use, 2013-2015											
	total circulation per capita				number of volunteer hours per year				annual attendance per capita		
	FY 2013	FY 2014	FY 2015*		FY 2013	FY 2014	FY 2015*		FY 2013	FY 2014	FY 2015*
Alaska	7.08	7.45	6.86		60,287	66,401	61,687		5.17	5.43	4.91
Sitka	13.60	13.87	9.56		1,837	2,114	1,580		13.50	16.48	12.55
Ketchikan	10.24	12.13	12.19		310	50	85		8.78	7.06	7.13
Juneau	5.46	5.46	6.56		207	204	250		9.05	8.92	8.20
Source: Alaska State Library, Alaska Public Library Statistics, FY Annual Reports											
* The Sitka Library was relocated to the Sheldon Jackson campus during renovations.											

The library also provides free internet access, bridging the technological divide and providing this critical service to citizens and visitors.

The role of libraries is changing today to strongly focus on programming. Sitka is ahead of the curve in this regard and offers a wide diversity of free usage spaces and programs for children, teens, and adults, including:

- Separate room for children through age 8 with two computer learning stations;
- Meeting room for up to 24 people;
- Study room that accommodates up to six;
- Teen Lab for ages 12-17 to explore, socialize, create, produce, research, and perform in areas such as music-making and recording (with animation, sound recording and Apple technology), reading, drawing, crafting, film-making, or just hanging out;
- Media lab with 12 wired computer stations, printer, microform reader; and a
- Multipurpose reading room

As an example of the library's dedicated staff and commitment to programming and excellence, Sitka's youth services librarian won an Alaska State Library Association public service award in February 2017.

## Opportunities and Challenges

### Document Non-Resident Use

In the summer the library is used by many visitors, cruise ship crew, and seasonal workers. The lobby and sitting rooms are often filled with people relaxing and utilizing the free wireless internet access. The library is looking at ways to document visitor and seasonal use in order to explore opportunities for additional revenue.

### Critical to Stay Current on Technology

Staying current on technology is critical to a modern, functioning, and productive library. The Sitka Library needs reliable, fast service, must stay current on database subscriptions and access, and

must regularly update its software, apps, and hardware. Annual funding to support this is critical to library use.

Continual budget reductions for staff training and travel would impact the knowledge and service of librarians. Library management also notes that further budget reductions will result in loss of staff and impact library hours, leading to reduced use.

### **4.3 Swan Lake Senior Center**

The Swan Lake Senior Center (SLSC) is located at 402 Lake Street. SLSC serves a nutritionally-rich hot lunch for seniors five days a week at the center at 11:30 am. Seniors are not charged for meals, although donations for the meals are accepted and appreciated. SLSC provides home delivered meals for seniors recovering from illness or surgery and who are homebound and cannot physically attend lunch in person. The building is open to senior participants from 9 am - 4 pm; and the Care-A-Van dispatch office is available from 8 am - 4:30 pm Monday through Friday. In FY 2016, SLSC provided 11,175 meals. They also operate the door-to-door Care-A-Van public transportation services with four paratransit vehicles. This service is available by reservation to assist those age 60 or older, or for those of any age who are disabled. In FY 2016, they provided 13,795 rides.

Funding for SLSC services is primarily provided by Catholic Community Services. Partner agencies include Center for Community, Sitka Tribe of Alaska, City and Borough of Sitka, White Elephant, C.H.A.R.R., Sitka Rotary Club, and Sitka Legacy Foundation.

### **Challenges and Opportunities**

#### **Facility Maintenance and Improvements**

The City and Borough of Sitka (CBS) owns and maintains the SLSC building. CBS provides building maintenance, pays the utilities (heating, electric, etc.), and provides fuel and maintenance for the vans. Over CBS contributions have been between \$72,000 and \$92,000 annually, coming from the general fund or one of the three internal service funds. A new roof was installed in 2007. As expected with an older building, there is a schedule of anticipated maintenance needs which includes \$361,000 over the next five years. Anticipated needs include replacement of three air handling units and dry sprinklers. Longer term, heat pumps and the roof will need to be replaced again.

#### **Growing Senior Population**

SLSC staff note that at some point all seniors and their families, irrespective of income, are impacted by the availability of services for maintaining healthy independence. At some point in life, nearly every senior needs help with nutrition and transportation. Not every senior can rely solely on family, assisted living facilities, and home-health aides to provide assistance; many would be malnourished and shut-ins without access to senior services.



SLSC staff have observed some trends over recent years. More transit clients are less ambulatory, which means that more time per scheduled ride is required. In addition, there is an increase in clients who require meals at home rather than being able to come to the center. Both trends reflect an aging population.

#### Need for SLSC Services Expected to increase over Next 10 Years.

As noted in the demographics section of this plan (see chapter X), the number of Sitkans age 65 and older, and especially those ages 80+, is projected to grow rapidly over the next 25 years. In July 2016, there were 1,285 Sitkans age 65 or older, comprising 14% of the total population. The Alaska Department of Labor and Workforce Development projects that by 2030 this age cohort will peak at just over 2,000 older Sitkans in town, constituting 23% of the total population. This is almost a 60% increase in this age cohort compared to today. And, those 80 age and older will increase even faster. The geriatric population, which often has high medical, care, and mobility needs, is projected to keep increasing through 2045 when it will have tripled compared to today, from 282 folks in 2016 to just over 800 Sitkans at least age 80.

## **5 Public Safety and Services**

The City and Borough of Sitka provides a full suite of 24/7 public safety services including police, jail, fire, ambulance and emergency medical service (EMS), search and rescue (SAR), dive team, and animal shelter services. These services are housed in separate fire hall and police department facilities on Lake Street and the animal shelter on Jarvis Street.

### **5.1 Fire Department (Fire, Emergency Medical, Search and Rescue)**

The Sitka Fire Department strives to meet the needs of the diverse community through effective emergency response and community involvement. The Fire Department is made up of four divisions: fire, emergency medical, search and rescue, and a dive division. The four divisions, 8.5 paid staff, and approximately 95 dedicated volunteers deliver fire prevention and suppression, emergency medical services, hazardous materials response, search and rescue, and fire investigative services. There is also a group of about 10 auxiliary volunteers.

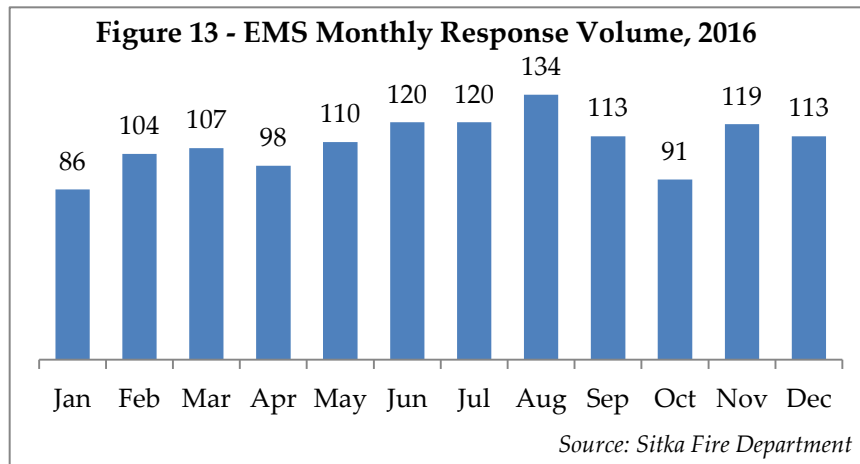
The Fire Hall at 209 Lake Street was built in 2004 and is in great condition. The department has two fire engines, one 75- foot ladder truck, three ambulances, two command trucks and all the equipment needed to operate its four divisions. The department benefits from the borough's regular vehicle maintenance and replacement schedule through the general fund's central garage fund. Equipment must be well maintained and replaced periodically for effective emergency response, and these ongoing costs are typically met through the regular department budget. CBS also has a response vessel, which is critical considering the community's maritime location and the high value of the commercial and charter fleets, infrastructure, and the heavy use of adjacent waterways. The response vessel is operated jointly by the police and fire departments.



**Figure 12 - Sitka Fire Department**

Year	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Number of Total Fire Department Runs	1,152	1,167	1,147	1,183	1,205	1,129	1,200	1,164	1,073	1,199	1,436

*Source: Sitka Fire Department*



The total number of fire department responses has been steady over the last decade, then a jump occurred in 2016 (Figure 12). No single factor was determined to cause the increase; however, the department expects an increase in responses over the next decade as the population ages, and this may be the beginning of this trend.

Sitka's EMS division is certified by the State Department of Health and Social Services as a Basic Life Support / Advanced Life Support ambulance service. EMS handles the majority of calls for service received by the Sitka Fire Department. In 2016, 1,315 or 91% of total runs were EMS related, which is about average over the recent decade.

Monthly EMS calls for 2016 (Figure 13) show a slightly higher demand in the summer months, but a fairly steady demand all year. Search and Rescue (SAR) has a full Incident Management Team that specializes in land and marine based search management, a K-9 resource that provides track/trail as well as air scent dogs, a fully accredited Mountain Rescue group that specializes in technical rescue, in addition to trained ground searchers.

The Fire Department and Police Department collaboratively share dispatch services operated by the police. In addition, both departments coordinate and conduct joint trainings with the US Coast Guard, which has three search and rescue helicopters stationed at in Sitka. CBS public safety personnel and the USCG respond jointly to as many as 5-6 events per year.

CBS's Local Emergency Planning Committee consists of a diverse group of members, is staffed by the fire department, and meets monthly. They coordinate and address matters such community emergency planning and response, pandemics, hazmat response, Red Cross matters, training and drilling opportunities, and equipment needs.

## Opportunities and Challenges

### Aging Population will Increase Emergency Responses.

The number and percent of Sitkans over age 65 and over age 80 is projected to increase significantly (see Chapter X of plan); this will increase the demand for emergency medical response.

### Natural Disaster Response

Recent studies<sup>4</sup> that modeled earthquakes and possible tsunamis shows minor inundation above mean high water along the waterfront. Multiple megathrusts along the Aleutians Trench could result in flooding about 6 feet above mean high water. Emergency response planners are also concerned about planning for tidal surge events, meaning a storm surge associated with low pressure systems and high tide.

## 5.2 Sitka Police

The mission of the Sitka Police Department is to safeguard the lives and property of Sitka's diverse community. Their mandate is to stop crime and enhance the quality of life in Sitka by delivering professional public safety services with integrity, respect, and courage. The police attempt to work closely with business, schools, associations, and civic groups to accomplish its mission. The goal of these collaborations is make Sitka a safe and enjoyable place to live and visit.

To achieve the ideals outlined in its mission statement, the police department has developed a strategic plan that focuses on four main strategies: community engagement, customer service, organizational development, and problem solving. When there is a problem, the police department now pro-actively seeks the best possible long-term solution by engaging community partners and agencies. For example, in the past, someone committing crimes with mental health issues might simply face repeated arrest and incarceration. Currently, the department will try to work with the individual, assess what is needed for an effective intervention, and then pro-actively reach out to community partners such as Sitka Counseling to coordinate effective long-term positive change for the individual. This improved approach not only reduces crime, but improves the quality of life of the affected person. In the past, offenders were often sent to the Lemon Creek Correction Center in Juneau but now regulatory and other changes have resulted in these persons being released back into Sitka more often.

The Police Department provides 24/7 Police, Fire, and EMS dispatch, correctional services through the jail facility, and police protection. The police department has an overall authorized strength of 30 employees. This includes an authorized strength of 16 police officers including the Chief, five jailers, five dispatchers, one animal control officer and a multi services officer to manage department property and the evidence process. The current on-site property room is too small so the department rents four off-site storage units. Altogether, the department provides services to approximately

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<sup>4</sup> Suleiman, E., Nicolsky, D., and Koehler, R., Tsunamis Inundation Maps of Sitka, Alaska; Alaska DNR, DGGS, 2013

9,000 residents and tens of thousands of visitors per year across 4,811 square miles of remote land and sea.

Police records show that as police personnel have been cut, the need for the services exclusively provided by the police department and the jail have continued to increase (Figure 14 A-C). This demand is expected to increase each year.

**Figure 14 A - Sitka Police Department - Basic Statistics**

	Calls for Service	Dispatch Reports	911 Calls	Adult Arrest	Juvenile Arrest	Paper Served	Paper Attempt
2010	18,249	1,837	3,308	570	76	953	1,373
2011	26,429	2,033	1,880	581	53	956	1,436
2012	32,221	1,921	4,128	554	59	1,130	1,758
2013	33,119	1,896	4,379	524	102	932	1,302
2014	33,251	1,810	3,940	573	49	814	1,166
2015	34,346	1,698	3,563	553	77	833	1,187
2016	42,905	1,440	3,759	541	8	688	772

**Figure 14 B - Sitka Police Department -Vehicle Statistics**

	Traffic Stops	Non-Parking Citation	Parking Citations	M/V* Accident	Abandoned Vehicles	Airport Impounds
2010	1,388	991	787	90	67	15
2011	1,113	891	1,029	119	71	20
2012	964	876	897	109	44	10
2013	842	665	576	117	47	26
2014	1,057	707	1,718	115	67	12
2015	1,311	716	1,072	136	53	4
2016	1,441	479	1,068	81	64	1

\* Accidents reported to state DMV

**Figure 14 C - Sitka Police Department – Incarceration Related**

	Days served in jail					
	Federal Charge	State Charge	City Charge	Juvenile Holds	Protective Custody	Electronic Monitoring
2010	1	1,616	132	5	184	0
2011	1	1,834	111	2	193	0
2012	6	2,233	91	0	183	0
2013	3	2,002	80	2	241	0
2014	2	2,009	90	1	147	0
2015	6	2,606	45	13	145	0
2016	0	2,033	38	3	165	0

Sitka is a relatively safe community, thanks in part to the police department's efforts. Sitka's rates of overall crime and property crime are well below the statewide figures, as well as those of Juneau and Ketchikan (Figure 15). Sitka's violent crime rate is slightly higher than the state rate but lower than Juneau and Ketchikan.

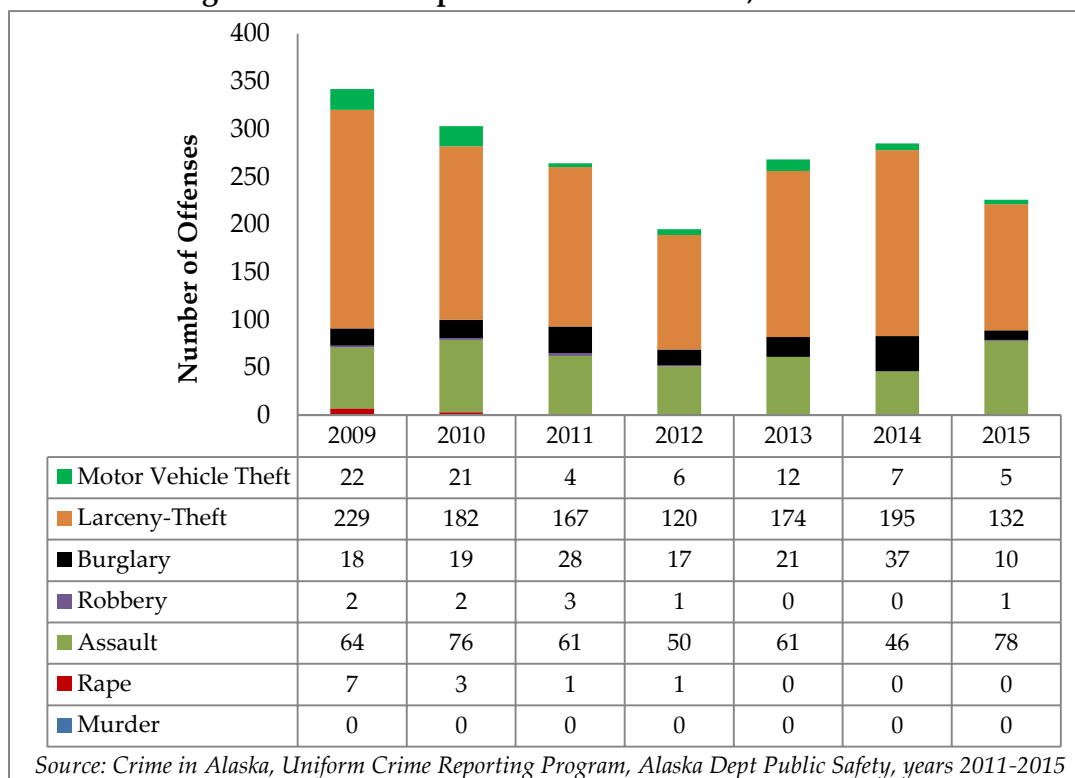
**Figure 15 - Five Year (2011-2015) Average Crime Rates per 1000 Residents**

	Overall Crime Rate per 1000 people	Violent Crimes per 1000 people	Property Crimes per 1000 people
Alaska	34.3	6.4	27.9
<b>Sitka</b>	<b>27.4</b>	<b>6.7</b>	<b>20.7</b>
Ketchikan	31.3	7.9	23.4
Juneau	56.3	22.9	33.4

NOTE: Violent crimes are murder, robbery, assault, and rape. Property crimes are burglary and theft. Source: *Crime in Alaska, Uniform Crime Reporting Program, Alaska Department of Public Safety, for years 2011-2015*

Assaults jumped to a 7-year high in 2015. This troubling increase is one reason behind the department's redoubling of a community engagement effort and its emphasis on building relationships by ensuring that all people are treated with dignity and respect. Sitka, like other communities in Alaska and nationwide, is experiencing increased crime and drug overdose related injuries and deaths linked to heroin, meth, and opioid addiction.

**Figure 16 - Sitka Reported Crime Incidents, Actual Offenses**



The police department also runs the Sitka Animal Shelter, located at 209 Jarvis Street. The animal shelter's mission is to improve the quality of life in Sitka by providing safety to citizens and animals, and preserving the health of the citizens and care of the animals. Animal control means not only protecting people from the nuisance of roaming, uncontrolled animals, but also protecting pets and wild animals in their habitats. The shelter offers temporary care for domesticated animals awaiting placement into loving homes. Each year, about half of the impounded animals are subsequently adopted. Although 50-75 animals are euthanized annually, this number is decreasing as a result of adoption efforts and spay/neuter education.

The Shelter has one full-time employee and over 25 volunteers. Volunteers contribute many hours to the shelter by cleaning kennels, walking the animals, and feeding and watering them.

## **Opportunities and Challenges**

### New Public Safety Building Needed

There is a critical need for new public safety building to house the police department and jail. Currently, the entire police department including dispatch, patrol, investigations, administration, and the jail occupy about one-third of the first floor of the city and state owned building located at 304 Lake Street. CBS and State of Alaska jointly own the building, which in addition to the police department houses the state court, assistant district attorney's office, adult probation, an employment office, and fish and game offices. This building is 40 years old.

The updates and repairs needed to maintain occupancy of the building require significant investments in basic infrastructure to include a new air circulation system, additional restrooms, improvements of existing restrooms, roof replacement, parking lot replacement, a new water heater, emergency generator system, and IT area. Among the many concerns is the shared breakroom and evidence processing space. Within a small space and on shared surfaces, police department staff prepare their food and process dangerous substances such as blood and drugs like fentanyl and heroin. This shared use is dangerous. It is expected that the police department will be closing its breakroom this summer. The cost of some of the deferred maintenance to occur between FY19 and FY22 is estimated at \$2.6 million. Physically, the location of the jail in an interior portion of the first floor is not optimal. It is small, dark, without windows and inherently unsafe. There is little to no air circulation and a lack of proper equipment to decontaminate infected materials. All of this and other design flaws make for poor working conditions and a less than humane and dignified experience for citizens in police custody.

Within the next 2 years, CBS must perform a needs assessment, design, site, and develop a budget plan to construct a new police department and jail that efficiently meets current standards, needs, and expected future needs and regulations.

### Adequacy of Dispatch, Jail and Police Staffing

The 2014 "General Fund Efficiency Audit & Comprehensive Management Plan" (GFEA) by Municipal Solutions analyzed Sitka services and found that, "Dispatch and jail staffing levels are

insufficient for continued and effective 24/7 coverage” (pg. 95). This echoes a police department concern.

The GFEA report reviewed police benchmarking data and found that similarly sized communities expend about 40% of their budget on emergency services. In the proposed FY 18 budget police expenditures are (16%) and fire department expenditures are (7%) of the general fund budget. Further, the GFEA report documented that similar places have more police personnel (Figure 17).

**Figure 17 - Select Police Benchmarks, FY 14**

	Ketchikan	Sitka	Wasilla
<b>Population</b>	8,250	9,046	8,456
<b>Police Dept. Budget as a % of Total Operating</b>	30.13%	16.02%	42.05%
<b>Total Public Safety Personnel (Police)</b>	36.3	31	54
<b>Number of Police Officers</b>	25	16	24

*Source: Excerpt from Municipal Solutions, General Fund Efficiency Audit & Comprehensive Management Plan, 2014, pg 95 - Overall number of Sitka police personnel and number of officers have been reduced since the report was published (Chief Ankerfelt 2017)*

The Sitka Police Department believes that to be fully staffed for 24/7 coverage, a minimum of 17 sworn personnel are needed including three patrol, one detective, and one-two dispatchers per shift. Constant turnover has been a significant and expensive problem for the PD. It is the recommendation of the Chief of Police that the police department be allowed to hire at a rate slightly higher than the authorized strength. This higher rate would be based upon the historical rate of turnover, anticipated attrition, and adjusted downward as new hiring and selection practices, a new police building, and a more stable staffing model improve morale and improve officer retention.

#### Facilities Needed for Vulnerable and those in Crisis; Absence Makes Police, Treatment, and Help Less Effective and Humane

Adequate detoxification facilities are needed in Sitka for both youth and adults. This is an increasing problem.

An appropriate facility to house people experiencing a mental health emergencies is needed in Sitka. Currently persons in crisis are detained in the Sitka Jail and are exposed to arrested persons while they await placement in facilities located in Juneau, Anchorage, or Fairbanks.

Temporary safe housing for homeless persons is needed. Police officers are frequently tasked with finding shelter for homeless persons. The police department and at times the officers have rented rooms at local hotels or the hostel.

A safe, clean, and secure place for juveniles in crisis or that are under arrest must be located. Currently juveniles are temporarily held in the adult women’s side the Sitka Jail. This could be designed into a new Sitka Jail Facility.

## Changing City Codes and Animal Shelter Role as Raising Animals for Food Increases

As attention to food security and nutritional value has grown in Sitka and other places in Alaska more residents are interested in raising animals for eggs and meat. This can raise issues such as noise, smells, animal welfare, public health, vermin, the need to better define city roles and responsibilities, and the need to update related municipal codes. These issues are starting to emerge in Sitka. To address this, a clear definition of the local issues and concerns is needed along with a review of other Alaskan municipal codes and roles, and updates as needed to Sitka's codes and procedures. The goal is to ensure Sitka both encourages local food production and also protects neighborhood health and safety.

### **5.3 Many Public Safety Partners**

Sitkans recognize and value a web of entities that together provide safety and security in the community. When the public identified Sitka's strengths and assets as part this Plan's development, they said:

"Nonprofit and health agencies that provide a tier of the services and safety nets that might otherwise be the concern of a municipal or county government."

"Non-Profit agencies willing to work-with or without city support -- to better the community and make Sitka a safe, healthful, and culturally rich place to live—also to expand economic opportunity."

"Sitka has a very strong ability to stand together in a crisis. (When it comes to the mundane aspects of running city government, the interest wanes.)"

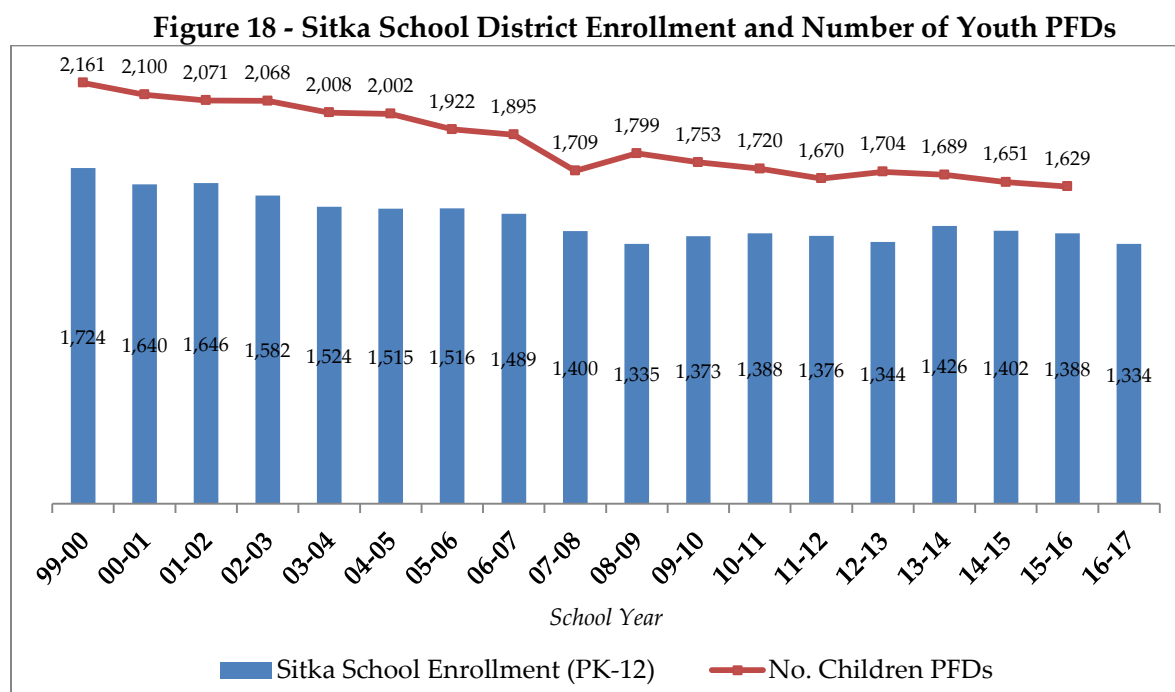
It is important to recognize that public safety in Sitka is maintained with the assistance and partnership of many entities in addition to borough police and fire. Just a few of the important partners are Sitka Counseling and Prevention Services, Braveheart Volunteers, the US Coast Guard, Alaska State Troopers, SEARHC and Sitka Community Hospitals, the Red Cross, the Salvation Army, other local churches, Sitkans Against Family Violence, ANB/ANS, Sitka Tribe of Alaska, Betty Eliason Child Care Center, and others.



## 6 Sitka School District

The Sitka School District (SSD) mission is to, “**Discover** potential, **Nurture** growth, and **Inspire** lifelong curiosity. SSD operates six schools (Baranof Elementary, Blatchley Middle School, Keet Gooshi Heen Elementary School, Pacific High School, Sitka High School, REACH Home School). The community’s Performing Arts Center is part of the Sitka High School. During the 2016-2017 school year, 1,334 students were enrolled in pre-school through 12<sup>th</sup> grade. The number of enrolled students has been declining for several years (Figure 18).

This decline in students corresponds with a declining number of Sitkans who are of child-bearing age (20 to 39). The State Department of Labor projects further declining numbers of this age cohort over the next 20 years which suggests student enrollment will also continue to drop (see demographics section, Chapter X). There were 2,410 Sitkans in the age 20-39 cohort in 2016; by 2030 Sitkans in this age are projected to drop by 338 people to 2,072; further decline is projected through 2045.



For FY 2016, the School District’s audit shows revenue of \$23.9 million, which includes 26% from the City and Borough of Sitka (CBS), 63% from the state (including state required PERS/TERS contributions), 1% from federal sources, 1% from earnings on investments, e-rate etc., and 8% from special revenues funds and grants (food service, Title 1-A, IDEA, other). These figures do not include debt service or capital project grants. Sitka Schools has approximately 207 permanent full time equivalent (FTE) positions and 65 FTE temporary positions. SSD is Sitka’s 2<sup>nd</sup> largest employer. About 29% of Sitka School’s staff went to Sitka Schools.

Over the last seven years, attendance rates at Sitka schools have hovered around 92-93% while graduation rates are around 70% (Figure X). The last three years show a downward (positive) trend in dropout rates.

Out of 135 ranked Alaskan High Schools that [www.schooldigger.com](http://www.schooldigger.com) ranks based on test scores, Sitka High School ranked 38 and Pacific High is ranked at 86. There are 56 school districts in Alaska, but [www.schooldigger.com](http://www.schooldigger.com) only ranks 21 due to their larger size and reliability of reporting. Of the 21 ranked, Sitka was 11<sup>th</sup> in '14-15, and 8<sup>th</sup> in '13-14.

**Figure 19 – Sitka School District Metrics**

School Year	Attendance Rate	Graduation Rate	Dropout Rate
11-12	91.5%	72.4%	3.6%
12-13	92.0%	63.0%	3.6%
13-14	92.9%	70.6%	1.9%
14-15	93.1%	67.0%	2.4%
15-16	92.8%	72.3%	1.6%
15-16 Statewide	93.2%	76.1%	3.9%
<i>Sources: Report Card to the Public, Alaska DEED</i>			

An Association of Alaska School Board 2016 school climate and connectedness survey found that Sitka students in grades 6-12 noted significant improvements for respectful climate, parent and community involvement, student involvement, high expectations, and caring adults. For staff there were significant improvements for respectful climate, and parent and community involvement. An In 2015-2016, SSD conducted an alumni survey thanks to the efforts of some current and retired teachers. This survey of 125 alumni that graduated between 2004 and 2008 found that 83% had positive comments about the role that Sitka Schools played in preparing them for life. Sitka School's prepared them for college, career technical education classes were key, they were 'ready for life', their teachers made the difference, and activities and athletics were key factors for success.

The SSD regularly leverages its resources through partnerships with Sitkans Against Family Violence (Girls on the Run/Boys Run), Sitka Conservation Society (Tiny House and Mentoring), Sitka Fine Arts Camp (Artists in the Schools, Margaret A. Cargill Grant, Performing Arts Center), Sitka Sound Science Center (Scientists in the Schools), Sitka Tribe of Alaska, Central Council Tlingit & Haida Indian Tribes of Alaska and UAS (Dual Enrollment). For example, one outcome in response to a School Board initiative to provide 6 hours/week of culturally appropriate education was that district, Sitka Tribe of Alaska, and Central Council Tlingit & Haida Indian Tribes of Alaska partnered to combine resources and create the Head Start Program-Wooch.een Yei Jigaxtoonei Preschool Program that now has over 40 students. Of note, Wooch.een Yei Jigaxtoonei in Tlingit means All Working Together in English.

## Challenges and Opportunities

### Use of Performance-Based Budget Process

Like others dependent on the CBS for funding, the Sitka School District is challenged by tightening federal, state, and local funding, as well as the lack of predictability at all levels which makes planning and personnel decisions difficult. To address these budget challenges a new performance based budgeting process linked to initiatives was instituted in 2015. Rather than 'legacy' budgeting that simply rolls over funding per line item each year, the district budget now reflects the input of resources and the output of services for each of 1 or 2 top initiatives, with more narrative explanation. In addition other expenditures are more consistent through the use of per pupil formulas.

### Needed School Facility Capital Improvements

According to the Sitka School District, a school facilities audit conducted in May 2017 showed that for the age of its facilities the schools are generally in excellent condition. Blatchley Middle School recently had mechanical systems replaced and new carpets and paint. The Sitka High School, Baranof Elementary and Keet Gooshi Heen Elementary will all need various components rehabilitated or renewed in the next 10 years.

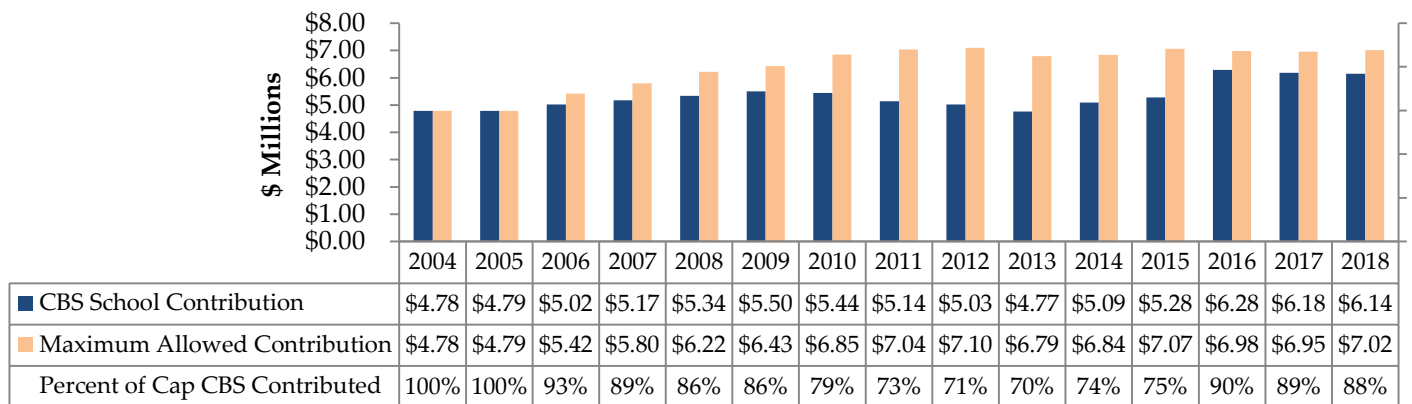
The state required 2018-2023 School District Renewal and Rehabilitation (R&R) Plan lists \$34.8 million of improvements primarily at the three schools above but also including \$6.8 million at Blatchley. It is important to recognize that the estimated project costs listed are industry standards, which can over-estimate the realistic cost of local school capital needs. Nonetheless, given the state's fiscal situation and its current 5-year moratorium on school capital improvement project funding, it is unclear what the future required local match will be to obtain school capital project funds. This will likely place the fiscal burden on Sitka, which it must meet through general obligation bond revenue, savings, and possibly facility consolidation.

Given the state and Sitka's current fiscal climate, the Sitka School District like other city entities is looking hard at ways to accomplish work in-house as well as to make less expensive repairs that extend the life of buildings and delay or eliminate more costly replacement. These actions are possible because the Sitka School District has done an excellent job of funding regular maintenance for several years. And, as noted the industry standard prices listed on the R&R Plan are sometimes not realistic. For example, rather than the industry standard estimate of \$1.6 million for an exterior paint job at Keet Goosh Heen, the district accomplished this during the summer of 2017 with a local contractor and in-house assistance for less than \$25,000. Given a commitment to actions like this, the School District anticipates that its capital project needs will be less than as listed on the R&R Plan. The school district is working with the CBS finance office to develop a more realistic list of its capital needs than the R&R Plan.

## Increase Local Funding to the Cap

From 2001-2005, in the days of healthy state and federal funding, Sitka was able to make a local contribution to support schools near the maximum (“cap”) that the state allows. (The cap is roughly equivalent to 0.00265 times the assessed property value in Sitka.) As finances have tightened, the local contribution to the schools has declined in both nominal and inflation-adjusted dollars (Figure X) to between 75-90% of the cap most recently. At the same time, the School District has been facing increasing health insurance premiums along with the city and hospital, and (like everyone else) higher fees for electricity, water and sewer, and solid waste disposal. Adding general inflation to the mix, funding is tight. If Sitka funded to the cap, the extra \$700,000 could provide seven teaching positions or offer or reinstate many other instructional options. The School District’s goal is for the CBS to fund education to the cap.

**Figure 20 - Cap (Maximum Allowed Local Contribution) and Local CBS Contribution**



Source: Sitka School District

## Work to Closing the Achievement Gap for Low Income Students

Depending upon the measure used, somewhere between 10-20% of Sitkans are having a very hard time making ends meet. During 2016-2017 academic year, over one-third (36%) of students in Sitka Schools were in families whose income was low enough that they qualified for a free or reduced fee school lunch.<sup>5</sup> As noted in the economic section of this Plan (chapter X), the 2011-2015 ACS survey estimates that 9% of all residents had income below poverty level in the last 12 months, 9.9% of Sitkans received food stamp/SNAP benefits, and approximately 22% of households earned less than \$35,000 in 2015. A SSD initiative is to apply resources to close the achievement gap for low income students. The Wooh.een Yei Jigaxtoonei preschool program is part of this effort. These and similar efforts need financial support for success.

<sup>5</sup> Families that earned less than 130% of the federal poverty limit (FPL) qualify for a free lunch and those earning up to 185% of the FPL qualify for a reduced fee lunch. Using the January 2017 federal poverty thresholds in Alaska, this is for example a family of four earning less than \$39,975 for a free lunch, or earning less than \$56,888 for a reduced fee lunch. For a single parent with one child, annual income limits to qualify for a free lunch are \$26,377 or \$37,537 for a reduced fee lunch.

## **7 Sitka Community Hospital**

This will be completed in July-August after SCH-SEARHC plans further develop

## 8 Goals, Objectives and Actions

### GOAL

**Provide desirable community facilities and services in an efficient and cost effective manner that meets the needs of Sitka's residents, businesses, and visitors.**

**OBJECTIVES (POLICIES)** *It is the policy of the City and Borough of Sitka (CBS) to...*

#### 1. Cooperation

Public, private, and nonprofit providers of publicly used facilities, infrastructure, and services are encouraged to cooperate in order to efficiently and effectively enhance the economy and the enjoyment of life for the residents and visitors of Sitka.

#### 2. Public Communication, Outreach, and Notice

Assure public awareness of pending actions of the Borough which are significant to the well-being of the community.

#### 3. Capital Projects

Develop a Capital Projects strategic plan in order to provide predictable improvement and maintenance funding for CBS facilities, infrastructure, and utilities. This will assist with department planning, and provide predictable rates for home and business budgeting.

#### 4. Efficiency

Maximize use of existing infrastructure before building new. *(Cross reference with identical Land Use and Transportation Objectives No. x-x and x-x)*

#### 5. Capacity

Ensure Sitka's utilities have the capacity to reliably meet the demand and need for water, wastewater, storm water, solid waste, and electricity.

#### 6. Sustainable Development

Use low impact design, construction, operations and maintenance techniques to reduce air, noise, and water pollution and lower the cost of operations. *(Cross reference with identical Transportation Objective No. x-x.)*

#### 7. Civic Facilities

Maintain and as funding allows improve Sitka's civic facilities, which contribute to resident and visitor quality of life and experience.

#### 8. Public Safety

Provide public safety services for Sitka's diverse community in a fair and equitable manner. This includes police, jail, fire, ambulance and EMS, search and rescue, and animal shelter services.

#### 9. Educational Excellence

Recognize the link between excellent youth and adult education, a strong economy and workforce, and quality of life.

## OBJECTIVES AND ACTIONS

1. **Cooperation Objective - Public, private, and nonprofit providers of publicly used facilities, infrastructure, and services are encouraged to cooperate in order to efficiently and effectively enhance the economy and the enjoyment of life for the residents and visitors of Sitka.**
2. **Public Communication, Outreach, and Notice Objective - Assure public awareness of pending actions of the borough which are significant to the well-being of the community.**
  - A. **Action:** Continue to provide easy-to-understand information and opportunities for assembly and public discussion of Sitka's utilities, harbors, streets, recreation, and buildings annual operations and maintenance costs and expected Capital Project needs and financing.
  - B. **Action:** Continue to provide public notice on pending matters and explore new opportunities to increase public awareness and involvement.
  - C. **Action:** Make available copies of relevant documents prior to a meeting or event at which a hearing is to be held and a decision made.
  - D. **Action:** Maximize government to government relations between the City and Borough of Sitka and Sitka Tribe of Alaska.
  - E. **Action:** Include Sitka Tribe of Alaska in City and Borough of Sitka project reviews on relevant matters.
3. **Capital Projects Objective - Develop a Capital Projects Strategic Plan to provide predictable improvement and maintenance funding for CBS facilities, infrastructure, and utilities. This will assist with department planning, and provide predictable rates for home and business budgeting.**
  - A. **Action:** Prepare a low, medium, and high revenue forecast and use to identify 3 to 5 year capital project funding levels under each scenario for General Fund maintenance and improvements (street and sidewalk maintenance, paving, and improvements; local trails, parks, ballfields and playgrounds; and city offices). For predictability and planning, consider creating a formula that links funding levels to available undesignated general fund balance and revenue.
  - B. **Action:** Continue to regularly update a list of realistic medium and long term maintenance and capital needs with costs.
  - C. **Action:** To generate funding for infrastructure development, compare current development review fees to that of similar locales and consider new funding mechanisms such as development impact fees, local improvement districts for system-wide problem areas, organizing a citywide stormwater utility, and similar ideas.



- D. Action: Base utility rates on an equitable and true assessment of the costs to operate, maintain, and contribute to an equipment replacement fund. Periodically perform rate studies of utility fees and adjust fees as needed based on results.
  - E. Action: Monitor Legislative and Congressional support for critical revenue sources and actively lobby for Sitka's fair share of funding (e.g. Harbor facility grants, School debt reimbursement, PERS/TRS debt support, Secure Rural Schools funding (federal), Payment-in-lieu-of-Taxes or PILT (federal), Federal highway funds and federal transportation legislation, funding to the Statewide Transportation Improvement Program or STIP, etcetera).
  - F. Action: Host an annual Assembly-Enterprise Fund staff/board work session to review and discuss annual operations, revenue, and capital needs.
- 4. **Efficiency Objective - Maximize use of existing infrastructure before building new.** *(Cross reference with identical Land Use and Transportation Objectives No. x-x and x-x)*
  - 5. **Capacity Objective - Ensure Sitka's utilities have the capacity to reliably meet the demand for water, wastewater, stormwater, solid waste, and electricity.**
  - 6. **Sustainable Development Objective - Use low impact design, construction, operations and maintenance techniques to reduce air, noise, and water pollution and lower the cost of operations.** *(Cross reference with identical Transportation Objective No. x-x.)*

#### Drinking Water

- A. Action: Protect water supplies and watersheds from the adverse effects of development.
- B. Action: Add a 3<sup>rd</sup> water storage tank with at least 1.15 million gallons to ensure capacity to provide for one day of average water consumption plus maximum fire flow demand.
- C. Action: Improve water pressure at higher elevations such as the Jarvis and Lance Drive areas and at high points on Sawmill Creek Road.
- D. Action: Complete site identification, design and cost estimates to develop a secondary drinking water source for the community. Potential back-up sources include Starrigavan well field and Green Lake.
- E. Action: Design and construct a dedicated water supply line from Blue Lake.
- F. Action: Continue a systematic program to replace aging water pipe infrastructure.

### Waste Water Collection and Treatment / Sanitary Sewer

- G. Action: Maintain communication with ADEC and EPA to ensure 301(h) waiver for Sitka's waste water treatment remains in place.
- H. Action: Continue systematic repair of wastewater collection segments in poor condition including:
- Jamestown Drive
  - Wolff Drive
  - Lance Drive
  - Princess Way, Seward Street, and Barracks Street
  - Tlingit Way, Marine, and Seward Streets
  - Observatory, Seward, and American Streets
  - New Archangel Sewer Upgrade
  - Kimsham, Tilson, and Petersen Streets
  - Old Harbor Mountain Road
  - Viking Way and Valhalla Drive
- I. Action: Replace the wastewater treatment facility's HVAC and replace/upgrade the building envelope in order to extend the facility's useful life.

### Stormwater and Drainage

- J. Action: Promote use of drainage and stormwater Best Management Practices (BMPs) as part of all development permitting, construction, and site and facility maintenance. This may include, but not be limited to:
- Water quality BMPs including details on biofiltration swales, filter strips, wet ponds, and hydrodynamic separators.
  - Local Improvement District (LID) approaches with details for both large-scale and small-scale site design, such as preserving open space, minimizing impervious areas, preserving natural vegetation, revegetating with native plants, preserving soil infiltration during construction, and soil amendment of graded areas.
  - Details to minimize impervious surface areas for roadways, sidewalks, and driveways.
  - Details on low impact development and stormwater BMPs regarding building footprints.
  - Non-structural approaches to water quality and stormwater actions
- K. Action: Develop a 1-2 page handout for both developers and internal use on when a drainage plan is required and what elements it should include in order to ensure consistent and efficient review of project development permits and construction documents.
- L. Action: Inventory the following larger areas to complete the CBS stormwater infrastructure inventory: NOTE: some of these may be completed; Public Works will review and update this list.
- Mills Street and Georgeson Loop (pipe and ditch drainage system).

- Edgcumbe drainage basin (trace and survey several large open water and pipe systems across Halibut Point Road to salt water).
- Lake Street (near 703 Lake Street, 42-inch CMP crossing).
- Cascade Creek Road (pipe and ditch drainage system).
- Katlian Street and Olga Street (piped drainage system was partially mapped using infrastructure observed through photographs).
- Lake Street and Lincoln Street (piped drainage network was drawn using as-built drawings).
- Monastery Street, Baranof Street, Jeff Davis Street, and Park Street (piped drainage systems were drawn partially using as-built drawings, and infrastructure was observed through photographs).
- Japonski Island (piped and open channel drainage systems).
- College Drive and Lincoln Street (piped drainage system).
- Jamestown Way (piped drainage system).
- Knutson Drive and Sawmill Creek Road (piped and open channel drainage system).

M. Action: Continue systematic completion of drainage improvements in following high priority areas identified in Sitka Stormwater Improvement Plan:

- Hillside Subdivision Drainage System
- Davidoff Street Drainage System to Halibut Point Road (funding now budgeted)
- Peterson Avenue Culvert Crossing (funding now budgeted)
- Barracks Street and Lincoln Street Drainage System Realignment (funding now budgeted)
- Viking Way and Valhalla Drive Drainage Improvements
- Shotgun Alley/Rands Drive/Winchester Way Drainage System
- Tlingit Way - Install New Drainage System
- Granite Creek Road Detention and Retention Pond Improvements

#### Solid Waste

N. Action: Develop a one-site, one-stop consolidated recycle facility on city land for sorting, weighing, consolidating, baling, recyclable solid waste. Include updated equipment so a tighter, heavier bale can be created.

O. Action: Increase public education and training on why and how to recycle, how consumers should sort property, and why proper sorting is important.

### **7. Civic Facilities Objective - Maintain and as funding allows improve Sitka's civic facilities, which contribute to resident and visitor quality of life and experience.**

A. Action: Ensure use and success of Sitka Public Library, Harrigan Centennial Hall, and Sitka History Museum by protecting onsite parking and ensuring land use in the immediate area is compatible.

- B. Action: Institute systematic documentation of seasonal use of Sitka Public Library facilities and internet.
  - C. Action: Stay current on computer software, hardware, fast internet connection, and digital media subscriptions to ensure use and success of the Sitka Public Library and Harrigan Centennial Hall.
  - D. Action: Regularly track number of out-of-town attendees at conferences and other events at Harrigan Centennial Hall to better demonstrate economic benefit.
8. **Public Safety Objective - Provide public safety services to Sitka's diverse community in a fair and equitable manner. This includes police, jail, fire, ambulance and EMS, search and rescue, and animal shelter services.**
- A. Action: Plan, site, budget, and construct a multi-agency Public Safety Facility to replace police and jail at city-state building.
  - B. Action: Establish and fund (\$5,000/year) a public safety capital equipment fund for future major equipment purchases by the fire and police departments.
  - C. Action: Develop a strategy to hire additional staff to reach levels proposed in the December 2014 "General Fund Efficiency Audit & Comprehensive Management Plan" (Municipal Solutions) and as recommended by the Chief of Police. Compared to 2017 levels, this will include:
    - Two fulltime employees to perform a variety of essential functions to include, Records Management, Property and Evidence Technician, Crime Prevention and a backup 911 Dispatcher.
    - Three new police officer raising the authorized strength to 19. Specifically: an additional Investigator, Patrol Officer, and School Resource Officer.
    - One Fulltime Detention Officer
  - D. Action: Define city roles, responses, best management practices, and codes to encourage local food production (eggs, animals, agriculture) and also protect neighborhood health and safety.
  - E. Action: Facilitate and partner to create adequate detoxification facilities for both youth and adults.
  - F. Action: Facilitate and partner to create an appropriate facility to house people experiencing a mental health emergency.
  - G. Action: Facilitate and partner to develop temporary safe housing for homeless persons.
  - H. Action: Facilitate and partner to create a safe, clean, and secure place for juveniles in crisis or that are under arrest.

- I. Action: Facilitate and partner to achieve the following prevention and early intervention programs in order to reduce social problems in the community:
- Home-based detention programs.
  - Problem Oriented Policing, which is police recognizing recurring or developing crime and safety issues, and then work with other agencies to resolve the problem.
  - Enhanced city support for Sitka Counseling, Prevention and Treatment Services.
  - A School Resource Officer (SRO) who works collaboratively with school personnel to prevent the victimization of school age children.
  - Ongoing crime prevention and personal safety education, including bicycle and pedestrian safety programs for children, drivers education, and crime prevention through community and environmental design.
  - Community wide substance abuse education and improved access to treatment programs.
  - Comprehensive, integrated health education curriculum in the public schools.
  - Coordinated domestic abuse prevention and intervention systems.

**9. Educational Excellence Objective - Recognize the link between excellent youth and adult education, a strong economy and workforce, and quality of life.**

- A. Action: Continue conversation and analysis among CBS Finance Director and School District business and maintenance personnel to identify realistic (rather than industry standard) 5 and 10 year Capital Project needs.
- B. Action: Strive to fund the Sitka School District “to the cap” (maximum the state allows) as well as to fund items “outside the cap” but that make important contributions to both schools and the community.
- C. Action: Continue to provide diverse and strong educational offerings through partnerships among the Sitka School District, Mt. Edgecumbe School District, Sitka Arts Council, Sitka Fine Arts Camp, Sitka Sound Science Center, Sitka Tribe of Alaska, UAS, and others.

## Part of the Sitka 2030 Comprehensive Plan Land Use Chapter

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## 3.4 Future Growth Maps and Focus Areas

### 3.4.1 How to Use Future Growth Maps and Narrative

The Future Growth Maps will help guide growth over the next 10-20 years.

Preparing these maps and future growth direction required consideration and synthesis of issues and trends related to population, housing, utility and infrastructure, economic development opportunities, highest and best use of land, the physical and environmental character of the land base, residents' views and public comments, land owner's interests and planning principles to promote compatibility, and more.

The Planning Commission and the Assembly will use the Future Growth Maps and accompanying narrative along with other parts of this Comprehensive Plan when they make decisions. Future development projects and permitting, zoning and other code changes, rezoning actions, Capital Improvements, and land sales should be compatible with and follow the direction set out on the Future Growth Maps and in this Comprehensive Plan.

The Future Growth Maps establish areas of emphasis and direction, not regulation.

The land use and direction on the Future Growth Maps and narrative do not prohibit or allow certain type of development - that is the role of zoning, subdivision, building, and other municipal codes. However, permits and proposals will be reviewed against the Future Growth Maps and accompanying narrative to determine if the proposals are in concert with the future growth direction, desired land use, and preferences laid out in the Sitka 2030 Comprehensive Plan. Zoning maps or districts may be changed in the future to help accomplish the direction described in this chapter and shown on the Future Growth Maps.

Through this comprehensive planning process the Sitka community's broad public interest is defined and expressed and the rationale established to direct certain types of land uses to (and away from) particular areas. The City and Borough of Sitka also expects that the direction for growth and land use set out here will be implemented by State and Federal regulators as they review proposals for leases, approvals and permits.

Future Growth Maps are now presented with more specific intent language for 14 areas.



### 3.4.2 Starrigavan and North (Map A)

- Recreational Uses, Access Improvements to Katlian Bay

#### Recreational Use

At the (current) north end of Halibut Point Road are a US Forest Service Starrigavan Recreation Area (land side) and (water side) State of Alaska Old Sitka State Historical Park, which is also Gájaa Héén, the setting for a bloody confrontation between Tlingit and Russian American Company.).

This recreational area has numerous trails, a rental cabin, campsites, interpretative areas, parking, a boat launch, picnic areas, and more.

Due to state budgets cuts the State DNR Parks and Recreation Office in Sitka closed in July 2015. The Old Sitka State Historical Park is currently maintained by the National Park Service on a year-to-year contract while a private party maintains the boat launch.

This area is also home to a possible aquifer-based secondary drinking water source for Sitka.

#### Access Improvements, Recreational Use

Construction of a state 9-mile, one-lane gravel road with multiple turnouts from the north end of the road system at Starrigavan will begin in late 2017/early 2018. The purpose of the road extension is to increase recreational access and uses. This \$17 million state project will likely take two years to complete and will provide access to both Shee Atika Corporation and US Forest Service (USFS) and adjacent to Katlian Bay and then up the Katlian River.

Most of the former logging roads and bridges in this area have washed out. Future planning and work among the USFS, Shee Atika Corporation, the City and Borough of Sitka, and other interested parties will be needed to address parking, solid waste management, mitigation spending and projects linked to road construction/wetlands impacts, and trail and recreation improvements.

### 3.4.3 Granite Creek and No-Name Mountain Area (Map A)

- A mix of land uses and development is expected, Master Plan recommended.

Uphill from subdivided parcels along Halibut Point Road, between No Name Creek and Granite Creek, is approximately 800 acres of municipally owned land. Farther uphill it is adjacent to US Forest Service land.

#### Harbor Mountain Road

Between Granite Creek Road and Harbor Mountain Bypass Road is a subdivision (off HPR) which has a blocked-off pioneering “Harbor Mountain Road” road that intersects Harbor Mountain Bypass Road at about the USFS Parking lot. This rough road provides access to about 10 acres of undeveloped CBS land that could be relatively easily subdivided for residential development. This area could also support agricultural land uses that could serve as a buffer between higher and lower intensity development.

#### Granite Creek-No Name Mountain Area

Current land use is a real mix: there is industrial quarrying, recreational (golf), light and heavy commercial, storage areas, and residences.

A city rock resource investigation is needed. Based on reasonable rates of rock use, an end date for useful Granite Creek quarry life should be identified. Further, how much rock resource exists on the three parcels (no road access) to the north should be identified along with costs to develop and alternatives for a city rock source (with development costs).

The Granite Creek-No Name Mt area could be redeveloped for a mixture of uses. A Master Plan for the area is recommended that takes existing terrain into account. Development would happen first where utilities and roads already exist and land was quarried. Later, development that depended on road and utility extensions occurred.

Several uses are possible, some requiring road and utility extension. The area could support a combination of large lot residential living, a smaller home clustered development concept, as well as provide opportunity for homesteading, a sweat equity or lottery style program. Neighborhood commercial, and more intensive commercial development would be here as well, with buffering to protect residential use.

### **3.4.4 Waterfront between Ferry Terminal and Halibut Point State Recreation area (Map A)**

- Water-oriented commercial and industrial use, and, state recreational area

Between the ferry terminal and Halibut Point Marine cruise ship dock and boat yard is an approximately 17 acre wooded City and Borough of Sitka owned waterfront parcel. This parcel could be leased or sold to further support the growing water-dependent and oriented commercial and industrial development in this area (which includes a private marina, HPM cruise dock, a boat repair yard, the state ferry terminal, a commercial barge landing, and more). If subdivided into a mixture of lot sizes, it could attract a diversity of different sized water-dependent businesses. Another possibility is a land exchange to consolidate area barge and trucking services here, potentially freeing-up the existing barge line office and uplands complex off Sawmill Creek Road for expansion of adjacent marine repair services and boat building businesses.

The State of Alaska 15-acre Halibut Point State Recreation site is along the waterfront across from Granite Creek Road. It has a small office building, waterfront residential apartment, parking lot, and four picnic shelters. The State DNR Parks and Recreation Office in Sitka closed in July 2015. State Parks is interested in finding an entity (Veterans, Boys Scouts/Girl Scouts, borough, a school, etc.) to take over management of this area, which would include retaining any income generated.

### **3.4.5 Benchlands and Harbor Mountain Bypass Road Area (Map A)**

- Adherence to Sitka's Landslide Area Management statutes and codes for development in moderate and high landslide areas.

In 2007, the 193-acre Benchlands tract was purchased from the University of Alaska for \$3.5 million for housing development. It included over 2 miles of 1980's era pioneering roads developed by the city. Development was proceeding until tragedy struck in August 2015 after a downpour dropped extremely heavy rain in a short time period and over 65 landslides on Baranof Island occurred, including one in this area that took three lives and left behind extensive damage. As a result the federal government (FEMA) and the State of Alaska (DGGs), with the borough's support has initiated a community-wide hazard mapping project focused on landslides. The maps will depict areas as low, medium, or high landslide risk. In July 2017 the CBS adopted Ordinance 2017-14 on Landslide Area Management that established rules for developers and property owners in moderate and high risk landslide areas.

Landslide mapping for the majority of the community is pending. Following direction set by the 2017 Landslide Critical Areas ordinance, areas will be restricted to specific uses depending on risk levels. Geotechnical investigations and/or waiver requirements as described in SGC Title 20 Environmentally Critical Areas code must be followed.

### 3.4.6 Eastside of Airport (Map B)

- Transshipment-related commercial and industrial development; buffering for nearby residential.

The scarcity of developable land close to town as well as the adjacent developed infrastructure and water access has resulted in recent higher end residential development around Alice Loop. This is despite the proximity to the airport and related aircraft noise.

For future growth, the Charcoal Island area is an excellent location for future shipment related commercial or industrial growth. Encourage the state to move forward with site preparation to make the area available for lease. Over time proximity to the airport could make this a good site for the Cold Storage to relocate, which would also free up highly valuable waterfront along Katlian Avenue.

The undeveloped parcel between Charcoal Island and Alice Loop could be a buffer between these differing land uses. The old elementary school is a good site for a restaurant or other light commercial uses that complement either the harbor or residences.

### 3.4.7 Katlian Area Street (Map B)

- Extend seawalk to this area, increase residential use, and celebrate area culture and history.

#### Historical and Land Use Overview

Katlian Street and the surrounding area is a major part of the original “Sitka Indian Village.” It is home to 14 clan houses and the Alaska Native Brotherhood Hall, Sitka Camp No. 1 (ANB) and was built in 1918. The ANB Hall is used daily and a National Historic Landmark. The area also includes the restored Russian Blockhouse, various historic Native and Russian grave sites and cemeteries, the Baranof Island Housing Authority, a diversity of residential structures and uses, commercial businesses, and industrial waterfront business that are primarily fish processors and related retail.

Current zoning along Katlian Street includes Public Lands (P), Central Business District (CBD), Waterfront (WD), Single-Family Duplex (R-1), and General Commercial (C-1). In addition, the Katlian area is supportive and interconnected with Kaagwaantaan Street (spelling differs), the ANB Harbor, Thomsen and Eliason Harbors, Lincoln Street, Central Downtown area, and Marine and Seward Streets. This mix of history, industry, residential use, connectivity to other areas, and its walkability and proximity to central downtown will require collaborative planning to chart out specific future growth goals and development projects.

## Future Planning and Growth Topics

### **A. Changes to Development Standards**

The current zoning (CBD, WD, C-1, P, and R-1) creates a mix of required development standards that range from heights of 35 feet to 50 feet, lot widths from no requirement to 60 to 80 feet, and lot sizes from no requirement to 6,000 to 8,000 square feet. Existing historic buildings and uses generally do not meet current development standards without variances or often insurmountable obstacles. Zoning and development standards should be changed here to reflect historic and current uses, lot sizes, and the area's character to allow affordable and practical commercial, industrial, and residential development.

#### ***Parking***

Currently, parking is an issue for all uses here. Some residences do not provide onsite parking. Other homes have shared parking that is below current standards. There is little room for increased parking areas as lots are small and access severely restricted. The area's commercial and industrial uses have either shared, minimal on-site parking, or no parking. Overall, parking is mostly not in compliance with existing development standards. Further, existing parking areas also conflict with commercial, pedestrian, and vehicular traffic patterns. Fortunately, the area's compact and walkable natures and its central location make it a good candidate for reduced required parking. To address parking, community suggestions are to consider flexible and reduced parking such as shared parking agreements, reduced requirements, and emphasis on walkability.

#### ***Lot Sizes***

Most lots do not meet the development standards in some way. To avoid continual reviews of projects that do not meet impractical standards, required lot sizes should be amended to better match historic development patterns. For example, residential lot sizes of 3,000-4,000 sf seem to make more sense than the currently required 6,000 to 8,000 sf. Further study to identify standards that will work for the area is needed to include the desired the mix of uses and structures, reduced minimum lot size and width, and increased heights.

### **B. Mixed-Use Development**

The area has a mix of residential, commercial, and industrial uses. A master plan that promotes balanced and supported this various uses is needed. Mixed use development with retail or commercial on the 1<sup>st</sup> floor and residential above along Katlian Street, and in other areas mixed-development that balances and promotes existing development will encourage investment while balancing harmony of uses and mitigation of impacts to surrounding properties.

### **C. Roads and Sidewalks**

Recent review of roads, sidewalks, and driveways corroborates prior work documenting that all transportation infrastructure here is in poor condition and creates negative impacts to walkability and vehicle movement.

### ***Practical Constraints***

Practical solution to the problems associated to the roads and sidewalks is challenging due to historic impacts, limited space, multiple uses, existing structures, and multiple jurisdictions and ownership interests. Solutions will necessitate further study, collaboration, and a flexible approach.

### ***Most Probably Solutions***

Considering the practical constraints and past plans, and working groups' proffered solutions, It appears that the best solutions include a widened sidewalk on one side of the road only, extending the seawalk to this area, and road reconfiguration. Additional community suggestions are more historical signage and other displays, improved lighting, the addition of seating and bench areas, a bike lane, and clearly marked pedestrian crossings. Expansion of the right of way and double-sided sidewalks would be impractical and not recommended.

## **3.4.8 Central Business District (Map B)**

- Maintain the compact, walkable, charming character of downtown's Central Business District while promoting infill, higher density redevelopment, and more residential multi-story buildings. Encourage more residential development in areas adjacent to town too.

### **Downtown Character and Successes**

Sitka has a lively well used walkable downtown with unique shops, eating and drinking businesses, accommodations, and apartments. Its successful downtown is enjoyed by residents, other Alaskan visitors, and tourists. Downtown development patterns have been achieved through a combination of the Central Business District (CBD) zoning rules; by public investment in complementary parks, green space, parking, waterfront walkways, sidewalks, and attractive civic facilities; and by having a stable population and good economy. Sitka's CBD Zoning District has no height limits, no parking requirements, no required setbacks, and no minimum lot size. The public and private investments and zoning rules that helped create and reinforce this development pattern should be recognized, valued, and continued. Many downtowns today would consider this progressive zoning for a downtown area, desired because it's intended effects and what is seen in Sitka's downtown.

### **Higher Densities, more Residential and Commercial Development in CDB**

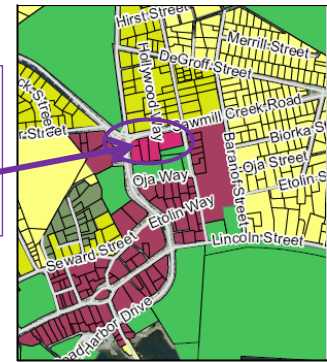
The CBD would benefit from more residential development. Many ask why there is only one multi-story apartment building (Cathedral Arms) in the area whose 37 units (12 studios, 24 1-bedrooms, and 1 penthouse) are typically full with a waitlist. If waitlists and public sentiment are an indication there is demand for more downtown apartments and condominiums. Conduct an analysis of the obstacles to achieving this and identify appropriate remedies, investments, or incentives the CBS could take to help achieve development of more apartments and condominiums.

Most buildings in the CBD are two-story, very few are over three-stories. However, there are approximately 13, one-story buildings that underutilize this highly valuable real estate. A goal over

time is to encourage redevelopment to multi-story buildings that are retail on the bottom floor and a mix of residential units and offices above.

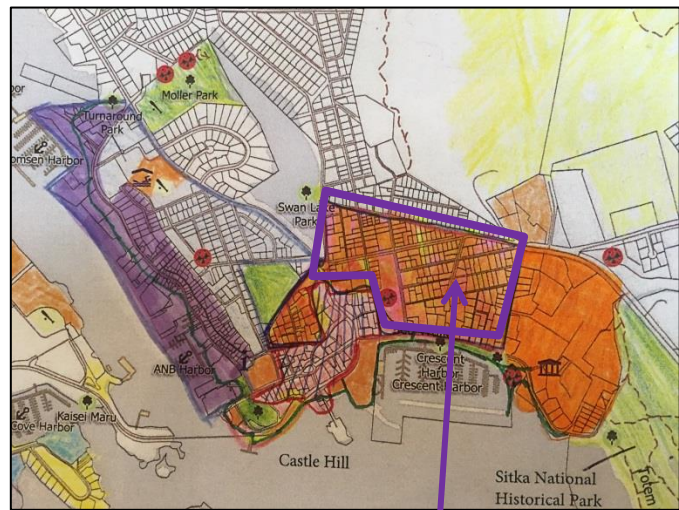
Specifically, the one block south of Sawmill Creek, between Lake Street and Monastery Street, should be rezoned from Commerical-1 to CBD. See illustration to right.

**Zoning Map Excerpt**



### More Residential Development, Infill and Higher Densities in “Greater Downtown”

More people living in and near downtown will help make downtown vital and lively on the weekends and evenings year round. More people translates to more commerce and more activity. To achieve this, the city’s goals in the “greater downtown” area are to encourage revitalization of rundown structures, development (“infill”) of vacant lots, redevelopment at higher densities, including apartments, condominiums, and multi-plexes. The borough may consider an overlay zoning district within which certain incentives, bonuses, or code relaxations could occur, or it may enact zoning code changes to accomplish this goal.



**“Greater Downtown”**

### **3.4.9 Commercial Development in and around Downtown (Map B)**

#### HPR along Swan Lake, from Marine Street to DeGroff Street

Despite the Residential-2 zoning here, current land uses are small professional service offices that require parking such as doctor’s offices, credit unions, insurers and similar uses. Land for this type of land use convenient to town is needed. Rezoning or other code changes needed to encourage this land use pattern are supported. Locating parking behind, rather than in front of, buildings is encouraged, as is top floor residential use.

#### Marine Street – A Place for “Live-Work” Uses and Development

Marine Street land use is primarily multi-family, with a major CBS electrical substation. This residential street has higher than typical vehicle and pedestrian use as it is used as a “short-cut”



between town and HPR<sup>1</sup>. Over time a development pattern with 2-3 story townhomes and multi-family homes is encouraged to continue; this is a good location for “Live-Work” business such as small home or professional service offices where the business owner also lives in the building. The type of businesses desired would be those that do not need customer parking or create significant customer traffic. Permit approvals would be expected to favor these requests here, and zoning and other codes would support this.

#### **3.4.10 Sheldon Jackson Vicinity – Educational/Science/Arts District (Map B)**

- Create a Sheldon Jackson area zoning district or zoning overlay that encourage uses that support Sitka’s education, arts, and sciences economy and activity, while preserving and enhancing the historic character of the former Sheldon Jackson College campus.

Future growth in this area is expected to support and increase education, arts, and sciences activity within the Sheldon Jackson campus and nearby areas.

Collaborative work with Alaska Arts Southeast Inc, Sitka Sound Science Center, Sheldon Jackson Museum, the “Campus Owners Association” group, and others to maintain the historic character and beauty of the area and buildings. The CBS supports related construction or renovation in this district that includes compatible commercial uses and residential dorms, apartments, condominiums, or homes for students, seniors, faculty, and visitors. A future rezone or overlay district to implement this vision is expected. An important element of all development will be attention to providing a buffer for adjacent residences.

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<sup>1</sup> Marine Street has an AADT of 795 in 2015, compare to Indian River with 150 AADT- see the Transportation Chapter of this plan.

### 3.4.11 Indian River (Map B)

- This is a high priority CBS housing development area; encourage residential development. Complimentary uses include agricultural, a multi-use/partner facility that could include a tsunami shelter.

The Baranof Island Housing Authority (BIHA) owns about 200 acres of land in Sitka. It is primarily in the Indian River area, where there are now approximately 100 parcels, most with single family homes. BIHA is the Tribally Designated Housing Entity for Sitka Tribe of Alaska, and was created in 1980 to address housing needs of Tribal citizens and other residents of Baranof Island, Alaska.

Undeveloped land on either side of Yaw Street and north of Herb Didricksen and Andrew Hope Streets is arguably the most developable land in Sitka today. Roads and utilities are immediately adjacent, the Cross Sitka Trail and sidewalks and bike paths to town are nearby; the land is relatively flat and has good sun exposure.

Residential development is highly encouraged. A tool (such as Planned Unit Development, cluster subdivision design, smaller lots sizes) to allow higher density development that preserves/clusters around open space will benefit both the environment and economics of utility extension and development. BIHA's mission focuses on providing affordable housing; collaboration with others could result in mutually leveraged financing to create a mixed-housing style subdivision. For example, there is potential USDA infrastructure assistance, market-rate homes could be for sale and the proceeds used to help subsidize affordable housing.

In the late 2000's a tsunami warning resulted in clogged roads, crowds, and congestion as residents all tried to get to a single tsunami shelter at the high school. This highlighted the need for another tsunami shelter in Sitka. This would be a good location for a multi-use/multi-funder facility. Among the possible co-located uses are a tsunami shelter, child care facility, transitional housing, and recreation center.

This is also an area where agriculture and food production is logical as area wetlands could be a benefit and this could be a buffer between the rock quarry and residential use. There is flat land, good sun exposure, fresh water, it is close to roads and there could be a workforce partnership with BIHA and neighborhood residents.

Finally, as residential development proceeds, several public comments during development of the Sitka 2030 Comprehensive Plan emphasized that the Indian River watershed is used by wildlife, for subsistence, and for the enjoyment of the open space and vistas. These uses must be respected and considered.

### 3.4.12 Jarvis–Smith–Price–Lance–Chirikov Area (Maps B and C)

Note final maps will NOT cut this area in half!

- Reduce land use conflicts over time by separating less and more intensive land uses, and requiring buffers to mitigate incompatibilities.

There are more unhappy neighbors and Not-In-My-Backyard complaints in this neighborhood than any other in Sitka. This has developed over time due to a mix of zoning districts here and the fact that commercial and industrial zoning districts in Sitka allow residential uses within them. As a result, this neighborhood has both high end and subsidized dwelling units close to industrial and intensive commercial uses.

Some strategies to address this are to: a) amend zoning codes to clarify light and heavy commercial and industrial zones. Amend zones to reduce residential use, limiting conflict. b) Develop buffering requirements to provide a noise and visual buffer around heavy commercial and industrial uses, c) rezone to encourage a different type of development pattern over time.

The Future Growth Map lays out a desired development pattern to be achieved over time here of: residential development east of Lance Drive (and north of Vitskari), residential development between Price Street and Lance Street, and light/heavy commercial and industrial development between Jarvis and Price Street. Harmony amongst the different uses depends on heavy buffering and development of sidewalks within the Price Street right of way.

There are opportunities for residential development on undeveloped privately owned lots, as well as on adjacent Forest Service land, on the east end of this area. Contact landowners to identify why these lots have not been developed to see if there are obstacles to removed.

Explore the idea of a land exchange to relocate freight transfer and trucking facilities from this area to municipal waterfront land near the barge landing.

Note final maps will NOT cut this area in half!

- Sitka zoning and other codes should recognize two types of waterfront development; that which is more light-commercial and tourism oriented in nature and will likely have some interspersed residential use, and that which is heavier commercial-industrial in nature.

### 3.4.14 Gary Paxton Industrial Park (Map C)

- The \_\_\_-acre uplands and \_\_\_-acre tidelands that comprise the Gary Paxton Industrial Park (formerly the Sawmill Cove Industrial park) at Silver Bay is an important part of Sitka’s past. Here, the Alaska Pulp Company operated a 450 employee (at its peak) pulp mill in Sitka from 1959 until 1993, under a long term contract with the US Forest Service.

[illegible]

policies. Current anchor tenants are Silver Bay Seafoods, Fortress of the Bears, Cove Partners/Starwest, Northern Southeast Regional Aquaculture Association, and CBS utilities. GPIIP and adjacent municipal tracts have a special zoning district to provide development flexibility by allowing many uses that are permitted in both the waterfront and industrial zoning districts.

### Infrastructure

The state reconstructed Sawmill Creek Road to GPIIP in 2015 to accommodate increased traffic to and from the industrial site. In 20xx, Sitka Rides began regular transit service to and from GPIIP. In 2017, the CBS will construct a multi-purpose deep water dock made possible with state funding, making GPIIP a true access point for land to sea markets.

### Guiding GPIIP Development Principles

1. Preserve public access and marshaling areas to the waterfront, as it is the most commercially viable waterfront left in Sitka.
2. Make lease, buy/sell or other land use decisions based on the mission of the Park – to create family wage jobs for Sitkans in a financially responsible manner.
3. Consistent with principles 1 & 2, identify and minimize negative cash flows to the City from the operation of the Park.

#### **3.4.15 Goddard Hot Springs**

- Maintain visual beauty, public recreation use, and existing facilities. Area focus is public recreation.

The City and Borough of Sitka owns over 800 acres of land in the Godard Hot Springs area, which is located about 15 miles south of Sitka, to the east of Biorka Island and Hot Springs Bay. The most sheltered anchorage for users is in Kliuchevoi Bay. With the exception of two private parcels in Kliuchevoi Bay, most of the land is municipal, with a restriction on the deed that the land is to be used for public recreation, according to the 2002 State of Alaska Northern Southeast Area Plan. The State of Alaska owns 1,070 acres in the vicinity of Big Bay. During the early part of this century, a hotel and 40-room sanitarium were heated by Goddard thermal-spring waters.

The municipality built two bathhouses for public use, and these receive intensive use in the summer months. There are also other minor thermal springs located ½ mile east of the bathhouse area. There is a fairweather anchorage directly in front of the tubs in Hot Spring Bay, and places to camp along the shore. There is also much evidence of prior settlement in the area.

Thought of as the "playground of Sitka", the Goddard Hot Springs area is one of the most popular recreation areas in central Southeast Alaska. In addition to the hot springs, scenic beauty is the main visitor attraction, but fishing, hiking, camping, and hunting are close behind. The area is reached during good weather by small "day" boats and floatplanes, as well as hundreds of fishing boats which anchor up in the area. There is good bottom fishing in the area, as well as coho, chum, and

pink salmon as primary salmon species. Some years April hosts an herring spawn that can be observed along the salt water beaches. The uplands are habitat for various bird species along with deer and an occasional brown bear. Most of the topography of the area is level to moderately undulating. Tree cover is primarily hemlock with 25% old growth spruce, as well as low lying bushes and muskegs.

#### **3.4.16 Land Acquisitions/Exchanges**

- Acquire state lands to facilitate further development opportunities adjacent to the road system.

Areas of interest are

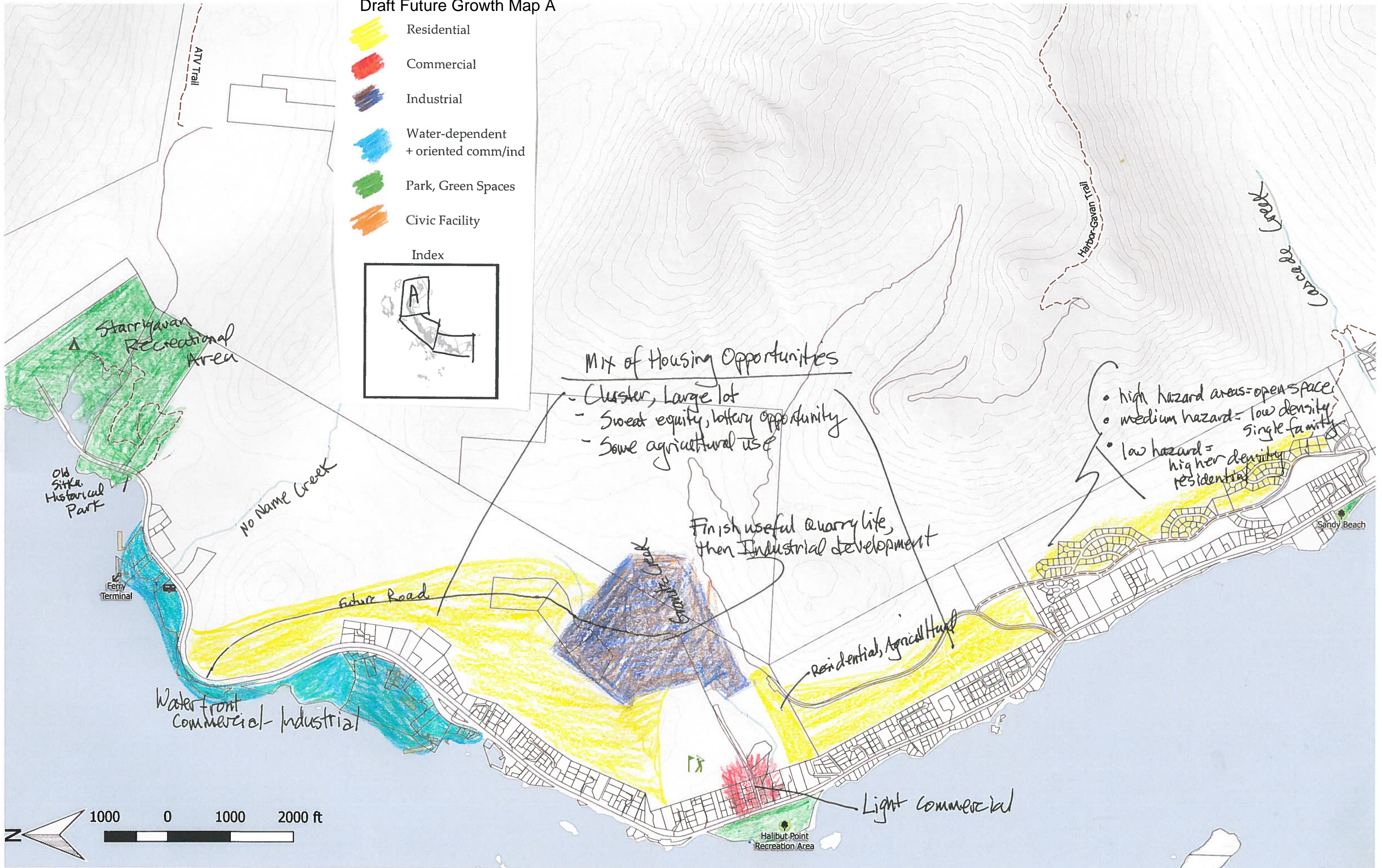
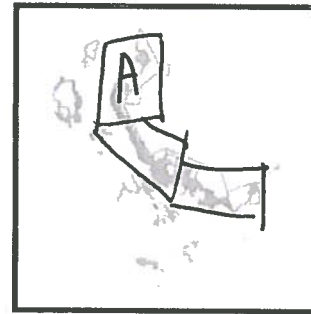
- Millersville on Japonski Island for future residential and/or economic development opportunities.
- North of Indian River quarry for future residential, recreation, and/or economic development opportunities.
- Two parcels at Starrigavan/Katlai Bay for recreation and/or economic development opportunities.
- The end of Seward Avenue for possible new Sitka Seaplane base.
- Off Sawmill Cove east of the Thimbleberry Lake access trail for future residential opportunities.



# Draft Future Growth Map A

- Residential
- Commercial
- Industrial
- Water-dependent + oriented comm/ind
- Park, Green Spaces
- Civic Facility

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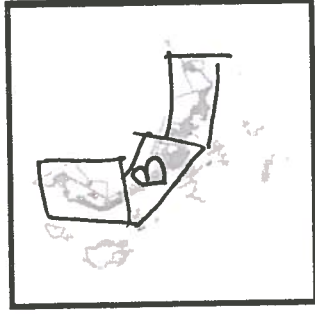




# Draft Future Growth Map B

- Residential
- Commercial
- Industrial
- Water-dependent + oriented comm/ind
- Park, Green Spaces
- Civic Facility

Index



Cascade Creek

Housing with trail protection

Top Priority Housing Opportunity Area - Agriculture - Multi-Use Facility

Housing

Buffers, separate uses

**Kathlamet District**  
 • Extend seawalk  
 • Increase residential  
 • Celebrate cultural history

**Central Business District**

Maintain compact walkable town  
 • Encourage residential development in multi-story buildings

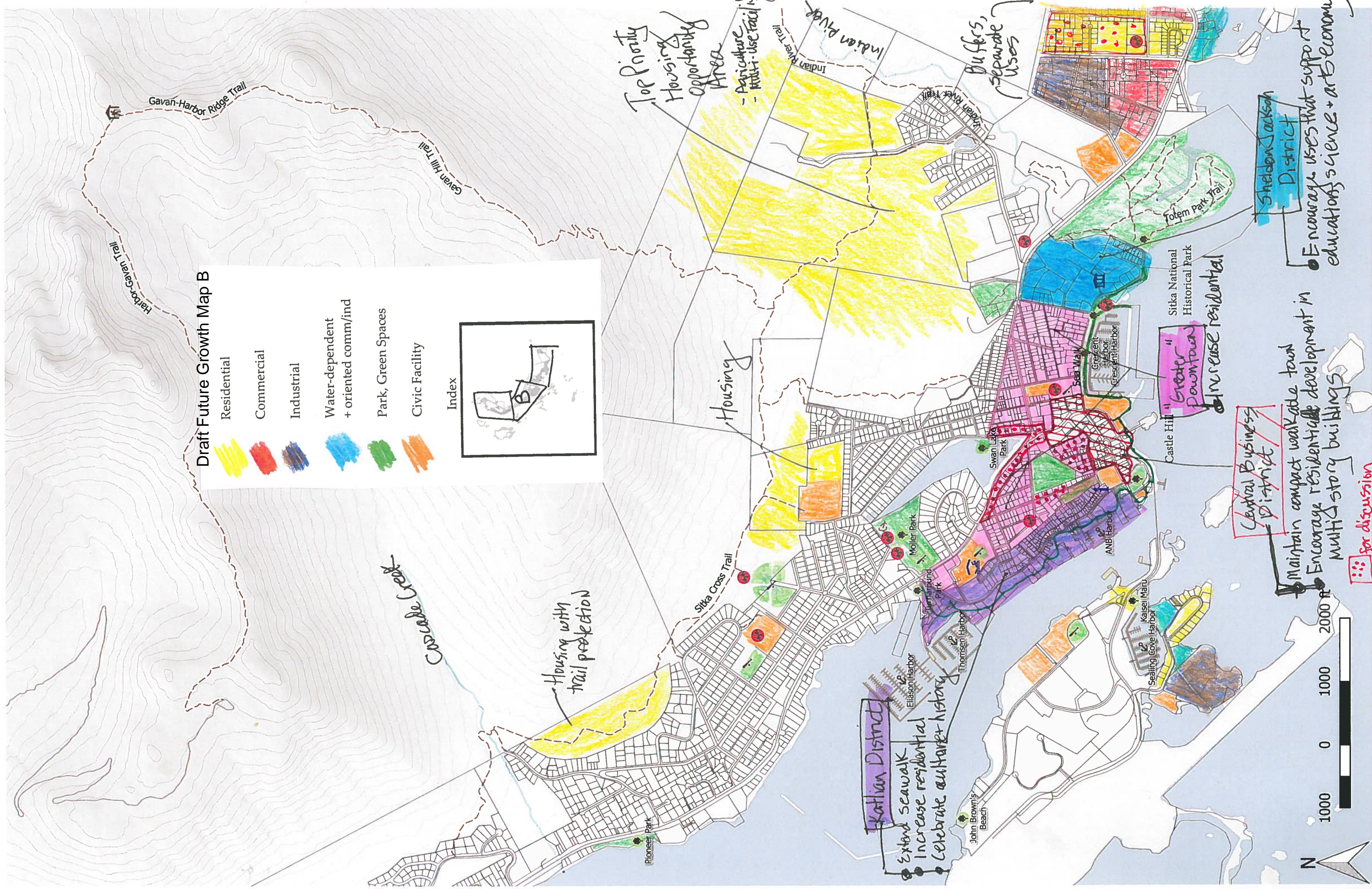
for discussion

**"Greater Downtown"**  
 • Increase residential

**Sheldon Jackson District**  
 • Encourage uses that support educational science + art economy



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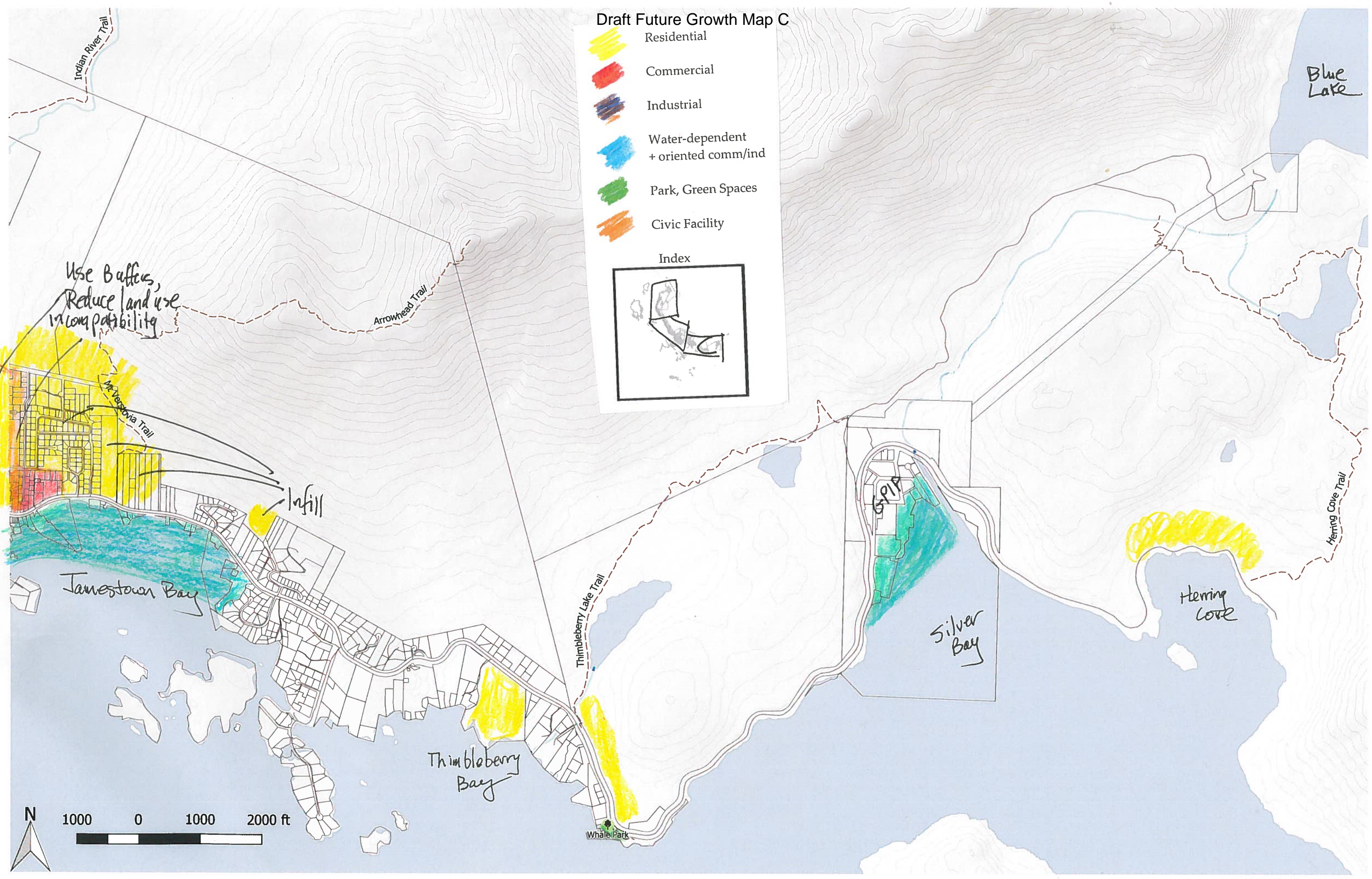




# Draft Future Growth Map C

- Residential
- Commercial
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