

Adopted by the City Council of Petersburg - February 7, 2000

City of Petersburg

Comprehensive Plan

Adopted by the Petersburg City Council

February 7, 2000

Adopted by the City Council of Petersburg - February 7, 2000

City of Petersburg Comprehensive Plan

Acknowledgements

Many groups and individuals contributed to this update of the City of Petersburg Comprehensive Plan. Valuable assistance from the following is greatly appreciated:

Mayor

Ted Smith

Jeff Meucci

City Council

Dave Isrealson

Sheila McFadden

Paul Anderson

Bill Tremblay

Dave Carlson

Barry Bracken

Marc Martinsen

John Johnson

Dewey Duvall

Planning and Zoning

Ed Sarff

Beverly Richardson

Bill Anderson

Jeff Hupp

Otis Marsh

Jim Whitethorn

Dan Goodwin

Ron Loesch

Larry Dunham

James Demko

City Staff

Linda Snow - City Manager

Patricia Curtiss - City Clerk

Bruce Hutchins - City Treasurer

Leo Luczak - Director of Community Development/Building Inspector

Bruce Jones – Public Works/Wastewater Director

Dale Stone - Chief of Police

Sam Bunge - Fire Chief

Ryan McFarland /Vickie Loftice - Parks and Recreation Director

Jim Stromdahl - Harbormaster

Dennis Lewis - Electric Superintendent

Nancy Reed - Elderly Housing Supervisor

Adopted by the City Council of Petersburg - February 7, 2000

Joyce Jenkins – Librarian

Others

Hospital Administrator - John Bringhurst

School Superintendent - Mary Francis

Table of Contents

Acknowledgement

Table of Contents **i**

Tables and Figures **x**

Tables x

Figures xi

Introduction **1-1**

Basis for Revising the Comprehensive Plan 1-3

Public Involvement 1-3

Comprehensive Plan Elements 1-5

Goals, Objectives, and Strategies Summary **1-5**

Background For Planning **2-1**

Location and Setting 2-1

History 2-2

Natural Features 2-5

Geology 2-5

Soils 2-5

Topography and Drainage 2-7

Climate 2-7

Vegetation 2-8

Wetlands 2-9

Fish 2-10

Adopted by the City Council of Petersburg - February 7, 2000

Wildlife	2-11
Birds.....	2-11
Demographics.....	2-12
Past Population Trends.....	2-12
Present Population.....	2-12
Population Age and Distribution.....	2-14
Population Projections	2-16
Economy	2-16
Economic Forecasts	2-20
State and Regional Trends	2-21
Planning Elements	2-24
Economic Plan	3-1
Economic Overview	3-1
Land Use Plan	3-1
Land Use Overview.....	4-1
Land Ownership and Management.....	4-2
Federal Government.....	4-2
State of Alaska.....	4-3
City of Petersburg	4-4
Development Suitability	4-5
Slope.....	4-5
Soils	4-5
Floodplain	4-6

Housing.....	4-6
Existing Land Use.....	4-8
Residential.....	4-10
Commercial.....	4-13
Industrial.....	4-15
Public.....	4-18
Future Land Use Demands.....	4-18
Commercial.....	4-21
Industrial.....	4-21
Public.....	4-22
Parks and Recreation Plan.....	5-1
Parks and Recreation Overview.....	5-1
Parks and Recreation Department.....	5-2
Community Recreational Facilities and Programs.....	5-3
Facilities.....	5-4
Existing Parks.....	5-6
Trails and Boardwalks.....	5-9
Other Facilities/Special Use Areas.....	5-9
Maintenance and Operations.....	5-10
Parks and Recreation Master Plan and Capital Improvement Program.....	5-11
Current Capital Improvement Projects.....	5-13
Public Facilities and Services Plan.....	6-1
Public Services.....	6-1

Adopted by the City Council of Petersburg - February 7, 2000

Police Department 6-1

Fire Protection/EMS 6-2

Public Library 6-4

Utilities 6-6

Water System 6-6

Water Supply 6-8

Water Treatment 6-9

Sewer System 6-9

Surface Water Drainage 6-11

Solid Waste 6-12

Electricity 6-13

Telephone 6-17

Post Office 6-17

Education 6-17

Senior Citizen Services and Programs 6-20

Other Services 6-21

Transportation Plan 7-1

Highway and Road Systems 7-1

Regional Transportation Projects 7-2

City Roads 7-2

Petersburg Transportation Projects 7-3

City Road Condition and Reconstruction 7-7

Priority of Paving for the City of Petersburg Road System 7-10

Incorporation of Pedestrian/Bikepaths into Road Construction	7-13
Traffic Circulation	7-14
Marine Transportation	7-16
Air Transportation	7-18
Sandy Beach Master Plan.....	8-1
Background.....	8-1
Natural Characteristics.....	8-2
Existing Uses	8-4
Future Development	8-4
Sandy Beach Master Plan Recommendations and Actions.....	8-7
Long Term Development	8-12
References.....	9-1
Appendices	9-2
Appendix A.....	9-2
Appendix B.....	9-2
Appendix C	9-2
Appendix D	9-2

Tables and Figures

Tables

Table 2-1	Population Overview
Table 2-2	Rate of Population Change
Table 2-3	Wrangell/Petersburg Census Area Population by Age and Sex: 1990 and 1997
Table 3-1	Housing Units in Petersburg, 1990 U.S. Census
Table 3-2	City of Petersburg Population
Table 7-1	1997 Transportation Needs and Priorities (Needs List)
Table 7-2	Projected Life Span of City Paved Streets
Table 7-3	Road Paving Priorities
Table 7-4	Projected Collector Roads to be Paved

Figures

Chapter 1

Introduction

In exploring future opportunities for the community of Petersburg, most residents would agree that it is important to promote orderly growth, diversify the economy, provide affordable housing, maintain the social values of a small community, safeguard the environment, and institute reasonable controls over land development and public services. A mechanism in which these needs can be expressed and implemented is the comprehensive plan.

But what is a comprehensive plan? It is a long-range blueprint intended to guide the growth and development of the community. It is developed by the community – residents, landowners, business owners, public officials, and city staff. It portrays what the community is today, both strengths and weaknesses, and what we want to happen in the future. The plan provides a way to shape a better community and to avoid costly mistakes detrimental to the community's well-being. It forms the basis for land use regulations and future policy decisions.

A comprehensive plan can be used by a community in the following ways:

- anticipate potential growth and forecast needs for land use, city infrastructure and services, and economic development
- provide guidance on how land use and infrastructure decisions can facilitate economic development
- present an opportunity for a community to assess how it is doing, identify strengths and values to preserve and on which to build, identify

weaknesses and problems to address, and examine current trends affecting the community

- facilitate community consensus on direction for the future, such as where growth should occur, what improvements are needed in roads, recreation facilities and utilities, and what types of development the community should encourage
- develop strategies to accomplish community goals and objectives, and assign responsibility for acting on those strategies to the city and other groups

Through the process of comprehensive planning, a community can promote, protect, and prepare. It can improve the public health and safety; preserve comfort, good order, and appearance. With some foresight, the plan can help prevent overcrowding of land, and forecast needs for transportation, water, sewer, and power systems. A balance can be struck in conserving, developing, utilizing, and protecting natural resources within its jurisdiction.

However, in order for the comprehensive plan to be a meaningful and effective document, it must be used by citizens, the City Administration, the Planning Commission, and the City Council. It must be kept current. Discussions related to community growth, redevelopment, capital and social improvements, or budget, need to occur in consultation to the plan...use it as a resource, refer to it when making decisions. The plan will help to bring into focus sufficient information and data so that the best possible objective judgement can be made.

This document is the City of Petersburg Comprehensive Plan and is an update to the 1984 Comprehensive Plan. It is designed to serve as a guide for citizens and civic decision-makers concerning land use, growth and development and enhancement of the quality of life for residents and visitors to the community. The plan contains current background information on the community's history, natural environment and economy.

The development of the Plan incorporates workshops and public meetings conducted by the planning consultants, numerous discussions with local officials and residents, and information from previous studies conducted for the City of Petersburg.

Basis for Revising the Comprehensive Plan

Petersburg has experienced significant changes in the years since the 1984 Comprehensive Plan was adopted. The community retains many of the values and characteristics of a small town that should be maintained. For example, Petersburg has a good education system, a traditional downtown business district, a traditional fishing industry, and is a community where people know and help each other.

However, Petersburg is also a growing community with an evolving economy and changing character. Both residential and commercial development is occurring outside of traditional areas for those land uses. Changes in the nature of the fishing, visitor, and timber industries that have occurred in Southeast Alaska in recent years, with their associated economic benefits and impacts, have also affected Petersburg to a certain degree. The city continues to consider issues associated with Borough formation and marine transportation links to other parts of Southeast Alaska.

The 1984 plan was heavily oriented towards a large number of policies, objectives, and actions. The number of policies made the plan difficult to use, and as a result, few of the actions have been accomplished. The City needs a plan that develops a more limited number of strategies to pursue, and set priorities for those strategies.

Public Involvement

A four-part public participation program was used to incorporate perspectives and suggestions from residents and various interest groups. Survey questions were developed through a series of workshops with the Planning Commission and the City Council. The survey was divided into two parts: general comprehensive plan questions and Sandy Beach Tract questions. Approximately 2,300 surveys were sent out to all registered voters in Petersburg and 470 surveys were returned for a sample of roughly 20 percent. Results from the returned surveys were entered into a database by Petersburg High School

students. The database was used to summarize the results and prepare a detailed summary of responses. Detailed summary survey results are included in Appendix A.

Focus Groups were then developed from citizens recommended by the Planning Commission and approved by the City Council with common interests to address planning trends and issues through a series of structured exercises, focusing the comprehensive plan revision process on common needs and action strategies. Common themes and main areas of emphasis were evaluated from the meeting results. The focus group meetings were held from January 27 –29, 1998. Themes from the Focus Groups are shown in Appendix B.

The following focus groups were established:

- **Commercial and retail business**
- **Resources (fishing, timber, visitor industry, mining)**
- **Waterfront, ports, and harbors**
- **Public services (transportation, utilities)**
- **Government (education, federal, state, and local government)**
- **Residents**
- **Maintaining quality of life (affordable housing, parks, community facilities)**

A community meeting was held on Saturday March 7, 1998. The purpose of the meeting was to identify comprehensive plan goals, objectives, and strategies. Common themes and main topics that came out of the focus group meetings were used as discussion topics for the community meeting. The results of the community meetings were also incorporated into the goals and strategies of the comprehensive plan.

A Sandy Beach Tract public workshop was held on April 21, 1998 to discuss options for the Sandy Beach Tract. After reviewing survey and focus group results on Sandy Beach issues, the workshop addressed natural characteristics of Sandy Beach that affect it's use; existing and potential uses, and use/development considerations; and potential locations for residential, recreation, commercial, and public institutional uses.

Numerous meetings and workshops on the Comprehensive Plan have been held before the Petersburg Planning Commission starting June 1997. The minutes and tapes of these meetings are available through the Community Development Office.

Comprehensive Plan Elements

This plan contains the following major elements:

1. Introduction
2. Background for Planning
3. Economic Plan
4. Land Use Plan
5. Parks and Recreation Plan
6. Public Facilities and Services Plan
7. Transportation Plan
8. Sandy Beach Master Plan

Goals, Objectives, and Strategies Summary

Economic Plan

GOAL - *Enhance the existing business and economic environment, and attract a diversified economy that creates quality employment opportunities*

Objective – Complete an economic development plan

Strategies:

- Maintain the Overall Economic Development Program (OEDP) Plan, and maintain funding levels to update and implement the OEDP Plan
- Review and update the 1993 Economic Development Opportunities Guide
- Identify potential federal, state, and local funding sources and establish an economic development fund (i.e., EDA, sales tax set-aside)
- Identify financial resources and strategies, and facilitate the exchange of employment and economic information
- Fund public facility improvements, and use public land or other development incentives to facilitate feasible and sound economic activity
- Identify potential partnerships to facilitate coordination of economic development
- Identify basic public facilities that stimulate private development and implement a coordinated, phased capital project plan to design and build these facilities
- Assess the feasibility of measures to assist economic development, including:
 - a revolving loan fund to grant or loan startup of new businesses
 - tax breaks to attract new business
 - low interest loans for small businesses

Objective –Maintain a strong downtown business district

Strategies:

- Evaluate the feasibility of incentives, including infrastructure improvements, and low interest loans for building improvements (exterior, fire suppression, heating efficiency)
- Reduce parking problems through enforcement, and incentives to business owners and employees

Objective – Support value-added manufacturing (i.e., fishing, timber, mining)

Strategies:

- Identify feasible value-added industries and sources for raw materials to develop value-added products (i.e., specialized fish processing products, cabinet making, log house kits etc.)
- Identify appropriately zoned sites with access to roads and utilities that are available to parties interested in value-added manufacturing
- Identify city facilities and services that can be used to assist feasible value-added manufacturing
- Investigate sources of low interest loans or incentives to attract and support value-added manufacturing
- Further investigate development of alternative fisheries and processing products
- Support regional mineral exploration efforts, including providing logistical support services from Petersburg

Objective – Develop visitor industry in Petersburg that fits the character of the community and retains the quality of the existing community

Strategies:

Develop a visitor industry plan to identify and attract the level and type of visitor industry desired by the community

- Make Petersburg a more visitor-friendly community through seasonal signage, adequate restroom facilities, and other amenities that enhance the existing character of Petersburg
- Identify, acquire, and develop an area (parking and camping) for RVs and other visitors other than the harbor parking lots

Land Use Plan

GOAL –*Ensure that lands exist in appropriate locations to meet existing and future land use needs of the community while 1) allowing sufficient space to accommodate all necessary and desirable land uses, and 2) promoting orderly and quality growth*

Objective – Encourage a diverse mixture of land uses and increase density in planned areas

Strategies:

Adopted by the City Council of Petersburg - February 7, 2000

- Work with public/private interests and the Planning Commission to identify areas for cost-effective and practical development, allow for planned growth, and facilitate improvements to existing buildings

- Identify specific areas for the development of industrial, commercial, residential, and recreational uses; mixed use should be considered where compatible

- Identify areas of recreation and green space value, and incorporate into land use planning

- Reassess city land status and suitability, and develop a plan for use of city lands available, including land use preferences, schedule and phasing; specific considerations should include:
 - availability of existing but undeveloped platted city and private lands to meet existing and projected needs

 - economic return to the city

- Where large tracts of undeveloped land exist, such as Sandy Beach, encourage a diverse mixture of land uses to insure an adequate balance of growth

- Prior to platting more city land for residential development, determine the types, sizes, and quantity of living units that either are required or will be required over a specified period of time

- Use the following criteria for measuring and evaluating new development:
 - Proper zoning

 - Accessibility to utilities and extension/hook-up costs

- Access of the property to adjacent roads
 - Compatibility to surrounding land use
 - Site-specific concerns for improvements
 - Acquisition costs
-
- Revise zoning regulations to meet needs of the community (stimulate growth, proper zoning and regulations) and reassess other governmental regulations and development standards
 - Evaluate and revise building code regulations where necessary
 - Encourage development of public/private sector projects to meet future housing needs

Objective – Create a long-term development program for the downtown business core

Strategies:

- Develop solutions to parking problems
- Encourage development and improvements in the downtown area that enhance the existing character
- Encourage community revitalization and increased land use density in planned areas

- Allow public/private partnerships to assist in updating and maintenance of existing properties, vacant lots, and unoccupied buildings; develop low-cost loan fund to make compliance easier

Objective – Develop a waterfront plan

Strategies:

- Conduct a workshop to discuss waterfront development objectives with property owners
- Develop guidelines for waterfront development (i.e., building heights, aesthetics, density)
- Develop a waterfront review board (could be a function of the Planning Commission) to implement design and siting planning guidelines
- Maintain and update harbors (i.e., drive down dock, utilities on docks, drive up dock, improved small boat launch)
- Determine if new harbors are needed or if improvements can be made the existing harbors
- Determine need for harbor and related facilities in Scow Bay

- Identify the needs of all types of harbors uses and best use of harbor areas – harbor function (i.e., separating commercial and charter boat activity)
- Determine need for deep water port and its potential location
- Develop a parking plan in the waterfront area that addresses short-term and long-term visitor industry use parking needs, short-term and long-term boat harbor use needs, appropriate signage, and enforcement
- Maintain and enhance public access to the waterfront
- Diversify the waterfront area to accommodate a variety of uses (i.e., fishing, seafood processing, recreational opportunities etc.)

Objective – Support an adequate and affordable supply of housing for all income levels and ages

Strategies:

- Develop a partnership between the City, private land owners, and regional housing authorities to plan for and develop housing
- Develop, enhance, and expand funding sources for affordable housing

Adopted by the City Council of Petersburg - February 7, 2000

- Allow for single-family and multi-family housing and other facilities that encourage varied use of land and provide for increased housing opportunities
- Provide necessary senior citizen housing.

Parks and Recreation Plan

GOAL – *Enhance, expand, and create cultural and recreational opportunities for all citizens, as well as preserve the aesthetic beauty of the community*

Objective – Provide more recreation and cultural opportunities

Strategies:

- Write a Parks and Recreation Department Mission Statement.
- Develop a comprehensive Youth Program. Work cooperatively with the Petersburg Youth Program and the schools in coordinating programs and events.
- Research and write grants for youth programs that will enhance, expand and compliment the work already being done by the Petersburg Youth Program.
- Develop a Youth Basketball Advisory Board that will work with the Parks and Recreation Department in providing quality services to the basketball program. The Board will guide and direct the philosophy and mission of the youth basketball program.
- Adopt a Revenue Policy that will guide the department in pricing services and programs. Special consideration should be given to the following groups: Children and Teens, Low-income residents, People with disabilities and Seniors. As fees and charges are increased to pay for services, it will be important to establish a scholarship program for those that may be unable to pay.
- Develop a Department Marketing Plan that will target the visitor industry as well as seasonal employees. During the summer months resident facility attendance declines.
- Expand revenue base by continuing to plan and develop recreational, cultural and enrichment programs for youth and adults.
- Develop a Master Trail/Pathway System.

- Develop a Renovation and Refurbishment Plan of existing parks and facilities.
- Develop a long-range site and facilities plan for the Sandy Beach Tract area.
- Identify and submit grants for neighborhood parks in high-density population areas that are currently underserved (i.e. Pearl Street, Scow Bay and Kisenon Street).
- Develop a Plan for the Park Reserve on Dolphin Street.
- Establish a marketing and management long range plan for Tent City.
- Develop Park and Facility Maintenance Cost Centers. Since capital and general fund monies will be limited, an aggressive grant campaign will need to be developed to fund future needs.

Public Facilities and Services Plan

GOAL – *Provide efficient, high quality and cost effective public services to meet the needs of existing and future residents and customers*

Objective – Expand water, sewer, and power to areas of the community that are not yet served, and to new areas in a manner that supports practical residential, commercial, and industrial growth.

Strategies:

- Assess utility demand and capacity on an annual basis and continue water, sewer, and power extensions as necessary and economically feasible
- Identify appropriate areas for improvement or expansion of basic utilities for the community

Adopted by the City Council of Petersburg - February 7, 2000

- Develop infrastructure incentives such as extension or improvement of public utilities, to promote commercial industrial development in appropriate areas
- Work with private developers to ensure that utilities in new subdivisions meet city code and maintenance standards
- Relocate the power plant to a more appropriate area

Objective – Provide high quality, diversified, locally controlled educational opportunities for elementary, secondary, and adult students

Strategies:

- Coordinate with the School Board in reviewing the status of State assistance in school funding on an annual basis
- Evaluate the feasibility of Borough formation and annexation options and the effect on school district funding and administration

Objective – Maintain viable public facilities in the downtown area

Strategies:

- Request a downtown Post Office Station sub-station from the United States Postal Service to meet fishing fleet and visitor needs
- Identify additional hospital and support services needs
- Create and maintain in a clean and acceptable manner additional public restroom facilities in the downtown area

Objective – Expand, renovate and rebuild the Municipal Building in a manner that supports the safe, reliable, efficient, and cost-effective provision of public services

Strategies:

- Design and build a new public safety building
- Investigate partnerships with other government agencies for use of the public safety facility
- Design and build a Municipal Building with City offices, council chambers, museum, library and conference area

Transportation Plan

GOAL – *Provide adequate transportation infrastructure to meet the needs of the community and to promote a diversified economy*

Objective – Build, improve, and maintain suitable street, road, and pedestrian/bike path systems. The availability of these systems will contribute to increased land use density in developed areas, and the efficient use of available land

Strategies:

- Identify specific existing roads and streets for upgrading and paving
- Identify and set priorities for expansion of the road system
- Work with private developers to ensure that roads in new subdivisions meet city code and standard specifications
- Develop a comprehensive parking plan for the Central Business District and waterfront areas

- Develop a comprehensive plan for bike and walking trails, and identify and seek funding options for bike and walking trails
- Develop a plan to address the potential for increased traffic associated with the implementation of the Southeast Area Transportation Plan

Objective – Maintain and improve ferry connections between Petersburg and the rest of Southeast Alaska

Strategies:

- Work with the Department of Transportation & Public Facilities to maintain a viable system which provides regular service at reasonable hours
- Support the proposed inter-island ferry system, and assist with identifying suitable terminal sites

Objective – Develop the Petersburg airport and adjacent lands to support commercial and industrial activities

Strategies:

- Work with air carriers to maintain regular daily service into Petersburg
- Request that the FAA improve navigational aids at the airport
- Identify commercial and industrial activities that need airport access
- Provide suitable sites and facilities for airport related activities, such as air cargo and other specialized services, and work to make city and state lands available for such activities
- Encourage the Department of Transportation & Public Facilities to develop, along with community participation, aesthetic standards for properties along the airport approach roads

Sandy Beach Master Plan

GOAL – Manage and develop the Sandy Beach tract for mixed use in a manner that contributes to the economy of Petersburg while retaining public recreation uses and resources

Chapter 2

Background For Planning

Location and Setting

Petersburg is a small picturesque community, homeport to one of the top commercial fishing fleets in the state. Settled in the 1890's by Norwegian fisherman and families, Petersburg to this day reflects its Scandinavian roots.

Alaska's Inside Passage, located in the southeastern section of the state, is referred to by many as "Southeast". It is a unique region where industry, transportation, recreation, and community planning are dictated by spectacular topography. Southeast Alaska consists of thousands of islands that are covered with dense forests of spruce, hemlock and cedar, a result of mild, moist, coastal climate.

The City of Petersburg is the only population center on Mitkof Island, and is located approximately 100 miles south of Juneau and 100 miles north of Ketchikan in Southeast Alaska (Figure 1-1). Mitkof Island is mountainous and heavily forested. The island's highest point is Crystal Mountain (3,317 feet) with the island's other peaks averaging around 2,500 feet. The high rugged mountains of the Coastal Range tower above the island, while the fiords and glaciers of the mainland lay just a few miles to the east. Petersburg is located on the northwest tip of Mitkof Island; the island approximately 24 miles long and 135,00 acres in size. Ground cover consists mainly of muskeg...a spongy, grassy bog that always stays wet.

Mitkof Island is geographically tied to the island of Kupreanof. The two are separated by over 20 miles of narrow tidal waterway, the Wrangell Narrows, which in some areas is barely wide enough to accommodate Alaska Marine Highway System ferries. The Wrangell Narrows is a rich, fast waterway, with tides varying from a high of 19 feet to a low of -4 feet in one day.

The Wrangell Narrows meet Frederick Sound at the north end of Mitkof Island, where Petersburg is located. Frederick Sound is a major Southeast waterway that intersects with lower Stephens Passage and Chatham Strait. The rich waterways of Frederick Sound are home to vigorous runs of salmon, deep dwelling halibut, and summertime humpback whales. The Stikine-LeConte Wilderness Area and Petersburg Creek-Duncan Salt Chuck Wilderness are nearby.

Petersburg is dependent upon the natural resources of the region and most residents depend on the fishing industry for their livelihood. Today, Petersburg has one of the largest home-based halibut fleet in Alaska and is also well known for its shrimp, crab, salmon, herring, and other fish products. Abundant rainfall provides both hydroelectric power and drinking water, and the downtown and waterfront bustle with activity during the fishing season. The city provides a wide range of services and utilities for a community of Petersburg's size, and continues to enjoy a prolonged period of moderate, stable growth in both its economy and its population.

History

The archaeological evidence from Mitkof Island is slim, however, some prehistoric archeological sites, approximately 3,000 years old, have been found and recorded. At this time, life for the Tlingit people consisted of a seasonal cycle of food gathering and social activities. Mitkof Island was likely used for a variety of resources during prehistoric times.

Traditional life in southeast Alaska was changed by the arrival of European and American traders and explorers late in the eighteenth century. Like much of Alaska, the Mitkof area was opened to western civilization by Russian explorers; Mitkof Island is named after a Russian captain. Although the Russians

explored the region, there are no records of any permanent Russian settlements being established near the northern mouth of Wrangell Narrows.

Petersburg was first settled by non-natives in 1896, when a Norwegian immigrant named Peter Buschmann arrived with his wife and eight children to take up year-round residence. They were drawn to Alaska by its rapidly growing salmon canning industry. The northern end of the Wrangell Narrows provided an ideal site for a permanent settlement with its protected harbor, abundant timber, and availability of ice from the LeConte Glacier, and the rich salmon grounds at the mouth of Petersburg Creek.

Other Scandinavian settlers quickly followed, and by 1897, there were five families living in “Peter’s Burg”. Often the men of the family would come alone, just to work and send money home. These industrious settlers worked hard under Buschmann’s guidance, and by the turn of the century had built a sawmill, boat docks, a cannery, and a packinghouse. Timber from the sawmill was also used to build homes, a school, and other buildings. Unlike many other Alaskan cities, Petersburg was never a tent town.

In spite of a temporary setback to local commerce caused by the burning of Brennan’s Saloon and the Hogue and Tveten Store, Petersburg was officially incorporated as a city, with an elected City Council, in 1910. In its first decade as an incorporated city, Petersburg enacted a substantial number of ordinances and established basic community facilities. The community levied taxes, adopted building and traffic regulations, and built its first jail, fire hall, electric power system, telephone lines, water system, hospital facilities, and permanent school.

The first major community buildings were erected between 1911 and 1913. The town’s first church was founded by Presbyterians and built in 1911, and the first Lutheran Church was established two years later. The Sons of Norway Hall was constructed in 1912, providing the first large, sheltered area for community activities such as public meetings, basketball games, and live theater. Located at the mouth of Hammer Slough, the hall is the only historic site in Petersburg that is designated on the National

Register of Historic Places. Over the years, the hall has served as a meeting place for visiting dignitaries and community festivals, and is the building most associated with the history of Petersburg.

Petersburg has developed steadily from its promising beginnings. Its population increased to about 1,300 by 1940, and to slightly over 3,300 in 1996. The Norwegians who originally started the town have been joined by people of Swedish, Native American, other European and Asian heritage.

As the population grew and the Petersburg Creek salmon runs were fished more heavily, fishermen had to range farther from town for their harvests. The expanded fishing grounds provided the foundation for one of the largest fishing fleets in Alaska, with approximately 510 boats currently moored in Petersburg. The catch has also diversified beyond salmon to include species such as herring, shrimp, halibut, and crab. Cold storage and cannery facilities along the Petersburg waterfront have expanded to support the fishing fleets. Petersburg's industrial base also includes timber processing. This industry has grown from a small sawmill built to provide lumber for the early Norwegian settlers to the three local small mills presently in operation.

Since World War II, the community has replaced or modernized most of its original public facilities. The dirt and wood plank roads and boardwalks of past years were upgraded to gravel or shot-rock streets and paved sidewalks in the downtown area, and a paved state highway. The community upgraded the old wood stave pipes, constructed water treatment and sewage treatment plants, and made water storage and sewage collection system improvements.

In 1960, the City of Petersburg adopted a Home Rule Charter. Under this charter, Petersburg adopted the city-manager form of government with a full-time city manager responsible for the day-to-day administration and implementing the policies of the Mayor and City Council. In 1966, the city administration completed its first comprehensive plan and in 1984 updated the previous plan. The present document updates the 1984 plan in response to the communities changing needs.

Natural Features

Geology

Mitkof Island lies in the Alexander Archipelago of Southeast Alaska. This is a coastal group of mountainous islands lying west of the mainland coast range. The area has been subjected to isostatic and tectonic uplift as well as glacial and other climatic weathering processes. Land masses within the area are presently rising at a rate of approximately 0.5 centimeters a year.

Geologically, the Petersburg area, like the remainder of Southeast Alaska is young and unstable. The city and surrounding areas are largely underlain by folded and faulted metamorphic rocks, of which graywacke and slate predominate. The adopted Uniform Building Code identifies the City of Petersburg to be in the 2B Seismic Earthquake Zone. Although the area is vulnerable to earthquakes, it has a lower seismic probability rating than Sitka, Anchorage, and Seattle.

The present landscape owes much of its origin to the ice age when mountain glaciers carved U-shaped troughs from old V-shaped river valleys, and by truncating spurs, created today's steep-sided mountains. Ice action on the upper levels of the mountains produced jagged crests and small lakes or tarns and other characteristic glacial forms. These features occur more dramatically on the nearby mainland area than on Mitkof or Kupreanof Islands, where the mountains are seldom in excess of 2,000 feet.

Soils

The general characteristics of soils in the area include strong acidity, extreme friability, low natural fertility, extremely rapid infiltration rates, rapid permeability in their upper layers, and perpetual moistness. They can become liquid during rapid downslope movement. All soils have a thick organic mat ranging from a few inches to over a foot in depth.

Parent soil material consists mostly of glacial till derived from a variety of bedrock materials. The moist humid climate and coniferous vegetation have resulted in the formation of acid spodosol soils, which are very high in colloids, humus, and iron. Valley bottoms are dominated by soils derived from alluvial and glacial deposits. Muskegs (bogs) are common due to restricted drainage. Well-drained productive timber soils occur on alluvial terraces and uplifted glacial gravel beaches. The gentle sloping valley bottoms and lowlands are dominated by poorly to poorly-drained soils. Shallow mineral soils are usually underlain by compact till, marine clays, or occasionally, bedrock. If disturbed, lowland soils can be very susceptible to surface erosion when exposed to flowing water.

Mid-slope soils are formed primarily on colluvial deposits, and drainage is normally somewhat better than in valley bottoms. The upper slopes are very steep, and in many cases numerous V-shaped drainages are incised through fine textured soils near the lower portions of the slopes. Above 1,500 feet, imperfectly drained mineral and alpine organic soils are typically very shallow to bedrock. These soils and the muskegs of the lowland have a very high moisture retention capacity and remain wet most of the time. Soils on steep slopes are most susceptible to erosion and displacement in the form of landslides, debris avalanches, and deeply incised V-notch channels.

Throughout Southeast Alaska muskeg is common in low-lying areas of poor drainage. Some of the thickest and most extensive muskeg deposits occur on Mitkof Island. Petersburg is situated on a large deposit that encompasses the entire marine platform area. Thickness' of this muskeg vary with local drainage conditions, but generally average between 6 and 12 feet in depth. Depths range between about 1.5 and 2 feet in the area between Main Street and Hammer Slough, between 3 and 13 feet at the airport site, and between 8.5 and over 13 feet at the middle-income housing project site. Muskeg creates difficulties both in building and road construction. To gain firm foundations, it is necessary to drive building piles through into the underlying clay, and in road construction either to strip off the muskeg layers and backfill or to float the roadbed by putting 2 to 3 feet of crushed rock on top of the muskeg. A vast majority of the developable land in the City of Petersburg is classified as wetlands according to the Alaska District Corp of Engineers. However, modern construction methods can overcome the problems created by muskeg. All of the land within the city limits, except for an insignificant amount in steep grades along the sloughs, can be classed as buildable. Areas with better local drainage conditions make for more economical building construction.

Topography and Drainage

Heavy glaciation has strongly influenced the topography and geomorphology of Mitkof Island. The area was once covered by Pleistocene ice to a depth of about 3,000 feet. A few mountain peaks over 3,000 feet high apparently escaped glaciation. The area is typified by strongly U-shaped valleys, steep-walled cirques, scoured uplands, and till-covered lowlands. The area has risen several hundred feet since glaciation.

While most of the land in Southeast Alaska is steep and mountainous, the City of Petersburg is situated on more gentle topography. The urban area rises gradually from the harbor to elevations of about 100 feet or less. Several small streams drain the muskeg-covered uplands, the largest of which empty into Hammer Slough in the heart of the community and into Scow Bay to the south of town.

Climate

Temperature and Precipitation - Petersburg has a maritime climate characterized by mild winters, cool summers and year-round rainfall. Temperatures average 64 degrees Fahrenheit/18 degrees Celsius in July, and 20 degrees Fahrenheit/minus 7 degrees Celsius average in January. The physical barriers posed by the Coast Range and lesser ranges cause high rainfall totals throughout Southeast Alaska. Petersburg's annual average precipitation is 105 inches, varying between a high of over 17 inches in October and a low of between 4 and 5 inches in June. Even in the dryer period of late spring and early summer, more than 5 inches of rain per month is normal. The high annual precipitation of Southeast Alaska, combined with the relatively mild temperatures, results in dense temperate rainforests and extensive boggy areas known regionally as muskeg.

Snow Cover - Depth and duration of snow cover varies with elevation, aspect, and forest canopy cover. Petersburg typically gets trace snowfalls beginning in October, with greatest snowfall occurring from December through February. There is usually some snow accumulation on the ground for varying

periods from October through March, sometimes extending through April. Snowfall is heavy and wet but seldom accumulates to a depth greater than 30 inches. Mean annual snowfall is 119 inches.

Wind – The strongest winds in Southeast Alaska typically occur in the fall and winter months. They generally blow out of the south or southeast, although wind direction in a specific location varies to some degree on local topography. For the most part, nearby mountains shield the city from high winds with the average wind speed being 5 miles per hour.

Visibility - Fog is relatively common, occurring for a limited duration on an average of about 145 days per year, generally in association with precipitation. The greatest number of hours of low visibility occurs in the winter months when visibility is most often affected by snowfall.

Vegetation

Dense forest covers most of Mitkof Island. However, in areas of poor drainage, tall tree growth degenerates into scrub forest, shrubs, and eventually to muskeg. The majority of Mitkof Island is within the Tongass National Forest, with the exception of some lands within the city limits of Petersburg and a coastal strip south of the city. Tall trees are generally hemlock/Sitka spruce in mixed stands with small admixtures of western red cedar and Alaska cedar. Typical commercial stands near Petersburg are 70% hemlock and 30% spruce with minor proportions of cedar.

In the forested areas, shrubs occurring with the timber trees are predominately huckleberry and blueberry, while mosses and ferns comprise the bulk of the ground cover. The muskeg areas are generally treeless and are covered mainly by sphagnum moss, sedges, rushes and low shrubs, although some isolated open stands of lodgepole pine, hemlock or cedar do occur.

Major vegetation types do not occur in clearly defined areas but intermingle greatly as a result of local variations in drainage and relief. Transition zones occur between forest and muskeg, forest and

shoreline and at an elevation of 2,000 to 2,500 feet, which is the upper limit of dense forest growth. Between forest and muskeg is a zone of shrub growth composed mainly of alder thickets or willows, marking an area of relatively poor drainage. At the coast, forest typically gives way first to coastal shrub growth and finally to sedges and grasses, especially beach-rye grass, and other water loving plants. There is no true alpine vegetation on either Mitkof or Kupreanof Islands because elevations do not exceed 2,500 feet. However, at the upper levels of both islands, the dense forest gives way to scrubby forest and shrub growth.

Wetlands

Wetlands are distinguished by the presence of water, soils that are saturated for at least a portion of the growing season, and vegetation adapted to wet conditions. The frequent occurrence of wetland hydrologic conditions is due to precipitation in the region exceeding evapotranspiration. Additionally, the lack of topographic relief in the valleys and lowland flats and the shallow depth to bedrock or compact glacial till impede drainage. The cool, moist conditions characteristic of Southeast Alaska inhibits decomposition rates, resulting in higher concentrations of organic materials in the soils. These organic soils hold more water than typical mineral soils and so contribute to slow drainage.

Many of the wetlands in the area have saturated soils in mid-July, indicating that soil saturation is generally continuous throughout the growing season. Extensive ponding is common in muskegs and other topographically flat sites, while soils saturated to the surface are common in most forested wetland areas.

Primary wetland types found in the area: coniferous forest, muskeg, mixed forest-muskeg, subalpine, estuaries, and lakes and ponds. Dominant wetland vegetation for each of these wetland types is described below:

- Mixed forest / Muskeg – Sitka spruce, western hemlock, shore pine, bog cranberry, Sitka sedge, skunk cabbage

- Coniferous Forest – Sitka spruce, western hemlock, fern-leaved goldthread, oval-leaved blueberry, bunchberry, yellow skunk cabbage, lady fern

- Muskeg – bog cranberry, bog blueberry, deer cabbage, great burnet, Sitka sedge, round-leaved sundew

- Estuaries – seaside arrowgrass, Alaskan plantain, dunegrass, Lyngbey’s sedge, silver weed

- Subalpine – deer cabbage, several-flowered sedge, caltha-leaf avens, Merten’s mountain heather, mountain marsh marigold, mountain hemlock

- Lakes and Ponds – Sitka sedge, Russet’s cottongrass, manna grass, dwarf blueberry, Labrador tea

Fish

Several small and medium-sized drainages collectively contain king, chum, coho, and pink salmon; steelhead and cutthroat trout; and Dolly Varden char. These drainages contribute to a marine sport and commercial fishery and support a limited freshwater fishery. Both the recreational and commercial fisheries are important to the local economy of the area, and these fish populations contribute to the personal use and subsistence needs of the community.

Wildlife

Differences in elevation, landform, and vegetative-cover produce a diversity of habitat types for wildlife species occurring in the area. Areas of coniferous forest, subalpine meadows, and low-growing muskeg vegetation, saltwater, river systems, small coastal watersheds, wetlands, lakes, and estuaries dispersed throughout the area result in a mosaic of habitat for a wide range of animals to occur in the region.

The region has a wealth of big game animals. Black bear and Sitka Black-Tailed deer typically inhabit the forest, although deer graze extensively on the muskeg and beach areas in winter and bears are found anywhere where berries and salmon are available. Brown bear, cougar, and elk can occasionally be sighted on Mitkof Island. The moose population is growing and moose are often seen from the Three Lakes Loop Road. Mountain goats are not found locally but in the nearby mainland areas. The island also has an abundance of small fur bearing animals, including river otter, beaver, red squirrel, mink, and ermine. The Humpback whale, Orca whale, and Steller sea lions may be found in the surrounding areas.

Birds

Forest bird species commonly heard and seen within the area include: blue grouse, chestnut-backed chickadee, red crossbill, Steller's jay, hermit thrust, varied thrush, and winter wren. Passerine birds commonly found in forest-muskeg edges, muskeg habitats, and beaver pond marshes include Pacific-slope flycatcher, Lincoln's sparrow, and dark-eyed junco.

Birds observed in shoreline areas include the common loon, pigeon guillemot, marbled murrelet, white-winged scoter, common merganser, mew gull, Bonaparte's gull, bald eagle, belted kingfisher, and northwestern crow. Cavity-nesting birds include the Red-breasted sapsucker, hairy woodpecker, and chestnut-backed chickadee. Birds observed that are known to nest in cavities excavated by woodpeckers include the northern pygmy owl, Pacific-slope flycatcher, and winter wren.

Other birds such as Vaux's swifts, Sharp-shinned hawks, Red-tailed hawks, great blue heron, American peregrine falcon, Queen Charlotte goshawk, and greater yellowlegs may be seen in the area. Trumpeter swans can be viewed at Blind Rapids, at approximately Mile 18 on Mitkof Highway, where the swans are winter residents.

Demographics

Past Population Trends

Prior to the founding of the city just before the turn of the twentieth century, the Petersburg planning area was largely uninhabited, with the exception of some scattered Tlingit Indian camps. The establishment of a small salmon cannery and sawmill sparked the city's development, and between 1900 and 1910, Petersburg's population jumped from 26 to 585 persons. Expansion and consolidation of the basic industry led to further rapid population increases until the end of the 1920'. Between 1910 and 1929, Petersburg's population increased almost 122%, at a time when Alaska's population as a whole was in decline, especially the central and interior areas, which lost almost 40% of their population during this period. By 1929, the Petersburg area's population had risen to a total of 1,297, representing over 80% of the 1960 figure.

Since 1929, however, Petersburg's population has increased at a much slower rate, due largely to its heavy dependence on natural resources, which offer only a limited growth in employment. Although the Depression years saw a nationwide drop in the birth rate, Petersburg had a gradual population increase which persisted until 1950, but between 1950 and 1960, an annual average decrease of almost 1% was registered.

Present Population

The population of Petersburg is relatively stable and permanent. While the rate of population increase has been slow since the close of the 1920's, the city has never been the victim of the spectacular increases followed by equally spectacular decreases in population characteristic of many Alaskan

communities. The fishing and fish processing industry on which Petersburg's economy was developed has encouraged over the years the continuance of a permanent core of population.

Table 2-1 illustrates the population growth from 1990 to 1997 as compared to the Wrangell-Petersburg Census Area, the region, and the state. The population will likely continue at a slow and steady growth rate of approximately 1%. Table 2-2 illustrates the rate of population change for the census area as compared to the region, and the state.

Table 2-1
Population Overview

Year	City of Petersburg	Wrangell-Petersburg Census Area	Southeast Alaska	State of Alaska
1990	3,207	7,042	68,989	550,043
1991	3,286	7,178	71,141	569,575
1992	3,300	7,312	72,217	587,605
1993	3,277	7,226	72,378	598,267
1994	3,249	7,217	72,698	602,873
1995	3,309	7,198	73,169	603,453
1996	3,356	7,126	74,118	607,800
1997	3,432	7,189	74,217	611,300

Alaska Department of Labor, Research and Analysis Section, Demographics Unit

Table 2-2
Rate of Population Change

Area Labor Market Region	Change		Average Annual Rate of Change		
	1995-1996	1990-1996	1995-1996	1990-1996	1980-1990
Wrangell-Petersburg Census Area	-722	84	-1.0%	0.2%	1.3%
Southeast Region	949	5,129	1.3%	1.4%	2.5%
Alaska	4,347	57,757	0.7%	1.9%	3.1%

Alaska Department of Labor, Research & Analysis Section, Demographics Unit

Population Age and Distribution

Current population, age, and distribution for the Wrangell-Petersburg Census Area is available, however, current information for just City of Petersburg is not available. Age distribution patterns have changed somewhat since the U.S. Census was taken in 1990, reflecting an increase in the population age group over 44. Table 2-3 illustrates the 1997 population estimates by male/female and age groups for the Wrangell-Petersburg Census Area. Comparisons are made between the 1997 and 1990 data.

Table 2-3
Wrangell/Petersburg Census Area Population
by Age and Sex: 1990 and 1997

Age	July, 1997			April, 1990		
	Total	Male	Female	Total	Male	Female
0-19	2,293	1,214	1,079	2,329	1,207	1,122
20-24	270	140	130	381	220	161
25-44	2,317	1,189	1,128	2,636	1,421	1,215
45-54	1,137	639	498	729	427	302
55-59	332	192	140	242	130	112
60-74	562	297	265	540	282	258
75+	278	125	153	185	82	103
TOTAL	7,189	3,796	3,393	7,042	3,769	3,273

Median Age – The median age in the Wrangell-Petersburg Census Area in 1997 is 36.4 as compared to 31.6 in 1990.

Elder Citizens – In the State of Alaska, the percentage of persons 65 years and older was 4.9% in 1996. This was significantly higher than the 2.9% proportion in 1980. It appears that Alaska is following the nationwide trend of older persons representing an increasingly greater share of the population. Some boroughs and census areas within the state had a larger concentration of older Alaskans than others. The Southeastern region had the greatest proportion of older citizens, with Haines Borough leading with 9.7%.

Population Projections

Although Alaska has experience phenomenal growth during the last three decades, most of the growth has been centered in urban and suburban areas of the state. This growth has been dominated by the Anchorage/ Matanuska-Susitna areas over the other labor market regions from roughly statehood to July, 1996. Overall, the state's population growth is slowing and as mentioned previously the projected population for Petersburg will likely increase at a slow but steady 1% growth rate.

Economy

Fishing - Fisheries politics and the U.S. - Canada Pacific Salmon Treaty impact Southeast Alaska fishermen, particularly trollers, whose annual king salmon harvest limit is subject to negotiations with Washington, Oregon, and Canada. Alaska fishermen face stiff competition from pen-reared pellet-fed farmed salmon from Chile, Canada, and Norway. While fishing is still lucrative for many, it isn't the wildly booming industry of the 1980's. Some are struggling, and many are diversifying to remain competitive in the changing industry.

The city is dependent on revenues generated by fish processors, permit holders, boat owners, and crew members. The city also directly receives municipal funding from Raw Fish Tax payments. Petersburg has been significantly affected by regulatory actions such as the Individual Fishing Quota program and the possibility of fishing closures resulting from judicial decisions in states which have failed to properly manage their fishing resources.

The construction of the Cabin Creek Reservoir and waterline/access road has been completed; the project was vital to insure that the local fishing industry is provided with adequate water for summertime fish processing operations. Seasonal water shortages have historically occurred during peak production periods with fish processing contingent upon the city's ability to provide adequate water. The threat of discontinuing water service to the processors during these peak demand periods causes concern to persons not only involved in fishing, but to the community at large.

Timber - Though loggers had harvested trees for building canneries and making fish boxes since the 19th century, logging in Southeast Alaska became big business in the 1950s when the Forest Service signed long-term timber sale contracts with two pulp mill companies. Life began to change for the industry in the 1970s as the nationwide environmental movement started to criticize clear-cut logging on the Tongass National Forest. Increased public scrutiny evolved into new environmental laws, and the aging pulp mills faced expensive upgrades in the 1980s to keep pace with air and water quality standards. As the pulp mills faced more problems, the owners in the 1990s threatened to close down if they couldn't get a steady supply of trees. The mills were also hurt by cheaper foreign competition, most noticeably from massive tree farms in South America that could produce pulp at much lower cost than the Alaska mills.

Looking at low-cost competition, a dwindling supply of easily accessible timber, the high cost of environmental upgrades to their mills and continued political pressures, the Alaska Pulp Corp., closed its Sitka pulp mill in 1993. The company closed its Wrangell sawmill in 1994. The Ketchikan pulp mill closed in March 1997. The shutdown ended more than 40 years of domination of the Southeast timber industry by the pulp companies, though the Ketchikan pulp mill's parent company has continued to operate its two sawmills for the last two years. However, Ketchikan Pulp Corporation has announced its intent to cease Alaska operations.

Alaska's congressional delegation obtained \$110 million in 1996 to assist Southeast Alaska communities hit hard by the loss of mill and logging jobs. Petersburg received about \$6 million of that money over a four-year period, with city officials looking to use the cash to help strengthen the town's economy.

Cancellation of the Alaska Pulp Corporation long-term contract, mill closures, multiple court injunctions delaying timber harvest proceedings, and the economic downturn has affected the community and has had negative effects for local related businesses. Fewer tugboats and small aircraft have been needed to transport timber to market and to transport loggers to logging sites throughout the local area. The potential also exists for fewer federal timber receipts to come to Petersburg in the next few years, as the result of fewer logs being harvested from the Tongass National Forest. The appeals process for timber sales and the resulting judiciary decisions will have a large effect on the timber industry as it relates to the Petersburg community.

With the giant pulp mills out of business, the Forest Service is putting up timber sales for smaller sawmills still in operation, and for operators who want to try using wood for higher-value products instead of making pulp. There is no longer one source of timber, or a constant source of timber from the Forest Service. Efforts by the Forest Service, Native corporations, state, and Mental Health lands could provide a more constant source of timber for the area and support smaller scale timber operations.

Visitor industry - Visitor industry is becoming an important source of income for the community. In 1996, a visitor industry survey regarding the community member's opinions toward visitor industry was distributed and results tabulated by the City of Petersburg Community Development Department. Many in the community are for smaller scale, slow visitor industry growth that fits the character of Petersburg. Other residents are opposed to any type of activity in the visitor industry. A small minority of the community would like visitor industry opportunities fully developed.

Of the people surveyed, 47% felt that the community should take steps to restrict visitor industry development, while 40% of the people felt that community should not take steps to restrict visitor industry development, and 12% were unsure or had no opinion. Of the people surveyed, 83% stated that the most important factor in determining how much visitor industry to have in Petersburg is the impact on local quality of life. Of the people surveyed, 96% also stated that it is important that the community residents are involved in decisions about visitor industry and 83% stated that the community should develop plans to manage the growth of visitor industry. Residents overwhelmingly voiced that they were opposed to attracting large cruise ships.

Comments from residents who desired visitor industry in the spirit of the community of Petersburg include:

- Prefer visitor industry be in character with the community its heritage and culture, and of high quality, encourage small in scale, not volumes of people.
- Large ships do not help locals, let's have visitor s stay a couple nights, not hours.
- Natural resource industries and the visitor industry are compatible; industry can be an important visitor attraction.
- Need more trails, campgrounds, and RV facilities near town.
- Slow growth in visitor industry is ok, but it must be controlled; the worst possible outcome would be that it would overtake us like Ketchikan, Sitka, and Juneau.

Some of the comments from residents who stated that they did not want visitor industry in Petersburg include:

- Do not promote Petersburg as a transportation destination
- Do not promote sport fishing or hunting
- Local dollars should not be spent on promoting visitor industry
- No deep water port
- Visitor s park at the harbor and it is hard for working members of the community to get to their boats
- Impact on the fishing and the environment becomes negatively overwhelming
- Visitor s should always be down on the list of priorities

- The spending of city funds for visitor related development is wrong. Our tax money should be spent on the community, not on benefit a few visitor -related enterprises.
- Visitor s would change culture, flavor and atmosphere in a negative way.

Some of these issues are being addressed since the survey was conducted, and public opinion is constantly evolving.

Economic Forecasts

The outlook for commercial fishing industry is as follows: the flood of farmed salmon, coupled with previous strong harvests in Alaska and a weak economy in a major market, Japan, have depressed prices below the profit point for many harvesters and producers. Changes in the salmon market caused by the advent of farmed fish are probably permanent. Buyers value consistency of quality and supply more than top quality, and seem pleased with the farmed product. In addition, some reports indicate that people not accustomed to wild salmon prefer the taste of farmed fish. This could influence sales to customers in new, developing markets, and to the younger population that are tomorrow's consumers. Trouble could easily spread as fish farmers develop other species. Some farmers are already raising halibut, producing more each year. It is likely that in the long term, any species that can be profitably farmed, will be, and will have similar effects on fish markets.

There have been many closures and cutbacks at several Alaskan processors. The short-term situation could worsen dramatically before Alaska's industry finds an economical place in the new market.

As for economic opportunities, there is likely to be an increasing shift to sport fishing and the further development of custom seafood processors as the visitor and commercial seafood industries grow. The possibility of the start of farms for shellfish, herring roe or sea urchin also exists, as does expansion of direct marketing of seafood. Top quality fish should always have a niche in the market. Environmental concerns over the use of antibiotics or other drugs and the quality of life of the farmed fish may also provide market openings for Alaska's product. China is an emerging salmon market, which could eventually absorb a tremendous amount of product.

Change is coming to Southeast Alaska, where communities were founded to support fishing and timber operations. The needs of these industries dictated the location of the communities and the infrastructure and worker skills available. Bad times for these industries will especially impact smaller, rural communities, which may not have any other significant economic sectors.

Other changes will occur as more affluent people move into the region, for at least part of the year to enjoy a more scenic relatively isolated lifestyle and low tax burden. Sitka, Haines, Juneau, and Prince of Wales Island have all noticed this trend. In some communities, these persons may help cushion the economic impact of declining resource industries. They will provide opportunities to those who offer desired goods and services. A relatively small number of them can influence property values, movement that would benefit some, but likely hurt others. As the population and mix of industries change, it is likely that, in the long term, the expectations of the region's residents will also change. These changes will be very stressful for people who have chosen to live here because they like to live the way it's been.

State and Regional Trends

Southeast's overall economy will likely continue with the same slow growth of the prior two years. Strong growth in mining and construction will outweigh declines in manufacturing and government employment. Larger communities with a diversified economic base will benefit most from this growth. Small communities like Petersburg largely dependent upon a single industry may be challenged.

Systemic changes in Southeast's economy will continue. Troubles in traditional industries, such as seafood processing, timber, and government will challenge communities to adapt their expectations and lifestyles. Smaller communities may feel particularly hard-pressed, and in the long term, not all may survive. However, the mining, construction, and visitor industry industries look poised to lead the region into growth.

Mining - Mining will play a larger role in Southeast's economy for the next several years. Though the vast majority of active mining activity occurs in the City and Borough of Juneau, other Southeast communities may also benefit. Money may waft into other communities as local businesses win mining-related contracts, or local workers commute to mining jobs.

The City of Wrangell, the Bureau of Land Management, and the Alaska State Division of Geological and Geophysical Surveys have recently completed a detailed airborne geophysical survey of a 1,180 square-mile area in Southeast Alaska. The Bureau of Land Management is responsible for conducting mineral assessments of federal lands in Alaska, and is currently conducting a multi-year study of the mineral resources of the Stikine area.

Concentrated in areas near Wrangell, the survey was designed to locate large economically viable mineral deposits. The main target of interest is large massive sulfide deposits that contain lead, zinc, and silver. The City of Wrangell hopes the survey will stimulate mineral exploration in central Southeast Alaska. The U.S. Geological Survey is currently developing geologic maps that will assist in the interpretation of the geophysical data. The maps and data may eventually be available from the Bureau of Land Management's Juneau Mineral Information Center.

Construction - The construction industry is likely to be another major player in Southeast's economy. In 1995, this industry performed stronger than it had in the past 10 years. The construction industry will continue to perform with boosts from the mining industry. Commercial construction benefits largely from the visitor industry industry.

Residential construction continues to boom with the number of building permits up in Ketchikan, Juneau, and Sitka. Petersburg has also had strong residential construction. Development on Prince of Wales appears strong, especially near Craig, Southeast's fastest-growing community. Sitka's housing market has held remarkably strong since the pulp mill closure in 1993. A continuing in-migration of retirees is sustaining demand for more expensive homes.

Seafood Harvest and Processing - Both of Southeast's manufacturing mainstays, timber and seafood processing, face uncertain futures. The Alaska Department of Fish and Game's preliminary projections shows a total Southeast salmon harvest in 1999 of almost 30 percent more fish than in 1998. The 1999 pink salmon harvest is expected to be the largest on record, and should exceed the record catch of 1996 by approximately 3percent. If harvesters and processors do not make money, the communities they live and work in will feel the effects throughout their economies.

Timber - The timber industry continues to face difficult times. Changing worldwide market conditions for pulp and changing U.S. politics has pushed the Southeast timber industry into big changes and shutdowns in the 1990's. The upheaval left many people out of work, but also produced hope that new logging and manufacturing methods can save the jobs that remain and create new ones.

Visitor industry - Helped by strong visitor industry activity, the transportation industry will likely remain stable with growth in charter ships and a small upturn in air transportation. The cruise ship portion of the visitor industry industry is changing. While growth in capacity will likely continue, it may not reach the heady pace previously predicted. To fill berths on ships that come to Southeast, marketing efforts are occurring to an increasingly downscale customer, and cruise ship companies will be cutting costs as a result. Holland America reduced its stops to Sitka by half, while increasing trips to Skagway.

Smaller destinations and specialty offerings continue to attract visitors. Independent travelers seeking adventure, environmental and cultural activities are still a growth area of the market. A number of communities hope to capitalize on these trends. Haines is expecting an increased number of cruise ship passengers, while Wrangell will benefit from the expansion of small cruise lines. Yakutat, Angoon, and Prince of Wales communities all look to develop and expand visitor industry activity. Prince of Wales, with its road system, caves, and fishing lodges, should be well placed to compete. Petersburg is not a large cruise ship destination as a result of the inability to navigate large ships in the Wrangell Narrows.

Services - The services industry will also grow at a slow rate. Health care will likely continue its recent strong growth trend. In other services, mining and construction projects will strengthen certain service

sectors, and hotel and lodging employment will increase as new facilities open. Visitor industry activity will also continue to boost employment in amusement and recreation services.

Government - Federal and state agencies are under extreme pressure to cut costs and positions. Though dramatic employment drops from elimination of programs or departments may not occur, it is likely that most agencies will gradually reduce their workforces.

In addition to direct employment losses, reduction in government spending will likely ripple throughout the economy, impacting spending and jobs in retail, construction, and services. Reductions in transfer payments to individuals and communities, capital project spending limits, and cuts in government services will hit communities with a small or non-diverse tax base, such as Petersburg, particularly hard.

Planning Elements

There are six planning elements to the Petersburg Comprehensive Plan, which are presented in the following chapters.

Economic Plan

The future of a community is linked to the nature and health of its economy, and planning can influence economic health. In turn, the economic circumstances of an area help determine the amount, rate, and type of land development. They also influence the demand for housing, public facilities and services, and have a strong relationship to the overall quality of living.

Land Use Plan

Land use policies guide the City of Petersburg in adopting appropriate regulatory measures, making consistent land use decisions, and investing in public facilities for residential and commercial/industrial development.

Parks and Recreation Plan

Planning for the future of parks and recreation facilities involves provision for both organized recreation in urban level facilities and dispersed recreation. Providing a broad range of recreational experiences involves cooperative efforts with groups such as the school district and the U.S. Forest Service.

Public Facilities and Services Plan

Public facilities are buildings, lands, and services that serve the public, and are an important component within the community. The need for community facilities depends on many factors, including the population, density, local income, and the capacity of existing facilities.

Transportation Plan

An efficient and balanced transportation system facilitates the movement of people and goods to and within the City of Petersburg. Timely and coordinated transportation improvements to the system are necessary to support and enhance the community of Petersburg.

Sandy Beach Master Plan

Through planning and community input, this element addresses the most beneficial uses and types of development for the Sandy Beach Subdivision.

Adopted by the City Council of Petersburg - February 7, 2000

Chapter 3

Economic Plan

GOAL - *Enhance the existing business and economic environment, and attract a diversified economy that creates quality employment opportunities.*

Economic Overview

Since its beginning, Petersburg's economy has been based on commercial fishing and timber harvests. Petersburg currently is one of the ranking communities in Alaska for the quality and value of fish landed; 494 residents hold commercial fishing permits. Unlike the rest of Southeast Alaska, it has escaped the marked cycles of boom-and-bust. Several processors operate cold storage, canneries, and custom packing services employing over 1,100 people during the peak season. The state runs the Crystal Lake Hatchery, which contributes to the local salmon resource. It is the supply and service center for area logging camps. Independent sportsmen and visitors utilize the local charter boats and lodges, but there is no deep-water dock suitable for cruise ships.

Petersburg has experienced continued residential development in 1997 and 1998 with the issuance of more than building permits for 40 new single family dwelling units and 5 multi-family dwelling units. There is no indication of the construction pace slowing and the city continued to experience a brisk construction rate in 1999. Twenty of the single family dwelling units permitted were developed by the Tlingit-Haida project and constitute a one-time increase in residential construction. The city also issued 37 permits for remodel/additions for residential dwellings, with a total of 217 permits issued last year. The total building project valuation for 1997 was \$7,603,265.00. Permit revenues for 1997 totaled

\$16,948.00. The total building permit valuation for 1998 was \$4,463,570.00, with building permit revenues of \$9921.00.

Objective – Complete an economic development plan

Strategies:

- Maintain the Overall Economic Development Program (OEDP) Plan, and maintain funding levels to update and implement the OEDP Plan
- Review and update the 1993 Economic Development Opportunities Guide
- Identify potential federal, state, and local funding sources and establish an economic development fund (i.e., EDA, sales tax set-aside)
- Identify financial resources and strategies, and facilitate the exchange of employment and economic information
- Fund public facility improvements, use public land, or other development incentives to facilitate feasible and sound economic activity
- Identify potential partnerships to facilitate coordination of economic development
- Identify basic public facilities that stimulate private development and implement a coordinated, phased capital project plan to design and build these facilities
- Assess the feasibility of measures to assist economic development, including:
 - a revolving loan fund to grant or loan the startup of new businesses
 - tax breaks to attract new business
 - low interest loans for small businesses

Objective –Maintain a strong downtown business district

Strategies:

- Evaluate the feasibility of incentives, including infrastructure improvements, and low interest loans for building improvements (exterior, fire suppression, heating efficiency)
- Reduce parking problems through enforcement, and incentives to business owners and employees

Fishing - Petersburg is a fishing town, and it is one of the nation's busiest seafood ports. According the National Marine Fisheries Service (NMFS), Petersburg was ranked ninth in the nation in 1995 for volume of seafood harvested. The fish, crab, and shrimp harvests are worth almost \$45 million.

The fish on which most livelihoods depend is salmon. However, halibut, black cod, shrimp, crab, and herring are also important parts of Petersburg's waterfront industry. In recent years, fishermen have diversified into more exotic fisheries such as abalone, sea cucumbers, Geoduck, and roe on-kelp - herring eggs laid on seaweed. An experimental sea urchin fishery may also become one of the region's most lucrative fisheries.

Recent events in the fisheries resources have caused some decline in the industry. Signs of the changes and need for some transitions in the industry are becoming apparent. In June 1997, Icicle Seafoods, Petersburg's largest employer cut bonuses, benefits, and put into effect a wage freeze to increase the company's competitiveness in the seafood industry.

The community has recognized the need for major harbor expansion and renovation in order to continue to provide for the growing fishing fleet. The harbor can not satisfy the demand for stall space and should be expanded to accommodate present and future needs. The 500-stall Petersburg Harbor Facility has a waiting list of 280 additional boat owners seeking moorage. The city is proceeding with an electrical upgrade of the existing harbor, but the deferred maintenance policy of the state-owned facility has contributed to degradation of the harbors. The City Council has placed Harbor Expansion and Renovation as the number two priority capital project. Current plans would bring the existing facility in compliance with the current harbor standards and expand the facility to provide stalls for an additional

150 vessels. The proposed project would also include a tour ship facility for smaller cruise ships and parking for tour buses and harbor patrons.

Timber - The timber industry has changed dramatically over the later years as a result in changes to availability of timber. Local community members are beginning to adapt to the changes in timber supplies and markets, and are locating different sources of timber and developing different timber products. The owner of a new sawmill near Petersburg is trying to produce value-added wood products. Local community members are starting small companies such as Alaska Fibre and Southeast Alaska Wood Products . The owner is currently sawing lumber bought as leftovers from the timber sales. The timber bought is considered undesirable, but can be worked into smaller pieces of lumber which can then be sold. The product is labor intensive. The company has interest from potential customers in Seattle and Tokyo.

Mining – There is currently no large scale mineral extraction activity occurring in or near Petersburg. However, a detailed airborne geophysical survey of 1,180 square mile area in the Stikine area has recently been conducted by the City of Wrangell, the Bureau of Land Management, and the Alaska State Division of Geological and Geophysical Surveys. Concentrated in areas near Wrangell, the survey was designed to locate large economically viable mineral deposits. The main target of interest is large massive sulfide deposits that contain lead, zinc, and silver.

A report published from the geophysical survey confirms speculation that areas on Woewodski Island and Duncan Canal suggest similar geologic structures to the Greens Creek mine on Admiralty Island near Juneau. As a result, there is heightened potential for lucrative mineral deposits near Petersburg. U.S. Geological Survey researchers state that the results are significant because the presence of one large deposit signifies the likelihood of other deposits. Researchers indicate that the next step for developing the area is to test drill to pinpoint the location of the deposits. Costs for further development may be significant as a result of the depth of the deposits. There are currently at least 872 mining claims in the Duncan Canal/Woewodski Island area: 534 claims are in the Duncan Canal area and 338 are on Woewodski Island.

Objective – Support value-added manufacturing (i.e., fishing, timber, mining)

Strategies:

- Identify feasible value-added industries and sources for raw materials to develop value-added products (i.e., specialized fish processing products, cabinet making, log house kits etc.)
- Identify appropriately zoned sites with access to roads and utilities that are available to parties interested in value-added manufacturing
- Identify city facilities and services that can be used to assist feasible value-added manufacturing
- Investigate sources of low interest loans or incentives to attract and support value-added manufacturing
- Further investigate development of alternative fisheries and processing products
- Support regional mineral exploration efforts, including providing logistical support services from Petersburg

Visitor industry and the Visitor Industry - The visitors industry is rapidly becoming a vital component of Petersburg's economy. In 1993, the Economic Development Committee identified the development of a year-round visitor industry as an opportunity for economic growth in the community. Petersburg has experienced a growth in visitor industry with the establishment of fish charter operations, sightseeing businesses, bed and breakfasts, and other visitor related industries. A visitor industry survey was distributed to all post office box holders in Petersburg in 1996, with most respondents expressing a desire that Petersburg develops plans to manage growth of visitor industry. The proposed Harbor Expansion and Renovation Project would provide additional docking facilities for small cruise ships, and increase the safety and usability of the harbor by providing a separation between visitor and commercial harbor patrons.

Wildlife viewing - Several air taxi operators provide flight-seeing trips that include wildlife viewing opportunities. Aerial views of LeConte Bay in July give a good view of seals with pups and mountain goats on the slopes. Visitors with a vehicle can see a variety of wildlife along the Mitkof Highway, Wrangell Narrows, Nordic Drive, Sandy Beach Road facing the mainland, and along the extensive network of logging roads.

Objective – Develop visitor industry in Petersburg that fits the character of the community and retains the quality of the existing community

Strategies:

Develop a visitor industry plan to identify and attract the level and type of visitor industry desired by the community

- Make Petersburg a more visitor-friendly community through seasonal signage, adequate restroom facilities, and other amenities that enhance the existing character of Petersburg
- Identify, acquire, and develop an area (parking and camping) for RVs and other visitors other than the harbor parking lots

Chapter 4

Land Use Plan

GOAL - *Ensure that lands exist in appropriate locations to meet existing and future land use needs of the community while 1) allowing sufficient space to accommodate all necessary and desirable land uses, and 2) promoting orderly and quality growth*

Land Use Overview

This land use plan was developed based on existing land use, anticipated population and employment growth, planned infrastructure development, projected economic trends, and the results of a community survey. It describes the current physical development patterns and infrastructure elements that determine the development patterns of Petersburg. A community survey was conducted to ascertain public opinion about specific issues facing Petersburg and what course of action the city should take.

This chapter includes discussions of existing management, ownership, land use, development trends, and factors effecting development. Development objectives for residential, commercial, industrial, and public lands are discussed. Special land use concerns such as the city-owned Sandy Beach Tract are covered in the next chapter. The overall objectives of the land use plan are:

- to provide land use guidance for Petersburg;

- to maintain a balanced and complementary pattern of land use;
- to ensure respect and awareness of natural site characteristics;
- to plan for future growth and development;
- to anticipate and respond to development trends;
- to clearly enunciate attitudes about future growth;
- to protect values important to local residents; and
- to protect the investment which Petersburg residents have already made.

Not every future land use problem or concern can be accurately predicted. However, a fairly accurate prediction of short-term trends can be made and long-term goals can be stated to provide guidance for the Planning Commission and City Council. This land use plan is not a blueprint etched in stone for the future. Rather, it is a composite of options and guidelines from which citizen and government leaders may refer to as they compose the most responsible and responsive government action possible. In addition, please note that even after adoption of this Comprehensive Plan, further action is required by the Planning Commission and Council to implement any portion of the plan. No land use plan can meet the expectations of all the citizens or government action. At its best democracy results in the incorporation of many different opinions into unified position. The land use plan reflects these opinions and attempts to balance the desires of individuals with the needs of the community as a whole.

Land Ownership and Management

Land use and development in Petersburg is regulated by agencies at the federal, state, and city levels. Each agency has its area of expertise and responsibility, and must accomplish the difficult task of balancing public needs with individual needs and rights. This section summarizes government programs.

Federal Government

The U.S. Army Corps of Engineers, Alaska District, is responsible for permitting the discharge of dredge or fill materials into waters or on wetlands. Any alterations to the shores of Wrangell Narrows, Frederick Sound and their associated drainages, or the filling of wetlands require a review and potentially a "Section 404" permit from the Corps. Developers proposing significant alteration to a shoreline, stream bottom or wetland must have the proposal reviewed by the Corps and other agencies, including the city

and State under the Alaska Coastal Management Program and the Floodplain Management Ordinance adopted by the city.

The Environmental Protection Agency (EPA) implements and enforces the Federal Clean Water Act, the Super Fund Program, the Hazardous Materials Program and the Clean Air Act. The EPA provides funding and construction grants for wastewater treatment facilities, funds environmental investigations to assess problems, and has oversight responsibility for the Corps 404 program. Some of these responsibilities have been delegated to the State but EPA still retains an oversight responsibility.

State of Alaska

The Department of Transportation and Public Facilities (DOT&PF) plays a major role in development in and around Petersburg. DOT&PF plans, designs, constructs and maintains state highways, airports, the Marine Highway System and boat harbors. With a lack of funds to properly maintain state facilities, the state developed a deferred maintenance policy. As a result of the state deferred maintenance policy, there are many unaddressed maintenance needs in Petersburg. DOT&PF controls access from adjoining lands to major classifications of state highways. The Capital Improvement Projects built by DOT&PF during the 1980's are key to some of the economic success Petersburg enjoys in the 1990's. Improvements to the Petersburg Airport, paving of the Mitkof Highway and upgrades to other state maintained transportation facilities in Petersburg are very important to the pattern of land use within the city.

The Department of Natural Resources (DNR) has ownership and management authority over most state lands. This includes 3,307 acres of uplands primarily on the south end of the city, and tidelands not transferred to other owners. The DNR upland areas are managed predominately for forestry production. DNR has a comprehensive system to permit uses and sale of its publicly-owned resources. The remainder of state lands in the city are streambeds and tidelands under navigable waters. The use or placement of structures on or over these lands requires a DNR permit. These DNR permits are necessary for many industrial uses in Petersburg, because most are water-related and affect DNR lands. DNR also administers water rights for the state. Surface and subsurface water users are assigned a priority based upon the date of use. This program applies only to water quantity and protects users with earlier claims in times of shortage. Municipalities have a priority for water availability.

The Alaska Mental Health Trust has received title to significant acreage (3,120 acres) in the city area. This land is managed by the Mental Health Board to provide funding for state mental health programs. This land, which was formerly managed by DNR, was transferred as part of a court settlement. The Mental Health Trust has received ownership to land in the city, and in the Petersburg Creek watershed, which is located across the Wrangell Narrows north of the city. The Mental Health Trust has established a land management office to administer its lands. Uses involving the placement of structures, or the sale of resource or the land, require an approval from this organization.

The Department of Fish and Game (ADF&G) has management authority over fish and game on federal, state and private lands. The Department becomes most directly involved in land use regulation through Alaska Statutes Title 16, which requires approval from ADF&G whenever something is placed in an anadromous stream. Title 16 reviews are primarily concerned with the preservation of fish runs. Numerous freshwater streams in Petersburg are listed as a water body containing anadromous fish. Developments affecting these water bodies are subject to ADF&G review.

The Department of Environmental Conservation (ADEC) implements many programs dealing with public health and safety. The approval of on-site water supplies and wastewater disposal directly affects development in Petersburg. ADEC requires a standard separation between wells and septic systems on lots not served by central water or sewer. The review of the subdivision plat can be waived by ADEC if lot size is in excess of 40,000 square feet (about one acre). The department also has standards for septic system percolation tests and other parameters. Petersburg's water and sewer systems are licensed and monitored by ADEC. ADEC administers several other environmental and health programs such as restaurant inspections, and hazardous materials storage, transfer and disposal.

City of Petersburg

The City of Petersburg is a significant regulator and owner of land within the city limits. The city owns the electrical utility, hospital, landfill, City Hall, public school sites, parks, most streets and right-of-ways,

parking lots, extensive tidelands in Wrangell Narrows and the Sandy Beach Tract on the east side of the city. If the state brought the harbors up to an acceptable standard, the city would assume ownership. The home rule powers exercised by the city include building code, land use and subdivision platting review. Most development in the city will undergo some sort of city review.

Development Suitability

Slope

Both the topography and history of the northern end of Mitkof Island have shaped development in the city. Steep slopes may impact development by increasing the cost of foundation work, utilities and road access. **Figures 3-1 and 3-2** show the slopes in the Petersburg area. Special construction measures are often necessary on lands with slopes greater than about 15%. Although slopes are a factor that may affect development suitability, they usually are better drained areas with less muskeg. Besides better drainage, these moderately sloping areas provide different housing elevations that afford views. Very little of the area of the city north of the airport is in excess of 15% slope. Much of this developed area is between 7 and 15% slope. South of Turn Point the land on both sides of the Mitkof Highway is generally much steeper.

Soils

Soils normally play an important role in determining development suitability. The soils in Petersburg are a major development constraint. Much of the land is poorly drained and combined with the area's plentiful rainfall results in a soil condition referred to as "muskeg." These poorly drained soils not only cost more to build on but may cause environmental and human safety problems once developed. Muskeg soils increase the difficulty and cost of development compared with other lands having better drained, more stable soils. Construction on muskeg soil has been accomplished by either removing the muskeg and backfilling with crushed rock to establish a stable foundation, or by employing an alternative foundation method such as pilings.

Muskeg is ubiquitous in Petersburg. Almost all of the land of less than 15% slope is characterized as poorly drained. muskeg in the city varies in depth but 10 to 20 feet is not uncommon. Lands with better drainage and less muskeg have for the most part already been developed. As with most natural development constraints there is no suitable easy or inexpensive answer. The high cost of development puts Petersburg at a disadvantage in several respects. Industrial and commercial buildings and parking areas cost more relative to other areas; residential structures site preparation adding 15 to 20% of the cost and almost every structure must be connected to the city sewer system for waste disposal.

Floodplain

Developments within areas prone to flooding are subject to potential insurance and financing difficulties. **Figures 3-3 and 3-4** show 100-year flood boundaries based on the Federal Emergency Management Agency's flood insurance map for the City of Petersburg, effective June 1, 1982. Since this map was not developed from on-site studies, it may not precisely reflect actual conditions. Most of the area indicated is a narrow band along the tidal shoreline and the major sloughs between Eagle Point and Turn Point. The mouth area of Hammer Slough and the waterfront to the immediate south is the most developed flood prone area. Floodplains are not a significant development constraint on most lands in the city because of topography.

Housing

Petersburg offers a wide mix of housing styles, value and quality. While the majority of housing units are single family residential, Petersburg has a significant proportion of small multi-family units (four, six and eight-plex). Generally, most Petersburg neighborhoods can be characterized as traditional single family homes on a grid and block layout. The 1990 Census found 1,222 total housing units in Petersburg, of which about 62% were owner-occupied and 31% were renter-occupied. The homeowner vacancy rate was 13.6% while the empty rental unit rate was 12.3%. An average of 2.77 persons per owner-occupied unit was counted. Estimates for the vacancy rate have dropped significantly since 1990.

Table 3-1

Housing Units in Petersburg 1990 U.S. Census

Housing Unit Type	Number	Percent
Single-Family Detached	667	57%
Single-Family Attached	40	3%
Mobile Homes	207	18%
2-4 Unit Housing	123	11%
5-9 Unit Housing	92	8%
10 or more units	38	3%
TOTAL	1,167	100%

Between 1990 and the end of 1997 the city building permit records indicate that 39 new multifamily buildings were constructed along with 140 new single family residences. This raises the number of estimated occupied dwellings to 1,346. Petersburg building permit records indicate a rapid increase in residential construction. During the last five years single family construction has averaged about 21 dwellings per year. 1997 was a particular busy year with 40 permits issued, which was twice the previous high of 20 permits in 1996. Commercial and industrial development has also been strong. In both 1996 and 1997 just over \$2 million of commercial and industrial building was recorded. In 1997 just over \$5 million of residential building was permitted by the city. Other building permit parameters show strength and improvement during the last five years. Past performance is not a reliable indication of the future, but the strength of the Petersburg building industry is a bright spot in the local economy. The high cost of housing has made entry-level single family housing not affordable for the majority of young working families. The main reason why entry-level housing is so expensive is not a shortage of platted lots, but the cost of improvements needed to provide a building site. As residential demand continues, the availability and cost of the supporting infrastructure will become even more important. Any limitations in the capacity of water and sewer lines, sewage and water treatment, and in streets and roads will play an increasing role in determining development patterns.

Major Projects permitted in 1997

- *D&N Enterprises (Viking Travel)*
- *Reid Brothers Office and Warehouse*
- *Alaska Marine Lines Office and Warehouse*
- *Seventh Day Adventist Church*
- *Petro Express Gas Station*

Objective – Support an adequate and affordable supply of housing for all income levels and ages

Strategies:

- Develop a partnership between the City, private land owners, and regional housing authorities to plan for and develop housing
- Develop, enhance, and expand funding sources for affordable housing
- Allow for single-family and multi-family housing and other facilities that encourage varied use of land and provide for increased housing opportunities
- Provide necessary senior citizen housing

Existing Land Use

From its beginnings, Petersburg's development has been closely tied to the shoreline of Wrangell Narrows and Frederick Sound. Lands adjacent to the shoreline are characteristically better-drained and more stable than lands further inland. Petersburg began as an island fishing community dependent upon water transportation and access to the waterfront. This natural orientation to the waterfront is a very important characteristic that shapes the land use pattern in the community. Many people make

their living directly from the waters that surround Petersburg and almost everyone else is dependent upon the waterfront area for some aspect of their occupation.

The existing pattern of land use in Petersburg reflects 101 years of development based upon decisions made by individuals, businesses and government agencies. The building location of the canneries and seafood processing plants, the Mitkof Highway, airport, ferry terminal and Petersburg high school all helped shape the city. Petersburg's status as a commercial and industrial supply center for central Southeast Alaska has its roots deep in this past. Petersburg's municipal government was organized in 1910 and during the next decade local laws were enacted that effected the placement and amount of development in the city. This endows Petersburg with a long history of municipal involvement in development decisions.

The City of Petersburg covers about 43.4 square miles of which about 5.3 square miles is water. Over the years, Petersburg has evolved into a complex community with a mixture of low-density residential subdivisions, a well-defined commercial and industrial downtown area, and nearby public recreational and institutional lands. Since the mid-1980's Petersburg has experienced steady and significant residential and commercial growth. Maps **LU 1** through **LU 7** depict general Existing Land Use within the city. About 85% of the land area remains undeveloped, although much of this land lies in wetland areas and rough rocky terrain unsuited for economic development.

During the past decade, Petersburg has witnessed a number of important events that shape land use. These include:

- the gradual changing of the local economy during the 1990's;
- significant improvements of the state-owned airport;
- changes to the state Marine Highway System;
- changes in the ownership of state owned land, such as transfer of acreage to the Mental Health Trust Lands;

- the changing dynamics of the Alaskan fishing industry;
- the gradually expansion of the traditional downtown area;
- increasing summer visitor industry;
- the decline of the forest products industry in Southeast Alaska; and
- the transfer of a significant amount of state lands to the city.

Residential

The major subdivision plats in the northern part of the city are grids, which in many cases are overlaid on irregular terrain. These plats also do not display consideration for topography, small streams and ever-present wetlands or muskeg areas. The result is a large grid system of streets and lots which is only moderately developed and only partially able to be developed. Typical lot size ranges from 5,000 to 7,500 square feet. Smaller, odd-shaped lots are platted along Hammer Slough and Sing Lee Alley. The area off upper Lake Street has many city-owned residential lots that are mostly undeveloped. The southern part of Petersburg (south of Turn Point and Scow Bay) is much more rural in nature than the northern part of the community, with lot sizes larger than in the urban area. Several short access roads lead off the Mitkof Highway to small subdivisions of large residential lots.

The high cost of residential development has been a major factor that shapes the density, quality and placement of residential development in the city. Lands adjacent to existing roads and utilities (sewer, water, power) are typically less expensive to develop than other lands. A lack of this infrastructure tends to impede development in unserved areas due to higher costs incurred by the developer to provide these improvements. In Petersburg, hookup to the sewer system is required for all buildings within 200 feet of a collector. The poorly drained, high water table soils prevalent in almost all areas of Petersburg often make installation of on-site sewage treatment systems (e.g., septic tank and drain field) difficult, expensive or impossible.

Petersburg has a wide variety of residential areas and locations. The following is a description of the residential areas:

The area within Frederick Point North and Frederick Point East Subdivisions is generally a very low-density rural residential area. The subdivisions were platted by the state in 1983 (ASLS 83-32) and sold to private individuals but only few residences have been built. The area has no public utilities.

The Sandy Beach Tract and Sandy Beach Park comprise a large tract of city owned property. The city landfill and garbage bailer is located in an adjacent upland area. Sandy Beach Park is a very popular recreation area for the community. The park has easy access from the north and east parts of Petersburg by the paved Sandy Beach Road. The airport loop, Haugen Drive, provides direct access to the park from the central and southwest parts of Petersburg. The park has basic picnic facilities and offers impressive views as it faces east across Frederick Sound towards Thunder Mountain. Icebergs from the LeConte' Glacier can often be seen floating by the park. The area south of the park along the shoreline was platted by the state into two tiers of lots divided by an undeveloped road; since the area was platted, a Cabin Creek watershed access road has been constructed through the area. However, none of the lots have been sold and no residential dwellings are current located here. The future design and layout of this area was the subject of several meetings and is covered in detail in Chapter 8 of this plan.

The land north of Sandy Beach Park to Hungry Point has paved road access and views of Fredrick Sound similar to the Sandy Beach area. Sandy Beach Road runs through the area northwest from the park. This area has been subdivided into large residential lots. This is predominately a single-family residential area with many high quality residences. Several of the smaller older homes in the area have been rebuilt, expanded and significantly improved. This is a desirable and up-scale residential area due to its scenic qualities and dual access to downtown via the airport or along Nordic Drive.

The area from Hungry Point to Eagle Roost (junction of Nordic Drive and First Street) offers views of Wrangell Narrows and views to the north of Kupreanof Island. The

school complex and downtown is very near this area. Eighth Street provides easy access to the airport and an alternate way to downtown.

Eagle Roost to Skylark Way is the urban core area. It has a mix of commercial and industrial uses located in close proximity to older residential. The most densely developed residential areas of the city are in the downtown core. This central residential area is buffered from the downtown area by service and public uses, and by a change in grade. The Petersburg urban core residential area has a variety of dwellings including mobile homes, conventional "stick-built" homes and apartment complexes. Mobile homes are more common in the area south of Hammer Slough. The areas near the downtown generally have the oldest residential structures in the city. This is also the area of the greatest amount of upland residential development. Land on both the north and south side of Haugen Way, immediate to the city center, is in residential use. A high-density residential area is being developed further out along Haugen Drive on the way to airport. Hammer Slough on the south end of business district has high scenic values for residential uses.

From Skylark Way to Hungerford Hill there are a few single-family residential areas. Residential uses in this area are restricted by topography, wetlands, and the cost of developing utilities.

The area from Hungerford Hill to the Beachcomber has several rural single family upland areas. There is an industrial area located at Scow Bay. Residential land use in this area is rural in nature and, in local terms, is far from the downtown area. The area south of here has very few residences that are dotted along the highway.

From City Boundary to the Frederick Point Subdivision, the area is undeveloped land with no utilities. An extension of the Forest Service Three Lakes Loop Road off the Mitkof Highway provides access to the upland area but not the shoreline. The majority of this area is federal land managed by the U.S. Forest Service.

Petersburg faces some unusual residential housing predicaments. The fishing industry requires a great deal of seasonal labor. Supplying housing for these seasonal workers has been a challenge for Petersburg. The recent changes in the seafood industry (seasons and catches and type of species and product) affect the size and timing for the temporary labor force.

Commercial

Almost all development in Petersburg is oriented toward the shoreline and in the core downtown area the natural shoreline is heavily developed. Except for this downtown area, most commercial development is linear along the Mitkof Highway. A major new transportation corridor is the road to the airport, Haugen Drive, which provides access to the airport and a short cross-link to the east side of the city. Petersburg's orientation to the water and mildly linear layout is very typical of communities in the rest of Southeast Alaska.

The core commercial area of the city is oriented around seafood processing and marine services, which by necessity, occupy the waterfront. Before 1937, all transportation to and from Petersburg was by water and since that date shipping by water has continued to be the main means of freight transportation. The concentrated commercial area is behind the waterfront adjacent to the industrial area. Petersburg's commercial area developed to supply the fishing fleet and meet the retail needs of the expanding community. Petersburg's commercial development is characterized by individual businesses. Franchise businesses and chain stores are not prevalent. The downtown has an excellent variety of goods and services to offer and the clustering of retail and service activities in this single area has promoted many businesses not found in cities of comparable size.

Both the 1966 and 1984 comprehensive plans noted the compact, convenient and centralized character of the commercial area. The 1984 plan noted that a trend toward a scattering of commercial development had begun. The moving of the state ferry dock to the south end of the city generated a movement of some commercial activity to the area near the dock. The business community has long recognized the critical importance of location, access and visibility for economic success. Areas along major highways with high traffic volumes that provide maximum visibility and access are prime

commercial sites. Thus, it is not surprising that the older businesses in Petersburg are located along Nordic Drive and that new businesses are expanding along Haugen Drive. The new ferry dock instituted a change in the existing pattern of commercial land use for the 1984 plan. The improvements to the airport and linking of Haugen Drive to the east side of the city have resulted in another change to commercial land use.

The downtown area has been fully developed for a number of decades and is considered to be heart of the community. This original downtown commercial district is facing significant changes to its underlying economics and suitability of the infrastructure. The downtown area faces a degree of functional obsolescence because of its age. The design of the infrastructure, such as streets, parking areas and even the buildings, is from an earlier era.

Parking has been an issue for a number of years. Customer dependence on the automobile for transportation and limited on-street and nearby parking put businesses at a disadvantage.

Sufficient downtown parking to meet the demands of residents now and into the future has been discussed since the 1985 Comprehensive Plan. To date, efforts have been directed towards the development and regulation of on-street parking. The loss of the downtown parking lot, lease of a portion of the Middle Harbor Lot to Chatham Strait Seafoods, restricting the use of the Middle Harbor Lot to permit only, the increase in population and vehicles, and the increase in seasonal visitors has heightened the awareness of parking needs. In 1994, the city received a grant in the amount of \$150,000 for the development of parking areas. Negotiations with property owners in the downtown area are continuing, and in conjunction with the Wrangell Avenue project, the Third Street parking lot has been constructed which can accommodate 50 vehicles. This will alleviate daytime and event parking on First, Balder and other areas impacted by school employees, students, and special events parking.

The buildings themselves have their limitations, especially for retail. New retail store designs are more efficient and flexible. Some of the existing buildings would be more expensive to modernize for retail use than new construction.

Visitor industry, which has been a small segment of the local economy, has grown in importance. The primary driver for visitor industry in the Southeast Alaska is the cruise ship industry. Other larger communities in Southeast Alaska with ample dock space for cruise ships have experienced a massive infusion of visitor related development. Access to Petersburg is difficult for large cruise vessels. This restriction means that the pace of visitor oriented development has been slow.

All these factors suggest an evolution is taking place in commercial development in Petersburg. The traditional downtown area has several very strong factors going for it. The old saying that three most important things about real estate are "location, location, location" is still valid for this area. The land use trend for the area is likely to mirror what has happened in other Southeast Alaska communities. The downtown area will be oriented toward less large retail and more to small businesses, services and offices. High volume retail will locate in newer areas. The downtown area will remain the important center of Petersburg. Its architecture, feeling and style are becoming a rarity in other communities and are definite assets for residents and visitors alike.

Industrial

Since the 1966 comprehensive plan Petersburg has expanded from its traditional single waterfront industrial area into two more industrial areas. Industrial areas in the city now include the lands around state airport and Scow Bay south of the urban area. Petersburg's economy is still largely based on fishing and marine-related industries such as boat building and chandlery. Since the 1984 comprehensive plan this principal economic base has experienced significant change. Changes have occurred in the types of species and the relative abundance of the traditional fishery. New technology and fishing methods have changed the fishing fleet. The demand for different products and the globalization of the seafood industry have had significant impacts on shore-based processing and transportation. All these factors and others have increased the rate of change for the industrial base of Petersburg.

The downtown industrial waterfront still has many advantages. It is a compact area that provides synergy between operations. It has excellent access to water-borne transport because it is largely

constructed over the water. It is close to the labor supply. Industrial development is close to equipment supply houses. Utilities are in place and an adequate supply of water and power is provided. The area is well buffered from most residential uses but is close enough to provide easy and quick access for workers.

There are, however, some disadvantages to downtown industrial area in Petersburg. There is little room for new buildings and additions to existing plants will be very expensive. Because of the scarcity of vacant land near the industrial buildings, there is little staging area for containerized or van shipping and for on- and off-loading of trucks. Increased automobile use and the need for trucks to access to the plants causes periodic traffic congestion. These problems are not significant in relationship to the natural and constructed advantages of the area.

Scow Bay

Scow Bay has a deep-water dock that services general industrial and shipping needs for Mitkof Island. It is some distance from the urban area and therefore has seen little use for the traditional seafood processing industry. Until 1978, the Scow Bay area was outside the limits of the city. It was therefore not subject to zoning restrictions during development and was established with no particular long-range plan.

After annexation, Scow Bay residents were asked to indicate on a map how they wanted to see their land zoned. The resulting map for the area was produced on the basis of discussions that occurred during public workshops, task force meetings and steering committee meetings. The Scow Bay map designates most of the waterfront in Scow Bay as industrial, except for a single-family residential area to the north. Land uses in the upland areas include a mixture of public, single-family residential, trailer court, and industrial areas. This map was the basis for zoning the area.

The Scow Bay area is attractive for industrial users who require more open space than the downtown area and do not have need for a close link to the airport. The land uses in the area are mixed in an

unorthodox fashion compared to the rest of the city. Residential areas are intermixed in industrial sites. As a result, the industrial uses are not well protected from other uses and public access to most industrial sites is not restricted. The area contains a small sawmill, two concrete plants, two marine supply stores, two freight transfer companies and many storage areas.

Infrastructure is adequate for the existing uses. Traffic and road congestion is not a problem at Scow Bay, as it can be at times in the downtown area. The area is served by city sewer and electricity. The city is in the process of supplying municipal water service to the area. The design of the water system is complete and a new water storage tank is scheduled to be completed within a year. Transmission lines and service to individual properties will follow as the next phase after water tank storage completion. Scow Bay will continue to attract a variety of uses and the completion of water service to the area will help ensure its attractiveness.

Airport

The airport industrial area represents a significant break with Petersburg's past reliance on water-borne transport. While the airport has always been an important portal for the transportation of people, it is increasingly taking on an expanded role including general freight. The airport, because of development restrictions around its area, has large areas available for storage, parking and buildings within the federal height restrictions. With the exception of sewer, the airport has necessary utilities either onsite or in adjacent areas. Residential uses have not established themselves in the area and are buffered by distance from most of the area's activity.

The airport is state owned and managed by the state Department of Transportation and Public Facilities, Division of Aviation. The Airport Leasing Section has the primary responsibility for marketing airport lands for development. Development must be compatible with the operation of the airport facility. Generally, industrial uses are allowed on state airport property. The Division manages over 200 airports statewide. Due to budget constraints an active marketing plan for most individual airports is not conducted.

Public

Developed public lands (city offices, fire hall, schools and the hospital) are located between the commercial core and the downtown residential areas. Petersburg has several large tracts of land reserved for recreational purposes. This area is located near the central urban area near the elementary school and both east and west of Eighth Street. There is also a designated but undeveloped park at Noseum Street and Pearl F. Street.

Petersburg has several developed recreation areas. There are covered basketball courts, a playground and a ball field at the school site. Sandy Beach Park has playground and picnic facilities. Other public picnic areas are at the old state Ferry Dock near the new Marine Highway Terminal, and at Eagles Roost near Icicle Seafoods. A new city playground will be developed this summer at the east end of the Tlingit-Haida project off Haugen Drive. Much of the area in and around Petersburg is managed by the state or U.S. Forest Service for multiple uses, including public recreation.

Zoning Districts in Petersburg are shown in the back of this chapter on Maps **Z-1** through **Z-7**.

Future Land Use Demands

The basic driver for the demand for land and the type of land uses on those lands is population growth. A rapidly increasing population base will result in an increasing demand for residential and commercial areas. More residences usually equate into more commercial opportunity; the relationship to industrial uses is not as direct in Petersburg because the industrial base is not diversified. The pattern that development takes is the result of a complex interaction between the existing infrastructure and the cost of development. Lands adjacent to existing roads and utilities (sewer, water, and power) are much less expensive to develop than other lands. A lack of infrastructure tends to impede development in unserved areas due to higher costs incurred or the need for very large lots. As growth continues, the availability of utilities will become increasingly key to the placement, density and type of development in an area. Any limitation in the capacity or placement of utilities or streets and roads will have an effect on development patterns in the city. For example, Petersburg requires hookup to the sewer system for buildings within 200 feet of a collector and the state has large lot requirements for onsite septic systems.

These two factors interact and result in the platting of small lots near existing infrastructure and large lots in the outlying areas. There is a balance relating to the cost differential of a small “city” and a large “rural” lot. The degree of in-fill of empty lots on services near the city center is also affected.

Petersburg has a long-term history of steady but slow population growth (Table 3-2). The cumulative population increases between the 1970, 1980 and 1990 federal censuses has been 19% and 12% respectively. The increase between 1990 and 1996, based on state Department of Revenue estimates has been 6%. The state population middle range forecast for Petersburg is about one percent growth per year. Population growth in this historic range is typical of most other medium size Southeast Alaska communities.

Table 3-2

City of Petersburg Population

Year	1970	1980	1990	1996	1997
Population	2,280	2,800	3,201	3,436	3,432

Real population growth just like demand and supply for housing is rarely a straight-line phenomenon. A one percent growth rate should mean that about 34 new people will show up in Petersburg during 1998. These new folks will arrive by natural increase (births minus deaths) and in-migration (moving in minus leaving). Assuming that new homes will have a slightly lower occupancy rate than the existing housing stock (2.3 versus 2.77), the 1997 increase indicates a need for about 15 new houses in Petersburg. Between 1990 and 1996 the City issued 100 permits for new homes and during the same period the population was estimated to have increased by 235 people. This is very close to the estimated rate for 1997.

The reality of residential land markets is that demand and supply are rarely in perfect synchronization. The high cost of home building in Petersburg means that few homes are constructed without an owner committed to moving in. This lack of speculation in the residential market has kept the construction of homes very close to the actual demand. The primary risk to residential development is not over-building but a significant change in the local economy. A rapidly expanding economy will mean a shortage of housing and a rapid decline in the economy will mean a surplus and decline in value. Given the overall economy of the region and Petersburg's history of a stable economy and slow but even growth, the need for residential housing will average about 15 to 20 houses per year. In some years twice that number may be built, but over ten years the average should be within that range. Another sign of a healthy Petersburg housing market is that since 1994, there has been a marked increase in the upgrading of existing residential structures. Much of this investment is probably driven by historically low interest rates, but does show a willingness to invest in a fixed asset in the community. However, waterfront residential land is always in demand regardless of economic conditions.

Commercial

The amount of area needed for commercial uses is less closely linked to the rate of population increase than is residential use. Changes in access to outside competitive markets and consumer demands are also major factors in the viability of Petersburg's commercial areas. Petersburg, like other small communities, has experienced improved connections with other areas. Recently the rise of electronic markets has begun to make its impact on consumers. The local commercial businesses have always experienced a certain amount of leakage to outside providers. Mail order businesses and shopping trips to larger towns have long been a source of competition for local merchants. Existing and new businesses will have a new source of competition based on electronic media, both television and computer. The primary impact will be competition in the retail sector. The expansion of the commercial area to Haugen Drive, with modern buildings and ample parking areas, will enhance Petersburg's ability to compete in a retail sector with expanded choices. The growth of service sector businesses, which usually have a smaller number of employees than retail, should parallel population growth.

Industrial

The industrial area in downtown Petersburg is a specialized fixed asset with limited flexibility. The seafood processing industry has been the mainstay of the Petersburg economy since its beginnings. Like most small cities the industrial base is specialized and diversification is low. The fishing industry infrastructure is still favorably located, modern and is competitive with other facilities in southeast Alaska. Utilities are adequate and transportation links to both water and air transport are available. While expensive to alter, the infrastructure in the downtown area has shown the flexibility necessary to change with shifting markets. The downtown industrial area lacks the room for a large amount of new buildings. Lacking significant area for growth the downtown area must remain efficient and flexible in a changing industry. The stability of the downtown industrial will be tied closely to worldwide markets and demands for new or different products. The basic resource, five species of salmon, remain healthy but are subject to natural swings in abundance and price.

The Petersburg airport has an excellent potential for new industrial expansion. The airport is service by both local carriers and Alaska Airline jet service. Airfreight is expensive. However, new demands for fresh seafood product, and certain products that can only be marketed as fresh, need air transportation. In most cases as volume increases, rates drop and competition increases. While perhaps slow to begin, the airport facility should attract increasing interest as a place for processing and transshipment of goods out of Petersburg. The airport area is just beginning to see industrial development proposals. The airport area can expect increased use as a transshipment point for small-scale and specialty or value-added seafood products. The primary advantage for the airport area for industrial uses is the ability to supply a quick access to markets for fresh and specialty product. New fisheries, such as sea cucumbers and urchins that concentrate on small volume, high price, fresh product need locations close to air transportation. The airport has adequate utilities and space to meet the needs for significant industrial expansion.

The third industrial area in Petersburg is the Scow Bay area south of the urban core. The mixed nature of the established uses in the area place some restrictions on future development or expansion of existing uses. The zoning of the area is largely industrial and therefore a wide variety of uses are allowed. The area complements other industrial areas by offering ample room for storage of materials and goods and construction of new buildings. The addition of city water to the existing electric and sewer service will provide Scow Bay with full utilities and paved highway access. The area has room to expand as long as the local areas residential uses are amenable to expanded industrial use.

Petersburg has an ample supply of industrial class lands in several categories. This supply should enable the city to meet expected demand and adjust to changes in the industrial needs of its main industrial base. Industrial uses which do not need for access to air transportation is not critical but do have needs for large areas of land should be encouraged to locate at Scow Bay. Other industrial uses whose land needs and requirements for air transportation are modest should locate in the downtown area.

Public

Petersburg is fortunate to own a wide variety of public lands. The city owns open areas; several developed parks, and public buildings for major municipal services. As the residential density increases beyond the urban core there will be need for additional neighborhood parks and potentially areas for municipal services, such as remote fire stations. The city does not have strong regulatory requirements for private developers to dedicate property other than those needed for streets and utilities for public use. When development occurs in outlying areas the city should work with the developer to ensure that land needs for local parks and municipal services are met.

Objective – Encourage a diverse mixture of land uses and increase density in planned areas

Strategies:

- Work with public/private interests and the Planning Commission to identify areas for cost-effective and practical development, allow for planned growth, and facilitate improvements to existing buildings

- Identify specific areas for the development of industrial, commercial, residential, and recreational uses; mixed use should be considered where compatible

- Identify areas of recreation and green space value, and incorporate into land use planning

- Reassess city land status and suitability, and develop a plan for use of city lands available, including land use preferences, schedule and phasing; specific considerations should include:
 - availability of existing but undeveloped platted city and private lands to meet existing and projected needs
 - economic return to the city

- Where large tracts of undeveloped land exist, such as Sandy Beach, encourage a diverse mixture of land uses to insure an adequate balance of growth

- Prior to platting more city land for residential development, determine the types, sizes, and quantity of living units that either are required or will be required over a specified period of time

- Use the following criteria for measuring and evaluating new development:
 - Proper zoning
 - Accessibility to utilities and extension/hook-up costs
 - Access of the property to adjacent roads
 - Compatibility to surrounding land use
 - Site-specific concerns for improvements
 - Acquisition costs

- Revise zoning regulations to meet needs of the community (stimulate growth, proper zoning and regulations) and reassess other governmental regulations and development standards

- Evaluate and revise building code regulations where necessary

- Encourage development of public/private sector projects to meet future housing needs

Objective – Create a long-term development program for the downtown business core

Strategies:

- Develop solutions to parking problems

- Encourage development and improvements in the downtown area that enhance the existing character

- Encourage community revitalization and increased land use density in planned areas
- Allow public/private partnerships to assist in updating and maintenance of existing properties, vacant lots, and unoccupied buildings; develop low-cost loan fund to make compliance easier

Objective – Develop a waterfront plan

Strategies:

- Conduct a workshop to discuss waterfront development objectives with property owners
- Develop guidelines for waterfront development (i.e., building heights, aesthetics, density)
- Develop a waterfront review board (could be a function of the Planning Commission) to implement design and siting planning guidelines
- Maintain and update harbors (i.e., drive down dock, utilities on docks, drive up dock, improved small boat launch)

Adopted by the City Council of Petersburg - February 7, 2000

- Determine if new harbors are needed or if improvements can be made the existing harbors
- Determine need for harbor and related facilities in Scow Bay
- Identify the needs of all types of harbors uses and best use of harbor areas – harbor function (i.e., separating commercial and charter boat activity)
- Determine need for deep water port and its potential location
- Develop a parking plan in the waterfront area that addresses short-term and long-term visitor industry use parking needs, short-term and long-term boat harbor use needs, appropriate signage, and enforcement
- Maintain and enhance public access to the waterfront
- Diversify the waterfront area to accommodate a variety of uses (i.e., fishing, seafood processing, and recreational opportunities etc.)

Chapter 5

Parks and Recreation Plan

GOAL - *Enhance, expand, and create cultural and recreational opportunities for all citizens, as well as preserve the aesthetic beauty of the community*

Parks and Recreation Overview

The natural attractions and extensive outdoor recreation opportunities of Southeast Alaska are among the leading reasons why individuals choose to visit and live in the region. Pristine natural features such as glaciers, wetlands, streams, and forests, located in a marine setting, provide numerous recreation opportunities for local residents and visitors. The popularity of these activities has made recreation and visitor industry the region's third largest industry. Petersburg and the surrounding area have a wide spectrum of opportunities for a variety of recreation activities.

Recreational issues in Petersburg are similar to those of many other Southeast Alaska communities. Because approximately 85% of Mitkof Island is National Forest or state land, opportunities for development of public facilities in the vicinity of the City of Petersburg are limited. Indoor recreation facilities are important because of the climatic conditions. Athletic fields are in short supply because of their development and maintenance costs. A potentially dangerous situation exists because of a lack of bike or pedestrian paths along roadways. Conflicts between school recreation facilities and growing public desire to use them are not uncommon due to inadequate space for growing participation, time conflicts, and security and liability problems.

Parks and Recreation Department

In Petersburg, the community's expressed need for recreation facilities and programs has become most evident in the past 20-30 years. On January 2, 1973, Ordinance No. 269 established a citizen Parks and Outdoor Recreation Board to make plans and recommendations to the City Council regarding park and outdoor recreation facilities and programs for the city. In 1980, the original board name and function was changed to be the Parks and Recreation Board, and in 1983, the Petersburg Parks and Recreation Department was established along with authority to hire a Director for the department.

From 1983, as needs were expressed from the community for year-round recreational programs for all ages, the Parks and Recreation Department has attempted to meet those needs through special facilities to host programs and department staff to plan and facilitate them. These include social and sport activities outdoor recreation, arts, crafts, and special programs. Parks and Recreation placed a special emphasis on sports leagues, tournaments, special programs, summer youth recreation and other educational or recreational programs in the mid to late 1980's, but that emphasis had to change by 1991. With a restrictive budget and the added responsibility of managing the new School/Community Gym and Recreational Facility, the Parks and Recreation Department could no longer sponsor the volume of recreational programs offered to the community in past years. Staff support for programming was at a bare minimum after the Office Clerk Position was eliminated from the budget and the Activities Coordinator Position was not filled due to lack of funds. As an alternative approach, the department is working to facilitate the creation and sponsorship of needed community programs by community-based associates or businesses. Many of these programs can be offered at city facilities, but sponsored and administered by various community groups. The Parks and Recreation Department can still offer some recreation programs, many of which are annual events, but must focus in on those of most need and that are best sponsored by the department.

Within the City Ordinance that established the Parks and Recreation Department in 1983, the Director is mandated to act as an advisor to all parks and recreation facility user groups. This directive has generally been interpreted to mean that the department should work with any and all groups and individuals needing guidance or help in meeting their recreation or park facility needs and goals. Parks

and Recreation Department staff are active in the community of Petersburg and have worked cooperatively to meet the needs of local groups and businesses.

The Parks and Recreation Department also oversees outdoor recreation facility agreements between the city and outside groups or agencies. The Petersburg Gun Range property is leased by the city from the State of Alaska and is then managed and maintained by the Petersburg Rod and gun Club by written agreement. The Banana Point Boat Launch and Wilson Creek Picnic Area are facilities of the Alaska Division of Lands, which the city has agreed to maintain by City Council resolution, but under an operating plan and collection agreement with the Forest Service, local Petersburg Ranger District personnel actually perform the work. Both sets of agreements are administered by the Director of Parks and Recreation.

Community Recreational Facilities and Programs

The following Service Evaluation Inventory was prepared by Parks and Recreation staff and submitted to the Advisory Board in September 1996. It describes in general terms the services that are provided by the Parks and Recreation Department:

- Access to a well-managed and maintained Swimming Pool for recreation, fitness, and education.
- Access to a well-managed and maintained Community Gymnasium for recreation, fitness, and education.
- Access to well-maintained ball fields, parks, playgrounds, trails, open space, and picnic areas for recreation, fitness and education.
- Access to a well-managed and maintained tent campground for seasonal visitors and industry workers.
- Access to high quality, year-round recreational programs for all ages, including social and sports activities, outdoor recreation, arts, crafts, and special programs.

- Advise to all parks and recreation facility users and interest groups.

The above listed individual service areas provided by the Petersburg Parks and Recreation Department are evaluated in the following section by addressing the origins and purpose of the service, any service mandates, and the conditions and trends of the service.

Facilities

Petersburg Swimming Pool - In 1972, Petersburg opened a new swimming pool after years of fundraising and planning. The goal was to not only provide a facility for healthy recreation, but also to broaden the school's physical education program, provide a training facility for competitive swim teams and to teach swimming skill to all ages so that residents would be better prepared to live near the water that surrounds Mitkof Island. The pool was staffed and managed by Petersburg City Schools until 1983, when it was placed under the management of a newly founded Parks and Recreation Department.

Today, the swimming pool is still owned by the city and managed by the Parks and Recreation Department, but is shared jointly with the city schools' Physical Education Program. During the school day, School District staff supervise and instruct Kindergarten through 5th Graders at the facility. During the mornings and after school coaches of the Viking Swim Club supervise and instruct approximately 70 youth at the facility. During community use times, and at all other open times as budget allows, Parks and Recreation staff supervise public swims and also instruct lessons for all ages. As financial compensation for use of the pool, the School District pays all utility costs associated with the facility and the Viking Swim Club pays \$200 a month to the city for each month of use. All costs of community use Lifeguard staffing, operating supplies, chemicals, water testing, etc. along with maintenance staff and parts are the responsibility of the Parks and Recreation Department. 50% of the time of the department's Recreation Facilities Supervisor position is specifically budgeted to manage the swimming pool, and 25% of the time of the Park and Recreation Facility Maintenance position is specifically budgeted to maintain the pool facility.

The future of the swimming pool demands change as the city struggles to maintain an aging facility with limited space for all who wish to use it. Hundreds of thousands of dollars have gone into renovating and

modernizing the pool over recent years, but problems still plague it's operation. The current recommendation of the Parks and Recreation Advisory Board, which is supported by Viking Swim Club and others, is to begin planning for replacement of the pool by 1998-1999 and to have the new built by 2002. A new pool facility designed with technological advances to today, would be safer, less costly to maintain, and could be built to meet the needs of the community for many years to come. Replacing the community swimming pool is on the City of Petersburg Capital Projects for fiscal year 1998. Estimated project costs to replace the swimming pool are \$3,500,000.

Community Gymnasium - Petersburg residents began to see the need for a Community Gymnasium back in the 1920's when all local basketball games were being played in the Sons of Norway Hall. On September 20, 1931, the City Council accepted a plan submitted by the School Board and appropriated \$7,500 for the building of the gymnasium. Construction began in October 1931 and was completed in September 1932 at a final cost of \$12,000. At the time of its construction, the structure was the largest gymnasium built in Alaska. The Community Gym remained a facility of Petersburg Public School until the fall of 1983, when it became the direct responsibility of the city with the establishment of a full-time Parks and Recreation Department.

By 1988-89, fire and electrical code violations moved the community to demolish the "Old Gym" and developed plans and funding for a New School/Community Recreational Facility and Gymnasium, which opened in March of 1991. The new 12,000 square foot facility, managed and maintained by Parks and Recreation, was designed to meet the needs of both the school physical education program and the needs of the community for indoor activity space. The Gymnasium itself is used by the School District from 8:30 a.m. to 6:00 p.m., Monday through Friday during the school year, and then available to the community at all other hours, in summer, and on weekends. As compensation for this use, the School District pays all utility costs associated with the facility. The other areas of the facility that are available to the community over 92 hours a week include two racquetball courts, weight room arts/activity room, locker rooms, and an office for four part-time Facility Attendants and the Recreation Facility Supervisor. Parks and Recreation staff supervises the Community Gym building all the hours it is open.

The "New Gym" is a well-designed and modern facility that is constantly busy meeting the needs for league sport, racquetball and handball, arts, recreation, and community events such as Oktoberfest Art Share. Each year there are needs for more space for these programs and those needs sometimes go

unmet, such as the now canceled youth jump rope program. Needs for more indoor recreation options, particularly for young adults, have been voiced to both staff and the Parks and Recreation Advisory Board, over the past year. The Board's Six Year Capital Improvement Plan currently recommends that the city begins plans in 1998-1999 to expand the Community Gym Weight Room and also add a Youth Center to that building.

Existing Parks

Although the City of Petersburg is surrounded by plentiful natural beauty, early residents saw the need for parks soon after the community was established. By 1918, an area of 316,000 sq. ft. between 5th and 7th Streets and A and D Streets was set aside specifically as "Park Reserve". By the 1920's, a ski area and cabin were established near today's rock quarry on land that was eventually deeded to Petersburg Ski Club. Lack of snow and the loss of the cabin due to fire in the 1940's ended its popular use. In 1998, the Ski Club sold the property.

Mort Fryer Memorial Ballpark

Located on Excel Street, this park serves the recreation and athletic needs of both youth and adults. Current facilities include two softball/baseball fields, a temporary t-ball field, concession stand, restrooms and a covered playground. Several sports associations use the facilities for athletic leagues, which register hundreds of sports enthusiasts annually. Leagues include T-ball, Minor, AAA, Major, Senior, Girls Junior Olympics, Men's, Women's, Co-ed and Youth Soccer.

Sandy Beach Park

In 1974, the city received the 22-acre Sandy Beach Recreation Area from the State of Alaska. This popular picnic area is the site of many annual events, but increased demand for activities expanded the developed area by 1996 to include a third large shelter, a second set of restrooms, a pre-school age playground, sand volleyball court, and several small picnic sites. All restrooms are on city sewer and water systems, all three shelters have water service, and two of the shelters have electrical service. Family and group reservation of shelters through the Parks and Recreation Department office averages over 50 per season.

Marine Park

Marine Park was built on the old state ferry dock and dedicated in September of 1987. The State of Alaska conveyed all right, title, and interest in the 152 foot trestle and issued an encroachment permit to the City of Petersburg allowing the city to keep and maintain the trestle on state right-of-way land for public purposes. State, city, local Boy Scout Troop, and Chamber of Commerce resources worked cooperatively to develop the old trestle into a picnic area and viewpoint, and it was placed under the maintenance care of the Parks and Recreation Department.

Eagle's Roost Park

Eagle's Roost Park is located and established on a rocky point near Petersburg Fisheries, Inc. (PFI), during the late 1980's and dedicated in May of 1992. Land was donated by Mrs. Mildred Counter, along the leased land from PFI and land traded with the Ohmer Family, to create the present picnic area and beach stairway that is a very popular day use area.

Bojer Wikan Fisherman's Memorial Park

This downtown waterfront park serves as a memorial to those lost at sea. The park is 4,532 square feet and is located on the Sing Lee Alley Bridge next to the Sons of Norway Hall. Substantial completion of the park was completed in the fall of 1998. Funding was provided through the state's TRAAK program with local fundraising assistance from the Son's of Norway. The park provides views of the historic Sons of Norway Hall, the Viking Ship Valhalla and the Hammer Slough/Middle Harbor area. Park amenities include mariner memorials, a raised stage area, park benches, planter boxes, light fixtures and a 9' bronze statue of a fisherman. The Parks and Recreation Department will manage major maintenance and cost of utilities while the Sons of Norway maintains the park on a daily basis.

Downtown Buschmann Mini-Park

Located on Main Street between City Hall and the Courts Building, this park includes a covered pavilion with a beautiful garden in the spring and summer.

Tent City

In February of 1980, the City of Petersburg decided to address the need for transient worker housing based on concerns of local residents and seafood processors. Upon receipt of an \$84,000 state grant, the city constructed a Pavilion, Restrooms and Tent Pads during 1980 and opened Tent City Campground for the 1981 summer season. Tent City has been operated by both private contractors and city departments since its origin.

A renovation plan was developed based on private business donations and the involvement of all city departments. The Parks and Recreation Department was given overall management of Tent City in January 1992 and during the spring of 1992, improvements were made to almost every aspect of Tent City. These improvements included construction of a four-room shower hall, extension of electrical power for hot water and lights, installation of a pay phone, rock site work, and a new management system. The Tent City budget includes all expenses necessary to register and host approximately 500 campers annually, such as electricity, water, sewer, garbage, supplies, maintenance, and full-time seasonal Tent City Manager; all are paid for by camping fees. Each camper is required to fill out a Camping Permit that lists all the rules of the campground, and if rules are broken the camper may be asked to leave.

Each camping season holds different problems and an uneven influx of campers. Many of the Tent City residents work in the fishing or canning industry during the summer and stay as long as there is work. Short-term visitors also stay at Tent City during the summer because it is the only public place where it is legal to tent camp in the City of Petersburg and often time the two types of campers don't mix well. The Parks and Recreation Advisory Board has discussed this concern and has recommended the design and construction of a new short-term camping area near Tent City in 1998-1999.

Trails and Boardwalks

Frederick Point Boardwalk

Build in the 1980's as a temporary transportation corridor, Frederick Point Boardwalk became a popular recreation access trail for hikers exploring the surrounding beauty and solitude. Cross-country skiers also enjoyed the area for winter recreation. The boardwalk was constructed and maintained by the Public Works Department. Recent construction of the Cabin Creek Road necessitated removing this boardwalk. Many requests have been made to duplicate this trail experience.

Excel Street to 12th Street Boardwalk

Parks and Recreation adopted maintenance of this boardwalk in 1992. One end is located at Excel Street, near the ballpark, and extends to the Forest Service Building. During the summer of 1998, the boardwalk was extended to the new Tlingit-Haida subdivision to provide access from the neighborhood to the ball fields. Expansion of the boardwalk was a collaboration between Parks and Recreation, the Forest Service and Petersburg Schools. The lumber for the boardwalk was recycled from the Blind River Rapids project. Students from the Summer Work Program constructed the 300 foot addition.

Nature Boardwalk and Trail

A new 720 foot Nature Boardwalk and Trail was built in 1996 to link Stedman Elementary School to 8th Street through City Park Reserve. The trail grew out of the desires of the School District for a safe and accessible place for students to study nature. Maintenance of the trail is the responsibility of the Parks and Recreation Department. Plans for future expansion of the trail include linking the Nature Boardwalk to the Mort Fryer Memorial Ball Park, and construction of a loop trail through the muskeg and along the creak within the City Park Reserve.

Other Facilities/Special Use Areas

The Parks and Recreation Department also oversees outdoor recreation facilities and agreements between the city and outside groups or agencies.

Petersburg Gun Range

The Petersburg Gun Range property is leased by the city from the State of Alaska and is then managed and maintained by the Petersburg Rod and Gun Club by written agreement.

Banana Point Boat Launch and Wilson Creek Picnic Area

Both areas and facilities are property of the Alaska Division of Lands. The City has agreed to maintain these areas by City Council Resolution. Under an operating plan and collection agreement with the Forest Service, local Petersburg Ranger District personnel actually perform the work. Both sets of agreements are administered by the Director of Parks and Recreation.

Maintenance and Operations

User enjoyment and community pride in a city are directly related to the conditions of its parks and open space. Maintenance of park facilities can also affect their useful life and thus budget requirements for capital improvements and renovation.

Grounds and facility maintenance for all areas under Parks and Recreation management are maintained by one Parks Maintenance Worker. Playgrounds are inspected regularly and must meet special standards of care established by the American Society of Testing and Material (ASTM) and the Consumer Product Safety Commission. In addition, this one position is responsible for setting up and maintaining the portable Ice Skating Rink which was relocated to the 3rd Street parking lot in 1999. The following parks, facilities, and trails are maintained by the Parks Maintenance Worker.

Petersburg Swimming Pool

Community Gym

Mort Fryer Ballpark

Sandy Beach Park

Marine Park

Eagles Roost Park

Bojer Wikan Memorial Park

Yeil-Ka-Chaak Park in the Tlingit-Haida Subdivision

12th Street Boardwalk

Nature Boardwalk and Trail

As new facilities are being developed it is important to cost out the impact of maintenance and operations. During the summer months, the Parks and Recreation Department is clearly deficient in staff to maintain the City's park system and facilities. However, the condition of the parks and facilities indicates that the department is using its funds efficiently, but the City must expect increases in the maintenance budget as new facilities are added. *It is recommended that a maintenance documentation program be established to effectively measure direct costs associated with each facility.*

Parks and Recreation Master Plan and Capital Improvement Program

Parks and Recreation Advisory Board

The Parks and Recreation Advisory Board meets on a monthly basis and serves in an advisory capacity providing guidance concerning the park system. Its comprehensive perspective on park and recreation issues will be crucial to implementation of the comprehensive plan. This perspective is an outgrowth of its varied responsibilities, which include:

- Developing and maintaining the park system master plan.
- Creating an annual action plan for development of facilities, programming of recreation and gathering support for the park system.
- Informing the community of the needs and benefits of the park system improvement plan.
- Acting as a sounding board for public input concerning park and recreation concerns.
- Serving as a liaison between the City Council, the Planning and Zoning Commission, the City staff and public.

The Parks and Recreation Department has a Six Year Capital Improvement Plan which identifies citizen and department priorities. The Parks and Recreation Advisory Board, in concert with staff, annually updates the plan.

Parks and Recreation Master Plan

In May of 1998, a Park Master Plan survey was developed and mailed to 1100 Post Office box holders. Twenty percent (20%) of the surveys were returned. The top four priorities as identified by the citizens are listed below:

1. Development of Hike and Bike Access Trails
2. Swimming Pool Replacement
3. Teen Center
4. Local Beach Access

When asked to identify the single most important issue or need concerning Parks and Recreation, the top four responses were recorded.

1. More Youth Activities
2. Trails within the Community
3. Swimming Pool Replacement
4. Bike Path along Mitkof Highway

Other significant information gathered from the survey indicates that the public is very supportive of parks and recreation. Below is a brief summary of some of the findings:

- Eighty- one percent (81%) indicated that Parks and Recreation facilities are well worth their cost to taxpayers.
- Sixty- seven percent (67%) felt that more funding should be put into parks and recreation improvements.
- Seventy- nine (79%) indicated that more open space and parkland should be set aside within the city limits.

The survey also indicated that the public would be willing to support various methods of funding park development. The preferred methods are listed below:

- A bond program, (36%)
- User fees (34%)
- Tax increase (16%)
- Sales tax increase (14%)

Current Capital Improvement Projects

Aquatic Center Feasibility Study

The need to replace the existing 27 year old pool is evidenced by the thousands of dollars spent in repairs as well as the ongoing maintenance on the aging facility. In the Fall of 1998, Don Carey and Associates,

Swimming Pool Consultants, were hired to conduct a feasibility study in replacing the existing pool. A Swimming Pool Committee was formed to create a mission statement and prioritize facility needs. The committee met with the consultant on two occasions to provide input and direction and later a public meeting was held to seek community wide input. The consultant provided two footprints for a future facility; estimated costs for actual construction; and estimated annual operations and maintenance costs.

The consultant will work with the city in seeking grants and foundation monies. Although funding may not be available for a few years, it is important to have a plan in place for when the existing pool reaches its life span. *The detailed Feasibility Study can be checked out at the Parks and Recreation office.*

Yeil-Ka-Chaak Park in the Tlingit-Haida Subdivision

In 1998 the Parks and Recreation Department applied for a Federal Action Grant for the development and construction of a park in the new Tlingit/Haida subdivision. In addition to this grant, the Tlingit-Haida Regional Housing Authority set aside \$18,000 for the purchase of playground equipment. Phase I of the park is expected to be completed in September 1999 and will include exciting and interactive playground equipment, picnic tables, parking area and gravel foot trail with park benches at lookout points. Extensive public input was sought and thus included in the plan. A naming committee was established in March 1999 and the park was named Yeil-Ka-Chaak Park, which means raven and eagle park. Other grant funding will need to be sought to complete Phase II of the project which will include extension of the gravel trail, construction of two bridges for crossing the creek, and a covered picnic area.

Mort Fryer Ballpark Expansion and Site Master Plan

Expansion of the ballpark has been on the Parks and Recreation Capital Improvement Plan for approximately five years. During this time the youth baseball and softball program has continued to grow creating even more demand for additional facilities. A record number 290 boys and girls participated in the 1998 leagues.

In 1992 a wetlands permit from the U.S. Army Corps of Engineers made way for improvements. Leftover fill from City projects has been deposited on this site to prepare for future expansion.

In the Fall of 1998, the Parks and Recreation Advisory Board along with youth and adult sports associations attended a workshop to discuss a Site Master Plan of the 22 acre site. The workshop and subsequent meetings were very fruitful in identifying new park amenities that would be typical of a Community Park. The acreage of the existing parkland classifies it as a Community Park.

The Site Master Plan includes a 30' gazebo/amphitheater, trail system for hiking and winter sports, ice-skating rink, parking lot, cloverleaf design for the ball fields, center plaza or viewing area, new concession/restroom facility, 400 meter track with a soccer field designed in the center of the track.

The plan, adopted by the Parks and Recreation Board, will require several phases for completion. The Little League organization contributed \$20,000 for ball field expansion with the Petersburg Youth Soccer Association donating \$3,000.

Phase I - Mort Fryer Ballpark Site Master Plan

Completion Timeline - August 1999

1. Expand the existing T-Ball Field to a 225 foot field
2. Create a practice field west of the new field and north of the Steve O'Neil field
3. Expand the existing 'Old' field from 225' to 325'

Phase II

1. Redesign the layout of the ball fields into a cloverleaf design. This will allow for a central plaza or viewing area for parents, players and spectators.
2. Construct a new concession/restroom facility in the plaza area.

Adopted by the City Council of Petersburg - February 7, 2000

3. Complete the proposed 54-space parking lot on southeast side of site. (Shot rock structural fill with six inches of D-1 crushed rock surfacing.)
4. Design a gravel trail system throughout the approximate 22 acre site. The trail system will begin at the parking lot and eventually connect with the 8th Street Nature Boardwalk Trail.

Phase III

1. Purchase and install a 30' gazebo/amphitheater - The gazebo could be used for picnics, birthday parties, city-wide special events, community events, staging area for athletic tournaments, etc.
2. Completion of an Ice-skating Rink/Pond. Discussion included constructing a 4 - 6" area for an ice-skating rink that would be used as a pond during the warmer months.
3. Other options include permanent concrete slab with surrounding 4" edge that could be flooded during the winter months and used for in-line hockey/skateboarding during the warmer months, and install lighting around the ice-skating rink as well as the trail leading up to it.

Objective – Provide more recreation and cultural opportunities

Strategies:

- Write a Parks and Recreation Department Mission Statement.
- Develop a comprehensive Youth Program. Work cooperatively with the Petersburg Youth Program and the schools in coordinating programs and events.
- Research and write grants for youth programs that will enhance, expand and compliment the work already being done by the Petersburg Youth Program.
- Develop a Youth Basketball Advisory Board that will work with the Parks and Recreation Department in providing quality services to the basketball program. The Board will guide and direct the philosophy and mission of the youth basketball program.
- Adopt a Revenue Policy that will guide the department in pricing services and programs. Special consideration should be given to the following groups: Children and Teens, Low-income residents, People with disabilities and Seniors. As fees and charges are increased to pay for services, it will be important to establish a scholarship program for those that may be unable to pay.

Adopted by the City Council of Petersburg - February 7, 2000

- Develop a Department Marketing Plan that will target the visitor industry as well as seasonal employees. During the summer months resident facility attendance declines.
- Expand revenue base by continuing to plan and develop recreational, cultural and enrichment programs for youth and adults.
- Develop a Master Trail/Pathway System.
- Develop a Renovation and Refurbishment Plan of existing parks and facilities.
- Develop a long-range site and facilities plan for the Sandy Beach Tract area.
- Identify and submit grants for neighborhood parks in high-density population areas that are currently underserved (i.e. Pearl Street, Scow Bay and Kisenó).
- Develop a Plan for the Park Reserve on Dolphin Street.
- Establish a marketing and management long range plan for Tent City.
- Develop Park and Facility Maintenance Cost Centers.
- Since capital and general fund monies will be limited, an aggressive grant campaign will need to be developed to fund future needs.

Parks and recreation facilities are shown on Maps Rec-1 and Rec-2.

Chapter 6

Public Facilities and Services Plan

GOAL - *Provide efficient, high quality, and cost effective public services to meet the needs of existing and future residents and customers.*

Public Services

Police Department

The City of Petersburg Police Department employees a full time chief, one police captain, one police sergeant, five full time officers, one chief dispatcher and three full time dispatchers, two part time dispatchers, one parking/animal enforcement officer and one reserve officer. The Petersburg Police Department also cooperates with other municipal police departments in Wrangell, Ketchikan, Juneau, Sitka, Kake, and Anchorage. The Alaska State Troopers, Forest Service law enforcement, United States Coast Guard, National Marine Fisheries Service, Department of Justice (DEA, FBI, and Customs) also work cooperatively with the Petersburg Police Department for law enforcement.

In general, Petersburg has relatively little crime. The current police force is considered sufficient for law enforcement protection of the community for the next several years at current staffing levels. However, the police department facilities are structurally unsafe, outdated, inefficient, and in dire need replacement. The building was built over muskeg and is currently sinking; it is not handicapped

accessible; the floor is uneven and create a hazardous situation; dangerous traffic encounters occur as police and fire personnel exit the facility onto Nordic Drive; electrical wiring is in poor shape; juveniles are not audibly separated from the adult prisoners; and there are numerous other facility problems. While maintenance occurs on a regular basis, fixing a failing facility is expensive.

A priority for the police and fire department includes the replacement or reconstruction of a safe, secure, and efficient facility. A facility that could combine public facilities (police, fire, court house, and state trooper community resource center) could result in “one stop” shopping for citizens and maximize the abilities of limited personnel (i.e., jailer, dispatcher, and janitor).

Other major priorities for the Petersburg Police Department are to continue to focus on aggressive undercover drug investigations in the community and to provide drug education programs in the schools. Enhanced officer and dispatcher training would provide better and improved service to the community while minimizing liability to the city and staff.

Fire Protection/EMS

Petersburg has four main elements, which are essential to community fire protection: prevention procedures, an alarm system, fire suppression, and EMS. Fire prevention in individual structures is mainly implemented through building codes. The city requires compliance with the Petersburg Fire Code and the 1994 Uniform Fire Code, including inspections, which are conducted by the Fire Marshall and Building Inspector. The fire alarm system makes use of fire alarm boxes along the harbor. All other areas rely on the 911 telephone system to alert the fire department of an emergency.

Fire suppression in Petersburg is provided by the Petersburg Volunteer Fire Department (PVFD). The PVFD is based in two stations. The main station with the administrative offices and the majority of the equipment is located in the Municipal Building at the intersection of Nordic Drive and Haugen Drive. The Scow Bay substation, housing a pump truck and tanker truck, is located at the three-mile marker of Mitkof Highway. All units can be used in the urban area, while the trucks at the Scow Bay substation are

designed for areas that do not have fire hydrants. Waterlines with fire hydrants end at approximately the one-mile post on Mitkof Highway.

EMS is state certified in Petersburg with 28 prehospital EMS personnel on two DOT ambulances. Advanced Life Support (ALS) Skills (i.e., administer drugs) are generally available, and Basic Life Skills (BLS) are available all of the time (i.e., cardiopulmonary resuscitation, controlled bleeding).

Overall, the PVFD is well equipped and staffed for a community of its size. Staffing includes 2 full time positions, a Fire Marshall/firefighter, an EMS Coordinator/fire fighter, and approximately 65 volunteers. One of the volunteers serves as the fire chief. There is also Rescue and Dive Division with 9 members, and Land Search Division with 20 members within the PVFD. Response time within the urban area is less than two minutes. Response time from the Scow Bay station to the nine-mile post is approximately six minutes. Although outside its area of responsibility, the PVFD will travel south to the end of Mitkof Highway. Response time to the Crystal Lake Fish Hatchery would be approximately 25 minutes. The demand for fire fighting services is reflected in the number of fire calls. Fire calls average between 70 to 80 per year.

Fire fighting services in Petersburg have been evaluated by the Insurance Services Office (ISO), a private organization which rates fire protection level of communities across the nation for insurance companies. The ISO evaluated the Petersburg fire protection system in 1975 and in 1980. The 1980 evaluation was for lands outside the urban area. The City has received a rating of 5 in the majority of town, a rating of 8 in city areas without water service, and a rating of 10 in areas outside city limits.

One of the most pressing needs of the department is a new location for the Main Station. The Main Station is now located at the busiest intersection in town, has no parking apron, and lacks adequate space for the ambulance and general equipment storage. When there is an alarm, the volunteers create considerable confusion and potential hazard as they try to find parking and divert or stop intersection traffic. Relocation of the main fire station to another central area, which has parking and easy egress for fire fighting trucks, would allow fire protection functions to be operated more effectively. A suitable site has been identified on Haugen Drive across from the Senior Citizen's Center. The city should actively

pursue this project through preparation of a preliminary design and preliminary budget, and request funding from the state.

Another major deficiency is that there is only one 14-inch water transmission line from the reservoir to the treatment plant and distribution system. Since there is only limited capacity in the water storage tanks, the community would not be able to deal with larger fires if this transmission line were to break. Provision of either additional storage tank capacity or a second 14-inch transmission line would greatly improve Petersburg's fire-fighting capability. A second line would increase flow capacity as well as reliability of the system. The city should pursue one or both of these options in order to upgrade the water supply system and improve its fire insurance rating.

A related need is for the existing water distribution lines to be adequately looped and gridded. This would prevent sections of the community from being without water if a single line breaks. To help accomplish this, the city could budget for water line improvements over a number of years and require that property owners in all newly developed areas be assessed a fee to cover water line improvements in the area.

Capabilities also need to be increased to fight ship and boat fires and waterfront fires. Harbor fire fighting water supply is with portable pumps in the North and Middle harbors, and a dry fire line with stand pipes in the South harbor. One possibility for improving capabilities for harbor fires would be for the city to purchase and equip its own emergency boat for fire fighting and other marine emergencies.

Public Library

The Petersburg Public Library is located in the City Municipal Building on Nordic Avenue. The library was established through a city ordinance and is supported by public funds, and donations. The library has two full-time and one part time paid staff, along with 14 volunteers. The library has a regular schedule where services and staff are available to the public and an established collection of printed and other library materials.

The library has a collection of approximately 26,000 volumes and 50 programs (i.e., Story Hours, Summer Reading Program, Cultural Programs, Puppet Shows). Program attendance in 1997 was 1,635 people. Interlibrary loans and Internet accesses are also available services.

The library is heavily used and well supported by the community; summer is typically the busiest time. While the collection of library materials is sufficient, the municipal building does not meet the needs of the library. The library has outgrown the facility some time ago and does not currently meet ADA requirements. For each volume added to collection, a volume must be removed as a result of the facility and space restrictions. The space also limits the programs the library can offer.

Municipal Building – The existing Municipal Building currently houses the Council Chambers, police and fire departments, library, city administrative offices, finance office, and Parks and Recreation Department.

A need for additional space has been documented by each of the building's occupants and numerous health and safety violations have been noted as well as electrical, plumbing, and ventilation inadequacies. The building does not meet Americans with Disabilities Act (ADA) requirements. Emergency response vehicles exit directly into the busiest downtown street making response dangerous for equipment and volunteers. Parking is inadequate for employees, patrons, emergency responders, and employees.

The building was constructed in 1959. The building was originally constructed to house administrative offices, the Council Chambers, a library, and vehicle and equipment storage. The fire department moved south into the area formerly occupied by vehicle and equipment storage and a two story bay was constructed along the west wall. The southernmost equipment bay was converted from a one story high bay equipment storage space to a low ceiling two storied police station and prison facility, using substandard construction. The need for a new public safety building first appeared on the city's capital project list in 1980.

In January 1983, the city hired an architectural firm to provide a facility program, site selection, facility design, cost estimate, and a time schedule for a new public safety building. A bond issue was placed on the ballot in October of 1983; the ballot measure failed. In March of 1983, consultants prepared an analysis of the mechanical systems of the building. The report concluded that there were numerous deficiencies in the heating system. In 1988, an architectural firm was hired to examine costs and impacts if the existing building were expanded to the north to accommodate an increase of library facilities on the second floor. The report provided a general history of all the remodeling of the building, and provided six options for addressing the needs of the library.

In 1989, a Municipal Building Steering Committee was appointed to determine the future of the municipal building and the location of the occupants of the building. The committee concluded a new public safety building for police and fire was warranted; a structural analysis of the existing building was performed with recommendations for remodeling and expansion of parking on adjacent privately owned land. In February of 1990, the Municipal Building Steering Committee was dissolved and a new committee formed. The new committee recommended the following: installation of an elevator to the second floor; moving the Parks and Recreation offices to the space vacated by the Chamber of Commerce or into the electric utility building; and moving the City Council Chambers to the high school, hospital, Mountain View Manor, the Forest Service supervisor" office, the Elks, the ANB Hall or remodel the space between the existing boiler room and the city manager's offices. The committee recommended that the library expand into the space vacated by the Council Chambers or consolidate with the High School Library. The committee recommended that the fire hall remain in the building with acquisition of private property west to Sing Lee Alley and expansion of the existing police department to the west.

Utilities

Water System

The majority of city residents are provided with municipal water service, with the noted exception of the Scow Bay industrial and residential area immediately south of the downtown district. The area was

annexed into the city in 1978. Those outside the serviced areas are required to provide private systems, which meet Alaska Department of Environmental Conservation approval and inspection. Municipal water service is currently being developed for those residents. Water Utility Systems are shown on Maps **WU-1** through **WU-3**.

Scow Bay Water Project - The Scow Bay area, just south of Petersburg, continues to grow with residential, commercial, and industrial users. Sewer service has been extended to mile 3.8 on the Mitkof Highway. The city is now working towards providing water service to the Scow Bay area. The Scow Bay water system extension will consist of the following:

Phase 1A, access road from existing water storage tanks to the new water storage tank site (underway in 1999)

Phase 1B, pipeline construction from the existing water storage tanks to the new water storage tank site (underway in 1999)

Phase 2, construction of the new water storage tank and construction of a new water main from the new tank along Mitkof Highway to Wesley Street

Phase 3, construction of a new water main from Mill Road at Mitkof Highway to Kramer Castle, the end of the project

Phase 4, installation of the main along Scow Bay Loop Road and side services to the subdivisions along Mitkof Highway

The first customers are planned to be on-line at the end of year 2000; the project is planned for completion in 2005, depending upon funding.

The Scow Bay water system will increase the city's ability to provide adequate fire flows to both the downtown and Scow Bay areas. The system will provide a safe and dependable drinking water supply in the Scow Bay area and make the existing system in Petersburg more reliable. The new tank will provide additional water storage, and the new main along Mitkof Highway will supply the downtown area from the new tank. An improved municipal water supply will provide infrastructure for economic development to serve light industrial, commercial, and residential development in the Scow Bay area.

Following the completion of the Scow Bay project, the next priority would be to supply municipal water to the Point Frederick North Subdivision.

Water Supply

The City of Petersburg has two developed water sources: City Creek Reservoir and Watershed (1954) and Cabin Creek Reservoir and Watershed (1998). As a result of low snowfall, and rain in 1996, Petersburg had been on the verge of widespread water rationing. The city's three seafood processors had to reduce their fresh water consumption. The Cabin Creek water project was developed to help curtail water shortages in Petersburg.

In 1996, a dam was built at Cabin Creek and a pipeline and pump station was constructed to connect to the water treatment plant. The project included construction of an 8-mile access road. The new facility went on-line in summer 1998, and will be the primary water source. Federal, state, and local revenues were used to fund the project.

Petersburg water usage records indicate that the consumption for the average customer is 5,740 gallons/month. This number is greatly inflated due to the large amount of water necessary for seafood processing. There are 903 customer connections, 19.5 miles of main, 355 million gallons of water produced annually, and 2.6 million gallons of water produced daily. The capacity of City Creek Reservoir is 150 acre feet (52 million gallons of water) and the capacity of Cabin Creek is 750 acre feet (290 million gallons of water).

Water Treatment

The Petersburg Water Utility has improved compliance with ADEC regulations. The water treatment plant received a major upgrade in 1995. The facility can now produce up to 4 million gallons/day of treated water. Petersburg drinking water treatment plant consists of rapid mix/flocculation/sedimentation process followed by filtration through rapid sand filters, chlorine disinfecting, and the addition of fluoride. When the Scow Bay improvements come online, it will add approximately 200,000 gallons/day to the treatment plant. The treatment plant should be able to meet demands, including Scow Bay, for the next 10-15 years. However, if seafood processing is developed in Scow Bay, the city may need to add another filter bay (\$300,000). This would boost the maximum output to 6 million. If deemed necessary, the addition of a filter bay could be accomplished in a short period of time.

In 1997, more than 4,600 separate tests were performed on water samples taken from various points in the distribution system and analyzed at qualified and state approved laboratories to check for secondary contaminants. These secondary contaminants come from infiltration into the water mains at low pressure and mainly affect the aesthetic quality for drinking water; at higher concentrations health problems might exist. The Alaska Department of Environmental Conservation can require a public water system to meet the secondary Maximum Contaminant Levels (MCL) if public health is threatened or if there is a strong consumer objection to exceeding a listed MCL. Twenty-two percent of the water distribution pipes need to be replaced. Targets for replacement are pipelines constructed of asbestos mixed concrete. This type of pipe gets brittle and has high maintenance requirements. Some water pipes are "floating" on the muskeg and this also causes problems with breakage, which can lead to infiltration.

Sewer System

The public sewer facility operates with federal and state approval and has a 2.18 million gallon/day (MGD) design capability. Sewage is collected from the downtown area and out to Scow Bay, except between mile 3 and 4 on the Mitkof Highway. The sewage plant is a primary treatment plant and treats 2.1 million gallons per day peak and 1.8 million gallons sustained. This primary treatment takes out most of the solids but does not provide any further amelioration of the wastewater. The treated water from the sewer treatment plant is released in a deep-water outfall in Frederick Sound. The downtown

seafood processors have their own out falls and discharge permits. Recently a sludge pond was constructed and sludge from the sewer plant is pumped into the pond and decanted. Another 2 million dollars is needed to properly treat the sludge.

The sewer system is sufficient if the city can continue to negotiate to keep primary treatment, and no new seafood processors come into town. If the city had to take the seafood processors wastewater or secondary treatment is required a major upgrade would be necessary. Sewer Utility Systems are shown on Maps **SU-1** and **SU-2**.

Local Street, Water and Sewer Improvements

An inventory of local streets was completed to determine which streets need some combination of improvements before resurfacing is accomplished under the street paving program. Use level, anticipated growth and safety were the criteria used to prioritize the ranking of each street improvement project. Surf Street has become a high use access route in a relatively short period of time with rapid growth in the Severson Subdivision area. The hospital complex streets have a high priority as dust from the adjacent streets cause problems for the sensitive hospital equipment. The condition of the adjacent roads also precipitates hazardous transport of the injured to the facility.

Surf Street, from South Nordic to Odin has been re-constructed and is ready for resurfacing. The hospital complex streets, Second Street, from Dolphin to Haugen, Excel Street from First to Second, and Fram from First to Second is budgeted for water, sewer, and street upgrade.

Hospital Complex Streets - The streets around the hospital complex have 90% of the utilities upgraded. The project would include excavation of unstable materials in specific areas, replacement with frost free material; replacement of water and wastewater service laterals and mains where necessary; replacement of storm drainage system; and the addition of small retaining walls on Excel. The project would provide two driving lands, sidewalks, and paving.

Second Street – Dolphin to Haugen Drive: Unstable materials would be removed from the roadway prism and replaced with stable, frost-free material. The water main would be replaced from Dolphin to Haugen with eight inch ductile iron Class 52 pipe (existing pipe is four inch asbestos/cement pipe laying on planks on unstable material). New valves and service boxes would also be part of the project. The sewer system would be upgraded to six-inch ductile iron Class 50 pipe bedded with frost-free material, shot rock, and compacted crushed rock to grade.

Excel – First to Second Street: Portions of Excel have been excavated and replaced with stable materials. Water and sewer mains were replaced in earlier improvement projects. Four water and sewer service laterals need complete replacement to the property line. The existing storm drain system would be upgraded and extended to the east side of the Second Street intersection. Electric, telephone, and cable systems were placed underground in 1988 and would not have to be replaced.

Fram Street – First to Second Street: Fram Street, between First and the north side of the Second Street intersection was excavated in the 1970's at which time the water and sewer mains were replaced to the Second Street intersection. The south side of the street (in front of the Salvation Army and Totem Apartments) still needs to be excavated and replaced with stable material to the limit of the right-of-way

Surface Water Drainage

The majority of Petersburg is drained by natural streams, drainage ditches, and culverts. The city tries to keep surface drainage water out of the sewer system. Stormwater enters the sewer system through cracked and shifting pipe joints and failing brick manholes. During heavy and sustained rainfall, the peak flow through the treatment plant is as high as 2.5 million gallons. High flows will bypass the treatment plant or pump station. An effort is underway to reduce the infiltration and inflow problem so the system is not bypassed. The city also continues to work on improving the surface water drainage system. As streets are improved and sidewalks planned, storm drains will be incorporated into the design.

Solid Waste

The landfill operates under the approval of the State of Alaska and has recently been converted from an open landfill into an approved balefill/recycle facility. The construction of the Baling Facility Building was completed in October 1996 and a recycling program is underway. Most solid waste can be baled and 2,800 tons of solid waste is generated per year. The expected life of the landfill with the conversion to baled refuse is 15 to 20 years. When the landfill is closed out in the future, it must meet all new regulations.

Petersburg has recently decided to export their solid waste to save money and prevent future rate increases that would come from landfill closure costs when the dump is full. The bales are shipped out to a regional landfill in the lower 48. With the solid waste contract, Alaska Marine Lines picks up the bales and loads them into the containers at the baling facility. Personnel no longer have to haul the bales to the landfill, as a result of the time-savings; more time can be spent on the recycling program. The city issues permits to open burn certain items such as wood (mostly pallets, brush, and construction waste). Chips and bark generated by the mills are sold rather than taken to the landfill.

Recycling – The city-run recycling program collects 2 types of plastic, newspaper, magazines, aluminum cans, and glass. The program began in 1996 and is currently expanding to collect additional materials. Recyclable deposit locations are at the harbors, school, Scow Bay, and at the baler. In 1997, 30 tons of materials were recycled. Money made from recycling covers the cost of shipping the materials out and the program. The program is beginning to generate more revenues. Prior to the city-run program, other groups such as the Boy Scouts recycled for about 10 years. Flyers regarding recycling are sent out 1-2 times per year and the benefits of recycling and the city program are advertised at a booth at larger community events.

Public Works Storage Facility – A new covered storage area is on the 1998 City of Petersburg Capital Improvements Project list. The Facility is needed for the Public Works equipment, machinery, and fixed asset inventory. The proposed storage facility would provide dry, covered storage for building materials for the Maintenance Department, water and sewer utility fittings, tools, and small equipment. Engineering and plans are complete for constructing a 24 by 100 foot steel building. The proposed

design would include four open sided 20 by 24 foot bays and one 20 by 24 foot enclosed bay. The existing Public Works buildings are no longer adequate to house the wide variety of equipment, machinery, and materials used by the Public Works and Maintenance Departments. Dry, covered storage to protect the City's investment in machinery and equipment and its fixed asset inventory, which must be available for routine maintenance and emergency response, is a fiduciary responsibility of the city.

Electricity

Petersburg Municipal Power and Light (PMP&L) serves approximately 1,860 consumers within the city limits and remainder of Mitkof Island. Electrical Utility Systems are shown on Maps EU-1 through EWU-4. Currently the city has three sources of generation.

1. Tyee Hydro Project,
2. Crystal Lake Hydro Project, and
3. Downtown Diesel Plant.

To serve the existing load, the Crystal Lake Hydro is base loaded, with the remaining generation supplied by the Tyee Hydro. Since the addition of the Tyee Hydro Project, the Downtown Diesel Plant has been utilized as a backup source of power in the event of loss of the Tyee source.

Petersburg purchases nearly three-quarters of its power from the Tyee Lake project. Approximately 25% of the power has been supplied by two hydroelectric generators at Crystal Lake Hydro, located 17 miles from Petersburg at Blind Slough, below Crystal Lake. The community's standby generation is supplied by six diesel electric generators, which are housed in the Power & Light building at the corner of Haugen and Nordic Drive. These generators have 2500, 350, 1250, 2100, 800 and 600 kilowatt (kW) ratings.

Although the Tyee source has had good reliability over the last several years, occasional outages do occur due to loss of generation or transmission line between Tyee and Petersburg. Maintenance

outages of approximately one week per year are also required for the Tyee Hydro and transmission system. In addition to the loss of the Tyee Hydro source, low water availability can result in loss or severe reduction of the Crystal Lake Hydro generation. As a result, the Downtown Diesel Plant is required to support the entire city load at any given time.

Currently, the peak load for the PMP&L system is approximately 8.5 MW, whereas the existing maximum generation capacity of the Downtown Diesel Plant is 7.6 MW. At the present time, Petersburg is generation deficient and load will need to be curtailed during peak period if the Tyee source is lost. This situation is evident in the planning of the outage schedule for work on the Tyee line during the fall of 1998.

Distribution System - 90% of the distribution system has been rebuilt since 1985, with the new conductors and poles being energized at 14.4/24.9 kV. The majority of the downtown area was rebuilt using underground construction. Due to increasing loads, PMP&L is looking to increase the size of the downtown substation and of standby diesel generation, as well as toward other sources of energy in an effort to provide continuity of service to its customers. PMP&L has approximately 300 miles of overhead and five miles of underground distribution

Future Demand - It is difficult to accurately forecast electrical power demand, since it depends on the cost of competing sources of energy (for example, heating oil in the case of residential customers) as well as the condition Petersburg's economy. A few observations can be made, however. Petersburg utility records indicate that residential and commercial usage has been increasing in recent years. There will be a demand to extend the distribution system to residential areas that are currently without service. Total system generation increased from 4.2 MW to 9 MW between 1985 and 1997, more than doubling. In the fishing industry, fresh and frozen products have become increasingly common. Compared with canning, these require more energy to produce the same amount of product. Future fisheries development will likely follow this trend. Hence, at least some increase in electrical energy demand can be expected from the fishing industry. Reliability will also become increasingly important, as the fresh and frozen products need to be kept cold until shipment.

Other growth in industrial power demand, particularly that for sawmills will depend primarily on the delivered cost of electrical power as compared with that of power generated from diesel or wood waste. Because of the importance of industry to the local economy, the electrical supply system should include multiple power sources so as to ensure adequate backup capacity in case of failures.

New Power Sources - Facing increased power demands and the possibility of long term increases in the price of diesel fuel which exceed the rate of inflation, the city embarked on the development of two new hydroelectric power projects. The first, Tyee Lake, came on line in 1985. The second, Thomas Bay, was in the preliminary study phases in the 1980's, but is not currently being pursued. Each is described further in the following paragraphs.

The Tyee Lake project, initiated by the Thomas Bay Power Authority and later taken over by the Alaska Energy Authority, was developed to deliver power primarily to Petersburg and Wrangell. Interties to allow power to be sold to Ketchikan, Kake, Sitka, and possibly British Columbia were in the study.

The Tyee project includes a powerhouse on Bradfield Canal south of Wrangell, a power tunnel connecting the powerhouse to Tyee Lake, and a 138 kilovolt transmission line (with step-down substations at its terminus) to Petersburg and Wrangell. The route includes both underwater and above ground segments, and would be energized at 69 kV. The transmission line to Petersburg approximately parallels Mitkof Highway and ties into the existing electrical system near Scow Bay at Petersburg Station. The Tyee facility can supply 20 megawatts of hydropower to the Wrangell-Petersburg area. There is a spare location, which could provide an additional 10 megawatts.

Thomas Bay is considered to be one of the better sites in southeastern Alaska for hydropower development. The City of Petersburg was interested in a hydroelectric project at Thomas Bay both as an economic venture (i.e., bring revenues to the community) and as an effort to provide multiple sources of power in the region for improved standby capability. The project could also be used to stabilize Petersburg's power costs.

In April of 1983, the city received a preliminary permit from the Federal Energy Regulatory Commission to conduct studies leading to permitting and construction of a hydroelectric project at Thomas Bay. A 45

megawatt facility was envisioned, and because of the large size of the project, the city would have to arrange a joint venture with another party and secure sales agreements to order to proceed. Potential purchasers of power included Ketchikan, Juneau, and U.S. Borax, which was considering development of a molybdenum mine at Quartz Hill (east of Ketchikan). Financing would be accomplished through revenue bonds secured by power sales agreements.

The power-intensive nature of the community's industries makes it imperative that standby power sources be available should a failure occur in either source of generation facilities. It appears that the existing diesel powered generators will not be able to satisfy this need in the future, particularly if older units are retired as now scheduled. In addition to projects such as Thomas Bay, possible sources of standby power could include small scale hydroelectric development (such as at the community's water supply reservoir), thermal power produced from wood wastes or municipal solid wastes, or additional standby diesel generators. All of these options should be studied as Petersburg formulates its long-range power strategy.

Objective – Expand water, sewer, and power to areas of the community that are not yet served, and to new areas in a manner that supports practical residential, commercial, and industrial growth.

Strategies:

- Assess utility demand and capacity on an annual basis and continue water, sewer, and power extensions as necessary and economically feasible
- Identify appropriate areas for improvement or expansion of basic utilities for the community
- Develop infrastructure incentives such as extension or improvement of public utilities, to promote commercial industrial development in appropriate areas
- Work with private developers to ensure that utilities in new subdivisions meet city code and maintenance standards

- Relocate the power plant to a more appropriate area

Telephone

Telephone service is provided by GTE. GTE has 2,375 circuits currently in service and are equipped for 2,648 on Mitkof Island. A digital unit will be installed at Papke's and provide 120 lines at the landing for customers out the road. The telephone distribution lines are located on the P&PL electric power poles. Ninety-five percent of the cables are overhead, with the remaining buried. Long distance carriers include GCI and AT&T. GTE develops a 5 year plan and updates it every year.

Post Office

The post office is currently located in the General Service Administration building on Nordic Drive. The Postal Service has identified a site for relocation of the post office from its current spot. When the agency couldn't find suitable land in the downtown area, the search was expanded and the Postal Service began to pursue the state land near the airport. The Alaska Department of Transportation and Public Facilities has recently granted a 50-year lease to the U.S. Postal Service for a new post office between the Hammer and Wikan Shopping Center and the James A. Johnson Airport. The Postal Service applied for approximately 75,000 square feet of land with access from Haugen Drive adjacent and southeast of the Hammer and Wikan Shopping Center. The agency proposed \$3.2 million worth of improvements to the lot.

Education

The educational program in Petersburg consists of kindergarten through 12th grade education provided by the Petersburg City School district and adult education provided by Community Schools and the University of Alaska Southeast. The Petersburg City School District includes three schools: Stedman Elementary School, Petersburg Middle School, and Petersburg High School.

All of the Petersburg's school facilities are at one centrally located site within the community. Either enclosed hallways or covered walkways link all these facilities, providing a unified facility located on one end and side of the existing school site. In addition to the three schools and their associated requirements (gym, multipurpose, library, etc.), the 13 acres school site/reserve also accommodates the community gymnasium and the community swimming pool.

The Rae C. Stedman Elementary School houses grades kindergarten through five and is 28 years old, but in reasonably good condition. Several upgrade projects in the past 10 years have added some life to this aging building. In 1994 the district administrative offices were removed from the school to a portable building which freed up much-needed space for the students. The elementary building is in need of replacement in the next 15 to 20 years. Even now the space configuration is very unsuitable for normal elementary school operations (i.e., no multipurpose space, etc.). The student population continues to grow at a steady pace, placing additional burden on the already maximized use of classrooms.

The Mitkof Middle School was created in 1986 after a new high school was built. The middle school is a renovated section of the old school attached to the high school building. Students in grades six through eight are served in the building, which is over capacity. Two middle school classrooms are located in the high school, to relieve the pressure for space. Similar to the elementary school, middle school space configuration is inadequate (i.e., no multipurpose space, shared library with the high school, no cafeteria, etc.). As larger and larger classes move from the elementary to middle school level, the district faces major decisions about these two schools.

Petersburg High School was constructed in 1985 and houses grades 9 through 12. The student population grows at the same modest rate as the other schools. Currently there is sufficient space for the high school program to operate adequately, but pressure for space from the middle school places a strain on high school resources.

Petersburg kindergarten through grade 12 enrollment project for the next seven years is estimated to increase by approximately a relatively stable 1% using standard prediction methodology. The Petersburg

School numbers also indicate that Petersburg has a very low drop-out rate; one that is much lower than most, if not all rural districts. If some major changes take place in the Petersburg economy, projections can be affected significantly positively or negatively. Presently, no major changes are expected.

Adult education courses are held in the school district facilities after school hours and on weekends. University of Alaska Southeast programs are taught primarily by distance delivery, and occasionally by certified local residents. Community school courses (in arts/crafts, local history, and various other subjects) are taught, for the most part, by local residents. There is sufficient space to accommodate the community's present and future need for adult education programs.

A capital project improvement identified by the City of Petersburg for fiscal year 1998 is the expansion of the Vocational Education Building. The existing vocational education building was constructed in 1966 as "half a building" with plans for eventual expansion. Increased enrollment has placed demands on existing facilities, which can be alleviated by the expansion of the Vocational Education Building. The existing building is 5,000 square feet and the planned expansion is 5,000 square feet. The new addition would accommodate a food service facility. Currently the food service is offered in the elementary multi-purpose room. Moving the food service program to another site will free up space in the elementary school.

The expansion would also provide a much-needed space for the vocational education department's marine fabrication section, a popular and successful program now limited due to space constraints. The project would also reconfigure the instructional space of both the woodworking and metal shop, activities requiring separate and distinct instructional space. The proposed expansion would also provide space for vehicle and maintenance storage.

Financial support for the operation and maintenance of the school district is a combination of local, state, and federal funds. The majority of funding is provided by the state, though the local contribution has steadily increased in recent years. Federal timber receipts have recently eased the pressure for local funding to offset static state funding.

The City of Petersburg incurs bonded debt to finance school construction costs, and is reimbursed by the state for a percentage of debt service costs. No new bonded indebtedness for school construction has occurred since the construction of the high school in 1985.

Objective – Provide high quality, diversified, locally controlled educational opportunities for elementary, secondary, and adult students

Strategies:

- Coordinate with the School Board in reviewing the status of State assistance in school funding on an annual basis
- Evaluate the feasibility of Borough formation and annexation options and the effect on school district funding and administration

Senior Citizen Services and Programs

Senior Citizen Services are provided in the form of subsidized housing, senior meals three times a week, van transportation, exemption from taxation and reduced utility rates. According to the Alaska Housing Finance Corporate Senior Housing Needs Assessment for Southeast Alaska prepared in January 1995, the independent living senior population in Petersburg will double by 2010. There is also a possibility that an equal amount of increase in Assisted Living Seniors will occur. The Senior Citizen Housing Committee has determined, through a survey of senior residents in Petersburg, a need for 15-18 non-subsidized, independent living apartments in addition to the existing subsidized Mountain View Manor. As the senior citizen population increases, the supporting services will also have to increase.

In February 1995, A Senior Citizen Housing Committee was appointed to assess the needs of housing for senior citizens. The committee's recommendation was to construct a twenty unit addition to Mountain View Manor. The committee also recommended several units be designated as assisted living apartments with contracted twenty-four hour nursing care. A number of apartments would be available for seniors who do not need assistance, but no longer desire the responsibility of maintaining their

private residence. The committee recommended that the facility include a number of non-subsidized housing units based on full market rents.

In November of 1996, the City Council approved a budget amendment to the Elderly Housing Fund providing \$6,000 to develop a conceptual design for the proposed facility. A conceptual design is required as part of the application to the Alaska Housing Finance Corporation (AHFC). AHFC is being considered to provide financing for the project.

Other Services

Health Care - Health services in Petersburg are provided mainly through the Petersburg Medical Center; these include basic emergency medical services, obstetrics, alcohol detoxification, limited surgery, critical care, and a physician clinic. The community also has a public health nurse, dentists, and a mental health program.

The Petersburg Medical Center is a basic care facility with both acute and long-term care capabilities. Additional services offered by the Petersburg Medical Center include coronary intensive care, chemotherapy treatments, respiratory therapy, a 24-hour emergency room diagnostic radiology, mammography, ultrasound, cardiac treadmill testing, and physical therapy. Since the hospital does not have an anesthesiologist, emergency surgery requiring general anesthesia cannot be performed, so if an emergency develops an evacuation is necessary (e.g., ambulance plane from Seattle). Elective surgery is performed at the Medical Center.

The public health nurse provides supplemental health care for the community. These services include prenatal training, infant checkups and public immunizations. The nurse also administers to those who cannot afford health care through normal means and helps them obtain funding for needed services.

Mental health capability in Petersburg is provided by a full time Master of Social Work clinician in private practice and another Master of Social Work based in Wrangell who serves Petersburg part time. Petersburg residents go to outside services for psychiatric care (e.g., Juneau or Anchorage).

With completion of the new hospital in 1984 and the physician clinic in 1994, the community's basic health and emergency care needs are being met. State and federal agencies tightly control expansion of hospital services, and any plans for additional expansions would be carefully scrutinized on both health care and economic grounds.

Substance Abuse Programs - There is one community based substance abuse program in Petersburg. Changing Tides Counseling Services works with individuals and families experiencing problems because of substance abuse. Changing Tides provides prevention programs in the school system and the community, help for families where there is a member suffering from addiction, and Outpatient and Continuing care for those persons suffering from the disease of addiction.

The agency was founded in 1972 and has continued to add programs throughout the years to better serve the community. Changing Tides now also provides Anger Management classes, Smoking Cessation classes, Drivers Alcohol Information Schools for adults and adolescents, and Educational and Prevention presentations to the community. The number of staff at the agency has increased to three full-time clinicians, and a half-time office manager. The complete Outpatient program is state approved, and consists of 8 weeks of outpatient, 8 weeks of relapse prevention, and 8 months of continuing care. The Program Director estimates that the incidence of substance abuse related problems in the community is slightly higher than in major cities such as Juneau or Anchorage (i.e., two in ten having a significant problem, as opposed to one in ten in the larger cities). This would mean that there are approximately 600 residents in Petersburg with an alcohol/drug problem during any given year. Since 1979, the agency has worked with over 1400 individuals on a one on one basis, and thousands more individuals through its community programs. Although success rates are hard to measure, a recent state survey estimated that 64% of those completing treatment remain clean/sober. The agency receives monies from a grant from the State of Alaska Division of Alcoholism and Drug Abuse, monies from the City of Petersburg, and in-kind donations from local businesses and physicians. The Police Department also administers a DARE program in the schools.

According to the Director, the program has managed to improve services without increased support from the state or federal government. The funds are now stretched to their limit, since there have been no increases in the last 4 years. The Director reports that the agency will be moving to a new location this year which is somewhat larger, but because of in-kind donations, remains the same cost as the present facilities. The higher costs of doing business, higher equipment costs (computers, copiers, fax, and office supplies), and the higher living costs in general, have impacted the levels of service that can be provided. Continued support from the City of Petersburg, and the state and federal government is essential in this funding formula to insure continued essential services in the schools and the community. Since taking over all the substance abuse related service in the community, Changing Tides has attempted to increase services without increasing costs. There is a limit to this formula, and the Director emphasizes the importance of the continued city, state, and federal support.

The work in the school system is of major importance to the community. One clinician works full time to provide services to adolescents in the schools and the community. The level of adolescent substance abuse is on the rise and prevention and treatment is our only hope of saving young lives. The Director foresees increases in demand in the future, and the daunting specter of diminishing funds on the horizon.

Child Care - Licensed child care services are provided by Petersburg Children's Center, one licensed day care home and several other homes throughout the community. Funding assistance to income eligible families is made available through the State Day Care Assistance Program. These funds are channeled through the City of Petersburg to parents who then pay the Center or home care facility operator. Provisions of health care services helps the community economically by employing the people who provide the care as well as freeing parents to enter the work force.

Objective – Maintain viable public facilities in the downtown area

Strategies:

Adopted by the City Council of Petersburg - February 7, 2000

- Request a downtown Post Office Station sub-station from the United States Postal Service to meet fishing fleet and visitor needs
- Identify additional hospital and support services needs
- Create and maintain in an clean and acceptable manner additional public restroom facilities in the downtown area

Adopted by the City Council of Petersburg - February 7, 2000

Objective – Expand, renovate and rebuild the Municipal Building in a manner that supports the safe, reliable, efficient, and cost-effective provision of public services

Strategies:

- Design and build a new public safety building
- Investigate partnerships with other government agencies for use of the public safety facility
- Design and build a Municipal Building with City offices, council chambers, museum, library and conference area

Chapter 7

Transportation Plan

GOAL - *Provide adequate transportation infrastructure to meet the needs of the community and promote a diversified economy*

Petersburg's transportation links to other communities are by water or air; there are no road connections. Connections to both southbound and northbound destinations are available, although service is limited in some seasons of the year due to weather and lack of demand. Transportation systems are shown on Maps **T-1** through **T-7**.

An ad-hoc Transportation Committee was formed in January 1995, for the purpose of reviewing the overall transportation needs of the community. The city also formed a Transportation Planning Committee with the State of Alaska to review projects prior to being placed into consideration of the State Transportation Improvement Plan. The committee also hopes to better coordinate local projects with scheduled state projects.

Highway and Road Systems

Petersburg has approximately 25 miles of roadway under its jurisdiction. This is exclusive of the state highways, which include North & South Nordic Drive, Sandy Beach Road, and Haugen Drive. The city is responsible for the operation and maintenance of these roads. Outside of the city center, road travel is primarily limited to the Mitkof Highway along the east shore of the Narrows, and some collector and

local access roads servicing residences, commercial establishments and industry along the edge of the Island, and along Cabin Creek Road.

Mitkof Highway stretches over 36 miles beyond the city center to the southern tip of Mitkof Island, providing access to logging roads, public recreation facilities, the Crystal Lake Fish Hatchery, and the city's hydroelectric plant. Beyond the power plant, the highway is unpaved and parallels Blind Slough to its terminus near Dry Strait on the east side of Mitkof Island.

Regional Transportation Projects

The ADOT&PF is in the process of preparing a long range transportation plan for Southeast Alaska. The plan will identify what air, water, and land transportation links Southeast communities will need within the region over the next 20 years and suggest ways to pay for the improvements.

The proposed Southeast Alaska Transportation Plan includes a program for strategic investments in roadways and marine highway system components. This investment program is designed to facilitate transformation to a transportation system which is more attuned to the needs of Southeast Alaska residents for convenient and regular inter-community travel, better matching transportation system capacity to travel demand between specific locations while reducing future operations costs for the State of Alaska. For more information on transportation alternative being considered, please refer to the Southeast Alaska Transportation Plan.

City Roads

Petersburg, over the past 15 years, is developing its city-owned road system in a systematic manner. Prior to the early 1980's, few of the city-owned streets were adequately constructed, with many streets being too narrow, or improperly aligned. This inadequacy of the city-owned streets is due mainly to the fact that most of the roads were not built according to a set of uniform standards. Street expansion was not planned and thus the streets were constructed sequentially, one block at a time. This unplanned

construction resulted in streets of too narrow widths, crooked alignments, and a mixture of water/sewer utility materials and sizes.

Petersburg Transportation Projects

The following projects (Table 7-1) were listed in the 1997 Transportation Needs and Priorities for Alaska (Needs List). The Needs List is an ever-changing inventory of needed transportation projects already identified by various groups, communities, state, and federal sources. The purpose of the Needs List is an important step in selecting transportation projects for funding. The Needs List inventory is the foundation for the Statewide Transportation Improvement Program (STIP), the Aviation Transportation Improvement Program (AIP), and the Harbors Improvement Program (HIP), and the capital budget.

The STIP is the state's plan for allocating funding for surface transportation - highways, transit, trails, and ferries for a three year period. The following projects cover the time period from October 1998 through September 2000. The STIP is competitive and the final step in a broad public process through which projects are selected and programmed for funding based on need. Alaska's STIP is prepared from a document known informally as the Needs List. Beginning in late 1996, ADOT&PF held a public review of the needs-based project scoring criteria and in early 1997 began soliciting project nominations to the Needs list. Project nominations are received from various groups, local governments, state and federal agencies. Using the scoring criteria, the large pool of projects were scored and ranked. Only projects receiving the highest scores in the Needs List became eligible for the statewide consideration and possible Priority 1 ranking - a prerequisite for inclusion in the STIP.

Four of the projects from the Needs list ranked high enough to make it to the Draft STIP. The following are proposed projects that were included in the Draft STIP:

H Street Repaving and Intersection Improvement - Roto-mill and repave from Mitkof Highway to airport; repair sidewalks; improve H Street and Nordic Drive intersection by installing turning lane.

Adopted by the City Council of Petersburg - February 7, 2000

North Nordic U-Turn Route - Construction of a U-turn route from North Nordic Drive to North First Street to alleviate traffic congestion and safety concerns.

Petersburg AMHS Terminal Building Expansion - Remodel and expand the existing ferry terminal building to provide adequate office space and waiting area.

Table 7-1

1997 Transportation Needs and Priorities (Needs List)

(this list is currently being amended)

Name	Description	Cost Estimate
Airport Bypass	Provide an alternate transportation route by-passing the downtown business district and the congested intersection of Nordic Drive and Haugen Drive.	6,000,000
Airport Bypass Road	Relocated road between airport terminal and Sandy Beach	4,586,670
Airport East Apron Expansion	Construct additional apron between the existing apron and the new equipment building and construct a taxiway along the existing apron	1,173,330
Airport General Aviation Taxiway	Construct light aircraft taxiway	533,330
Airport Parking	Construct additional vehicle parking in terminal area	608,330
Airport Runway 4 Turnaround	Construct aircraft turnaround on Runway 4	2,666,670
Airport Runway Safety Area Upgrade	Extend and widen runway safety area to federal standards	6,720,000
Airport Terminal Roadway	Reconstruct roadway through airport terminal area	2,320,000
H Street Pavement Rehab. /Intersect. Widening	Roto-mill and repave from Mitkof Highway to airport. Repair sidewalks. Improve H St. and Nordic Dr. intersection by installing a turning lane.	1,900,000
Middle Boat Harbor Float Replacement	Major renovation of old floats, piling and utility systems, maintenance dredging to original basin limits	1,300,000
Mitkof Highway Paving	Pave from Blind Slough to the end of the road	5,000,000
North Boat Harbor Float	Replace North Boat Harbor floats and pilings, grid, and utility Systems.	1,800,000

Adopted by the City Council of Petersburg - February 7, 2000

North Nordic U-turn Route	Construction of a U-turn route from North Nordic Drive to North First St. to alleviate traffic congestion and safety concerns.	200,000
Papke's Landing Improvements	Federal Aid Highways Intermodal Connection for residents off the road system along the Duncan Canal	1,500,000
Papke's Landing Rehabilitation	Extend float, add moorage, install lights and expand parking	500,000
Petersburg Area Repairs	Work orders for Kupreanof Harbor, general repair	48,000
Petersburg Streets Upgrade/Paving	Upgrade and pave 11 miles of existing gravel streets	3,000,000
South boat Harbor Expansion	Enlarge basin by dredging adjacent tidelands and install additional boat moorage floats to provide and additional 100-150 boat stalls, including 100 stalls for boats 40 feet long or longer. Construct new grid.	3,500,000
TE: Ernie Haugen Park Upgrade	Install culverts and brushing of overgrowth	70,000
TE: Falls Creek Fish Ladder	Falls Creek Fish Ladder recreation area rehabilitation	200,000
TE: Ohmer Creek Pedestrian Bridge	Construct a pedestrian bridge over Ohmer Creek	300,000
Tour Ship Dock Construction, Preliminary engineering	Preliminary engineering to locate and develop plans and cost estimates for construction of a new cruise ship dock	50,000
West Apron Expansion	Construct west apron to expand available aircraft parking and lease lots	1,280,000
Petersburg Mooring Structure Improvements	Upgrade the southern dolphin to lead-in and other general improvements	1,211,000
Petersburg Terminal Building Expansion	Remodel and expand the existing ferry terminal building to provide adequate office space and waiting area.	385,000
Petersburg Uplands Improvements - ferry terminal	Acquire right-of-way and construct a expanded traffic staging area	2,752,000

Petersburg AMHS Uplands Improvements - Acquire right-of-way and construct an expanded traffic staging area.

Airport Bypass Road - Construct an alternate transportation corridor to avoid increasing industrial (eg. bales of solid waste) and commercial traffic through the downtown area. A City of Petersburg Capital Project listed for fiscal year 1998 is this roadway from the Scow Bay area to the airport. Currently all vehicular (including heavy equipment, freight deliveries and commercial vehicles), bicycling, and pedestrian traffic pass through the intersection at North Nordic and Haugen Drive. As proposed, the alternate route would help alleviate traffic congestion at the intersection of North Nordic and Haugen. It would reduce the danger to emergency personnel responding to the fire hall, provide an alternate escape route for the core population due to incidents obstructing the Mitkof Highway, and provide an access route to the airport, hospital, and emergency operation center for the Scow Bay population if an accident occurred on Mitkof Highway.

City Road Condition and Reconstruction

Beginning in the early 1980's the city began a systematic reconstruction of the roadway under its jurisdiction. This reconstruction has been ongoing using uniform standards and updating and properly designing the utilities to meet future reconstruction and expansion. The 1996/97 city budget included \$20,000 to prepare a street paving report. The report has been completed, and included recommendations which are described in this chapter. As the funds become available the city has paved the streets that have been reconstructed. These have been the streets that have larger traffic volumes. The Street Paving Project, identified in the City of Petersburg Capital Projects for fiscal year 1998 will provide an allocation of funds to begin paving the gravel streets ready for a surface application. Streets included: Wesley Street, Skylark Way, Dock Street, Surf Street, and Lumber Street. The level of funding will determine the number of miles paved in a given budget year.

The city has recently classified the gravel streets to determine which could be surfaced with asphalt, concrete, or chipseal. During dry periods, the dust generated by vehicular traffic on these gravel roads is an irritant to much of the population, and there is a concern that continued exposure could cause health problems to persons exposed to the clouds of dust common in Petersburg.

Another concern is the deterioration of the gravel roads presents additional problems through the formation of potholes. These concerns have been most apparent around the Petersburg Medical Center, where ambulance runs must exercise caution while attempting to negotiate the uneven terrain of unpaved gravel road in the area, which further generates even more dust that filters into the medical complex and causes problems with sensitive technological equipment.

The existing asphalt pavement of the streets owned by the City of Petersburg is generally in excellent condition except for several areas noted for repair. Asphalt pavement has three elements that destroy it: traffic or wear, age, and weather. These are the items that determine the life span of asphalt pavement. Considering the destructive elements of pavement in Petersburg, an estimate of life span for existing asphalt pavement is approximately 20 years after construction. After 20 years, it is most economical to resurface the existing pavement. The projected life spans of the existing paved streets in Petersburg are listed in the Table 7-2.

Table 7-2

Projected Life Span of City Paved Streets.

Date Paved	Street Name	Present Pavement Rating	Projected Life Span to Resurfacing
1986	<p style="text-align: center;">Downtown Streets</p> Harbor Way Excel (from Nordic Dr. to Harbor Way) Fram (from Nordic Dr. to Harbor Way) Gjoa (from Nordic Dr. to Harbor Way) Excel (from Nordic Dr. to 1st Street) Dolphin (from Nordic Dr. to 1st Street) Excel (from Nordic Dr. to 1st Street) Fram (from Nordic Dr. to 1st Street) Gjoa (from Nordic to 1st Street) 1st Street (from Dolphin to Haugen) Middle Harbor Parking Lot	96 96 92 96 96 100 96 92 96 90 94	2006 2006 2006 2006 2006 2006 2006 2006 2006 2006 2006
1988	Chief John Lot Street Sing Lee Alley South	92 84	2008 2000
1989	<p style="text-align: center;">High School Area Paving Project</p> 1st Street (Dolphin to Nordic Dr.) Dolphin (1st to 3rd) Charles W. Street (1st to 3rd) 2nd Street (Dolphin to Charles W.)	90 100 100 100	2009 2009 2009 2009

Adopted by the City Council of Petersburg - February 7, 2000

	Elementary School Parking Lot	94	2009
1992	Elementary School Area Paving Project		
	Dolphin (3rd to 5th)	100	2012
	Dolphin (by Trading Union Grocery)	69	2000
	3rd (Dolphin to Excel)	100	2012
	5th (Dolphin to Excel)	100	2012
1992	Haugen Drive (airport to Sandy Beach Road)	62	1997
1995	Wrangell Avenue Paving Project		
	Wrangell Avenue (Balder to Middleton)	100	2015
	Baltic (Wrangell Ave. To Nordic Dr.)	100	2015
	Harder St. (Wrangell Ave. To Nordic Dr.)	100	2015
	Middleton St. (Wrangell Ave. To Nordic Dr.)	100	2015
1996	Howkan Street Paving Project		
	Howkan St. (12th St. to behind Mtn. View Manor)	100	2016
	Area around municipal solid waster baler building.	100	2016

Existing Asphalt Pavement Study - 1997

Priority of Paving for the City of Petersburg Road System

The priority of paving of streets in Petersburg should follow the highest street classification. All of the arterials are paved, with the exception of the Cabin Creek Road. The City of Petersburg road paving priorities are illustrated in Table 7-3

Table 7-3
Road Paving Priorities

Arterials			
Priorit y	Road	Status	Jurisdiction
1	Mitkof Highway	Paved	state
2	North Nordic Drive	Paved	state
3	South Nordic Drive	Paved	state
4	Haugen Drive	Paved	state
5	Sandy Beach Road	Paved	state
6	Cabin Creek Road (construction 1997-1998)	Gravel	city
Collectors			
1	Wrangell Avenue	Paved	city
2	Balder Street & 2nd St. to Wrangell Avenue	Paved	city
3	1st Street	Paved	city
4	8th St. from Haugen to Aaslaug & Gauffin	Gravel	city
5	Sing Lee Alley	Paved	city
6	Harbor Way	Paved	city
7	Excell Street from Nordic to ball field	Paved only from Nordic to 1st	city
8	Dolphin Street	Paved	city

Adopted by the City Council of Petersburg - February 7, 2000

9	12th Street from Haugen to Howkan	Gravel	city
10	Howkan	Paved from 12th to Hammer & Wikan Store	city
11	Wesley/Odin Street	Gravel	city
12	Surf Street	Gravel	city
13	Lumber Street	Gravel	city
14	North 2nd Street	Gravel	city
15	South 2nd Street	Gravel	City
16	Scow Bay Loop Road	Gravel	State
Local Access			
All remaining streets		Gravel	City

Existing Asphalt Pavement Study - 1997

The collector roads in Petersburg should take paving priority. Some of these roads have already had the utilities and sidewalks installed in anticipation of paving. A paving priority list also serves as a utility upgrade schedule.

The Table 7-4 lists projections for the collector roads to be paved. The local access streets that connect some of these collectors should be paved at the same time to provide a uniform flow of improvements.

Table 7- 4

Projected Collector Roads to be Paved

Priority	Street	Reason for Paving
1	North 2nd Street and Excell, Fram, Gjoa Streets to 1st Street	This is the area around the hospital and there are health reasons for reducing the dust levels.
2	Excell Street From Nordic to the ball field	High traffic area with numerous children accessing the ball park.
3	12th Street from Haugen to Howkan	Heavy traffic area to connect currently paved streets (Haugen & Howkan).
4	Lumber Street	Heavy traffic and utilities have been upgraded.
5	Surf Street	Heavy traffic and utilities have been upgraded.
6	Odin Street	Heavy traffic and utilities have been upgraded.
7	8th St. from Haugen to Aaslaug & Gauffin	Heavy traffic and it would complete the paved loop between Haugen and Wrangell Ave.
8	South 2nd Street	Heavy traffic leading to the city shop

Existing Asphalt Pavement Study - 1997

The street paving priority after the above streets are done will have to be reevaluated. Petersburg should focus on paving the core streets of downtown, including 3rd, 4th, 5th, 6th, 7th and all interconnecting streets. Residential streets leading into Lumber Street and residential streets around Severson Subdivision and Mountain View Manor would also need to be evaluated.

Incorporation of Pedestrian/Bikepaths into Road Construction

ADOT&PF has traditionally incorporated pedestrian and bikepath facilities into road construction projects. The City of Petersburg needs to coordinate with the department to ensure that pedestrian and bikepath facilities are designed and constructed in road projects as appropriate.

Traffic Circulation

The traffic system in Petersburg has one major bottleneck as nearly all vehicular, bicycle, and pedestrian traffic passes through the intersection of North Nordic and Haugen Drive. All heavy equipment, freight deliveries and commercial vehicles must travel through this intersection. It is also the origin and access route for most EMS vehicles. While the existing bridge on Sing Lee Alley can offer a limited exit route for smaller vehicles, in the event of a disaster all traffic from the major downtown core area would have to pass through this intersection. A Scow Bay By-pass Road would help alleviate the traffic congestion at this intersection, while allowing for an alternate means of access to the airport, hospital, and emergency operation center should an accident occur on Mitkof Highway. The Scow Bay By-pass Road would also allow industrial and commercial traffic to avoid this dangerous intersection and travel between Scow Bay and the Airport/Twelfth Street area without driving through downtown Petersburg.

PEDESTRIAN CURCULATION

Although Petersburg is relatively small and compact, foot travel is often inconvenient, especially during wet or snowy weather. Foot travel can become hazardous when snow and slush pile up in an adjacent to the street, forcing pedestrians to walk in traffic lanes.

Even though it is sometimes difficult, pedestrian travel is an important part of the circulation movement in Petersburg. Some downtown employees walk to work. Children walk to school and to the downtown area after school. Elderly citizens are able to walk to and within the downtown because of the community's compactness.

Improved pedestrian ways can often be an economic benefit, particularly for visitor trade. Retail areas with enhanced pedestrian amenities are often more successful because they attract more shoppers. Petersburg's considerable rainfall, inadequate sidewalks, unpaved side streets and parking areas, and uncontrolled traffic patterns contribute to discouraged pedestrian traffic in the downtown. Pedestrian use should be encouraged by the installation of covered walkways (marquees), provision of sidewalks up the side streets, paving and traffic control crosswalks. If these suggestions were implemented, workers, and shoppers would be more inclined to walk to and between locations, lessening the need for expensive and space consuming downtown parking.

TRN-1 and TRN-2 identifies a proposed trail system that should become part of the community's overall transportation network. Pedestrian routes could consist of sidewalks along a roadway, or a walking path that is marked and maintained in association with open space. Bicycle paths and corridors could also be included as part of the trail system to improve safety and further link the community together.

Bicycles are used for both commuting and recreation. However, bicycling can be hazardous in Petersburg because of the poor surface condition of the streets, the traffic loads on arterial and collector streets and the lack of a designated bike lane. Improvements to major streets and roads should include pedestrian ways and bicycle paths, considering elements that affect the safety of bicyclists, such as catch basin grates, curbs, and signing. Such paths should connect community facilities and businesses with the residential areas of the community.

Figures 7-5 and 7-6 illustrate some guidelines applicable to bicycle paths either adjacent to or separate from streets. The minimum path width should be 8 feet to allow for movement in both directions. Overhead clearance should at least be 7 feet, 4 inches. When associated with a street, the path should be clearly marked with signs and striping (if the street is paved) to alert drivers, pedestrians and bicyclists.

Objective – Build, improve, and maintain suitable street, road, and pedestrian/bike path systems. The availability of these systems will contribute to increased land use density in developed areas, and the efficient use of available land

Strategies:

- Identify specific existing roads and streets for upgrading and paving
- Identify and set priorities for expansion of the road system
- Work with private developers to ensure that roads in new subdivisions meet city code and standard specifications
- Develop a comprehensive parking plan for the Central Business District and waterfront areas
- Develop a comprehensive plan for bike and walking trails, and identify and seek funding options for bike and walking trails
- Develop a plan to address the potential for increased traffic associated with the implementation of the Southeast Area Transportation Plan

Marine Transportation

Hundreds of private craft call on Petersburg each year, with boat traffic reaching its peak during the summer season. Many are commercial fishing vessels, although a significant portion of the boats are pleasure craft. In addition, Petersburg is a regular port of call on the Southeast Alaska Marine Highway System (AMHS). Although the city is not a major point for passenger and vehicular disembarkment, traffic has been increasing steadily. However, conditions could change in the near future as Petersburg has been identified as a transportation hub in the proposed Southeast Alaska Transportation Plan. In addition, several private barge companies offer both scheduled and unscheduled service from Seattle and points between.

To keep healthy and growing, the community must be able to offer moorage space and the necessary related amenities. Presently Petersburg has two dock facilities capable of serving medium draft vessels. Change in market conditions dictate that most of Petersburg's future markets for fish and forest products will be in the Pacific Rim region. Increased mining activities in the area could also impact demand for marine transportation facilities.

The Harbor Expansion and Renovation Project is ranked as a number 2 priority for the 1998 – 2003 Capital Improvement Plan Project Priority Listing. The Harbormaster estimates approximately 320 vessels awaiting moorage space in Petersburg. Ninety-two percent of the total vessels (570) are licensed as commercial fishing vessels. Available data shows that approximately one fourth of all local jobs are held by fishing boat captains or crew members. Three local fish processing plants employ 123 full-time workers and 725 seasonal employees.

Petersburg has also been working towards expanding the visitor industry in the area. Most visitors arrive by ferry or small cruise ship, and the number of private vessels visiting Petersburg has been growing. Current dock facilities are inadequate for cruise ships and require lightering from offshore moorage or having cruise ships off-load passengers and anchor out. Successful competition in this trade will require that Petersburg develop port facilities that can accommodate deep draft vessels. Such a facility has the potential for bolstering other segments of the economy as well. Improved service in shipment of goods from southern ports would be possible since deep draft freighters could dock in Petersburg. However, recent surveys of Petersburg residents indicate a desire to limit the scale of visitor industry to minimize impacts on the character of the community.

In 1996, the City Council approved a contract for geotechnical, environmental, and soils investigation for Phase 1 of the project. Phase 1 will include upgrade of the existing electrical service in the South Harbor, demolition of the existing pier, dredging, addition of restroom facilities and parking space, expansion of three finger floats, including water, electrical, and anchor piling to accommodate approximately 150 additional vessels. Estimated costs for Phase 1 are \$5,000,000.

Ferry Service

The AMHS operates several vessels, which provide ferry service to Petersburg and other communities in Southeast Alaska. Four vessels are used to provide mainline service to larger communities, including Petersburg, from Bellingham or from Prince Rupert to Skagway. Smaller vessels are used as feeder ferries to connect the smaller communities with the ferry system's mainline. Year round ferry service is provided to Petersburg with approximately eight northbound and eight southbound departures per week from May 1 through September 30, and four northbound and four southbound sailings per week during the winter.

The City of Petersburg recently approved joining the Inter-island Ferry Authority that would link Mitkof Island with Wrangell and the Prince of Wales Island. The ferry service will link Petersburg to Wrangell and Coffman Cove with once-daily trips six days a week between May and September. This ferry service is an alternative to the AMHS and run by the six cities (Craig, Klawock, Thorne Bay, Coffman Cove, Wrangell, and Petersburg). The ferry service will also provide more opportunities for commerce, school sports travel and recreation opportunities (i.e., hunting) among the six cities. The two 196-foot vessels each have room for 28 passenger cars; fewer vehicles if RVs and vans are aboard, and would carry 149 passengers besides cars. The first ferry, linking Ketchikan to Hollis on Prince of Wales, is scheduled to be running by 1999; the second ferry between Petersburg, Wrangell, and Coffman Cove is tentatively set to start operation within five years.

Objective – Maintain and improve ferry connections between Petersburg and the rest of Southeast Alaska

Strategies:

- Work with the Department of Transportation & Public Facilities to maintain a viable system which provides regular service at reasonable hours
- Support the proposed inter-island ferry system, and assist with identifying suitable terminal sites

Air Transportation

The Petersburg Airport is located approximately one mile southeast of the urban center. Owned by the state and leased in part by Alaska Airlines, the facility includes a paved single 6,004 feet by 150 feet wide runway. There is no parallel taxiway serving the runway. This single exit taxiway connects the runway to the apron area and parking ramps for all aircraft at the airport. All aircraft using the airport must back-taxi on the runway upon landing or during take-off. A small number of regional carriers and flight services are located adjacent to the runway.

Visual approach landing is required at Petersburg Airport because of the lack of navigational aids. As a result, of the frequent inclement weather, commercial jet air service is not always available. Improving the reliability of air services through installation of better navigational aids would increase both reliability and ability to operate in marginal weather conditions reducing delays and interruptions in service. Improved reliability would allow for regular airfreight service, increase the potential for value added fish processing (this activity is essential to the economic viability of Petersburg), and facilitate emergency evacuation capabilities.

Local Air Service - The Petersburg Airport is served by one scheduled air carrier, Alaska Airlines. Alaska Airlines currently operates two flights per day (one northbound, one southbound) with Boeing 737-200 combi (combination passenger and freight configured) aircraft. The level of air carrier scheduled service has remained relatively steady at two flights per day since jet service was initiated in 1976. Local carriers provide several daily scheduled flights to Kake and Juneau with light single and multi-engine aircraft; other fixed wing and helicopter operators provide non-scheduled service at Petersburg Airport and non-scheduled float plane service to nearby communities from the Petersburg waterfront.

Airport Terminal Facilities - The terminal area facilities at Petersburg Airport consist of privately-owned buildings used by individual air carriers and commercial operators. Alaska Airlines operates a private terminal building which houses airline offices, passenger ticketing, waiting areas, public restrooms, telephones, and air cargo storage.

The terminal building is approximately 2,500 square feet, including cargo storage area. Petersburg does not have a covered walkway or enclosed loading bridge; passengers walk to the aircraft across the apron. While the terminal has been recently enlarged, it does not have a concession area, gift shop, restaurant, automobile rental car area, baggage lockers, or waiting area. Limited vehicle parking is available directly in front of the passenger terminal building and baggage claim area. The limited parking area becomes congested, particularly during the scheduled jet flights. Individual lease lots also have limited vehicle parking available.

Float Plane Facilities - Two Alaska ADOT&PF public float plane facilities are located in Petersburg. The Petersburg Seaplane Float located adjacent to the South Harbor near downtown Petersburg, accommodates local air taxi float plane activity. The seaplane float is connected to a City of Petersburg-owned pier, north of the Union Oil Dock. The pier extends approximately 1,000 feet from the shoreline with the ADOT&PF dock attached by a 60-foot gangway. The floating dock is arranged in a “T” configuration with lease areas located on each side of the dock and transient aircraft parking located at the end of the dock.

The ferry terminal seaplane float, located three-quarters of a mile from the downtown area, provides six light aircraft pull-out ramp positions for based and transient float planes. The float is connected to the state ferry dock by a steel gangway; and is supported by piling, which allow it to rise and lower with the tide.

Objective – Develop the Petersburg airport and adjacent lands to support commercial and industrial activities

Strategies:

- Work with air carriers to maintain regular daily service into Petersburg
- Request that the FAA improve navigational aids at the airport
- Identify commercial and industrial activities that need airport access

Adopted by the City Council of Petersburg - February 7, 2000

- Provide suitable sites and facilities for airport related activities, such as air cargo and other specialized services, and work to make city and state lands available for such activities
- Encourage the Department of Transportation & Public Facilities to develop, along with community participation, aesthetic standards for properties along the airport approach roads

Chapter 8

Sandy Beach Master Plan

GOAL – Manage and develop the Sandy Beach tract for mixed use in a manner that contributes to the economy of Petersburg while retaining public recreation uses and resources

Background

The Sandy Beach tract is a 314 acre area of former state land that was transferred to the City of Petersburg as a part of the municipal entitlement program (AS 29.60). The area includes an old plat (USS 3276, 1952) of two tiers of lots along the shore of Frederick Sound. This existing, platted subdivision makes up 57 acres of the Sandy Beach tract. The tract contains a variety of vegetation and soil types and is generally gently sloping to the northeast. The area has a predominantly low-bank shoreline, and extensive views from the uplands. There are several minor drainage ways in the tract, and a one named creek, City Creek. Along City Creek is an Open Space Inundation Zone of about 45 acres. This is a safety zone down stream from the city dam and it is off limits for permanent development or habitation. The remainder of the tract contains about 212 acres of unzoned land.

Beyond the Sandy Beach tract is a rural residential development, which was part of a land sale by the State of Alaska, and is known as Frederick Point North Subdivision. Prior to 1998 the only overland access to this area was a wooden boardwalk that crossed the Sandy Beach tract. In the spring of 1998 a pioneer road was built replacing the boardwalk. This road was built to install a new water supply line from a dam on Cabin Creek. The new water line carries untreated water, which is not potable but is used for fire hydrants in the Frederick Point North Subdivision.

The Sandy Beach tract is an important public resource to the community, both for its uses that contribute to the overall quality of life in Petersburg, and for its potential to contribute to the growth of Petersburg. It occupies a strategic location, in terms of access to the new City water supply, to Frederick Sound, and to the Frederick Point North Subdivision. The community survey and other public input shows a preference for a mix of land uses at the Sandy Beach tract. A systematic evaluation of tract use can lead to balanced management and development, and should include the following elements:

- natural characteristics, such as drainage and water table, soils, vegetation, slope, shoreline type and uses and effects on wildlife habitat, affect the potential for and cost of development, and value and characteristics of recreation use

- existing uses, such as recreation and the new road, need to be accommodated

- potential for and cost of residential, commercial, and port-related development should be assessed, including suitable sites and the phasing of transportation and utility infrastructure

- potential for recreation/visitor industry use, including past and historic uses, and potential for new pathways and facilities

Natural Characteristics

The primary characteristics of the Sandy Beach Tract that affect use and development include drainage and water table, soils, vegetation, slope/topography, shoreline type and wildlife.

Drainage - Much of the area is poorly drained muskeg with a high water table. Development of these areas would require a combination of techniques, such as draining the area, excavating and replacing

peat soils, or building on piles. Drainage/ water table problems in muskeg areas would most likely require hook-up to city water and sewer. All of these requirements increase the cost of development.

Areas that are better drained, with stands of Sitka spruce and associated vegetation, are located downslope of Sound Drive (aka Cabin Creek Road), between the unnamed smaller drainages. These areas would be more suitable and cost efficient to develop for both residential and parkland use than the more poorly drained areas. In these areas, when trees are cleared, there is a potential for creating blow down from high winds.

Slope - The slope and topography of the tract contributes to recreation and visitor industry potential, specifically in identifying areas with outstanding views, potential for sledding and downhill skiing, and location of trails. These characteristics also affect location, grade, and cost of road and utility systems. For example, the slope between the road and upper plateau lends itself to skiing and sledding. The same slope provides the upper plateau with extensive views of Frederick Sound and the mountains to the east, making the area potentially valuable for recreation, visitor industry or residential development.

Shoreline -The shoreline of the tract is relatively undisturbed, and is dominated by moderate to steep bluffs. A small beach area is located at the mouth of City Creek, which would be suitable as a recreation area. Stands of Sitka spruce line the top of the bluffs. Management and development considerations include maintaining a public strip of land (not an easement) along the beach and bluff.

Wildlife – The ridgeline, beach fringe, and stringers connecting them in the Sandy Beach Tract are heavily used by wildlife. Watchable wildlife is usually considered an asset in both recreational and residential areas. There are several bald eagle nests in the beach fringe area, and other raptors are commonly sighted. Bears, wolves, deer, and other wildlife currently use the Sandy Beach tract to approach and depart from the north end of Mitkof Island. Any planning for the area should consider what wildlife is present, how each species uses the available habitat, and which species are desirable to maintain in the area or discourage from it.

Existing Uses

During the April 1998 public meeting regarding the future of Sandy Beach, attendees listed dozens of uses which are currently ongoing in the area. The area is used throughout the year by members of the community and visitors. Sandy Beach Tract is largely undeveloped and is popular for recreation and other outdoor uses. The upper area is popular for winter time sports such as sledding and cross country skiing, and hiking during the summer. The lower portion is popular as a beach walk. The area offers “near downtown” access for fishing, clamming, hiking, berry picking, wildlife viewing and other outdoor activities. The area has been used by the schools, scouting groups, the Elder Hostel and other organizations as an educational site. The visitor industry and visitor industry has promoted the area, especially the old boardwalk until it was removed, as a place to visit in Petersburg. Artists use the area as a setting for both photography and painting. There are also reports that pink salmon have been released in City Creek as part of high school aquaculture project. These existing use characteristics should be considered in making decisions on how to manage, develop, and sell lands within the Sandy Beach tract.

The recent construction of Frederick Drive (aka Cabin Creek Road) and water line are also existing uses of some consequence. The location of the road and water line in an existing platted right-of-way make it likely that future residential development will occur in adjacent areas.

Future Development

Development Potential - The community survey and other public input show a strong preference for a mix of recreational and residential uses. Low impact port development and light commercial use are also suggested as considerations for future development. A list of potential uses are presented below. The location of potential development is shown on Map 8-1. These potential uses were identified in the April public meeting, and previously identified residential, recreation, and marine related uses.

Recreation Use

- Cross-country skiing, developed trail
- Pathways/loop trail – flatland/boardwalk-handicapped access
- Developed sledding area
- Downhill skiing rope tow
- Picnic area (covered)
- Viewing areas – platforms/pullouts/interpretive
- Improved beach trail
- Beach park at mouth of City Creek
- R.V.s commercial (temporary use)

Residential Use

- Large lot residential
- Cluster housing
- Senior housing
- Cul-de-sac housing

Public Facilities

- Arts facility/visitor center/meeting
- Restrooms
- Fire hall/public safety, municipal reserve
- Museum/cultural center
- Safe and adequate parking

Port and Marine Facilities

- Boat ramp

Commercial Use

- Neighborhood commercial store
- Restaurant/hotels

Land Management Considerations - The Sandy Beach Tract has been considered for development for some time. The land was given to the city by the state under the provisions of the Municipal Entitlement Act (AS 29.65). The purpose of the Act is to provide municipalities with a land base similar to the land grants the state received from the federal government. The intent of these land grants is to help Alaska communities to provide for future municipal needs. These future municipal needs have been broadly construed to include expansion, generation of revenue, and public uses such as protection of municipal watershed. The Act does not mandate specific uses for land given under the grant.

There is an existing 57 acre subdivision within the Sandy Beach Tract. This subdivision has been platted but has not been developed, and remains intact in City ownership. Current lot sizes are approximately 45,000 sq. feet, but not all are well-suited to development, based on site characteristics and extension of utilities.

State funding of the Cabin Creek Road and water pipeline project was partially conditioned on having the construction project contribute to economic development activities. The increase and stability in water supply will assist the fish processing industry, and increase availability to other potential users. The city must evaluate how other uses of the road and water supply can contribute to economic development.

Other Management/Development Considerations - The City of Petersburg is a major owner of developable land within its boundaries. Its decisions on the disposition of its property will have impact

on the local market for housing and land. A land disposal program that moves too much land onto the market in too short of time will depress the value of the existing supply. Another outcome is scattered development, with many subdivisions containing only a few buildings and many lots held for speculation. This results in costly and unsightly development, and makes it much more difficult to extend city utilities to the areas. The solution to meeting the community's need for affordable housing and starter homes does not hinge on land availability alone.

The area is not served by utilities. The Sandy Beach Tract needs the complete complement of infrastructure to be developed, including the extension of water, sewer, electrical utilities and roads into the area. Large lot sizes proposed for the area will make lots in the Sandy Beach Tract expensive but not out of line with other areas. Both these costs and the benefits are difficult to quantify but should not be viewed in strictly monetary terms. Any city subdivision of lots for sale, or sale of larger tracts to private developers should take into account the cost of extending utilities and logical phasing of development for efficient extension of utilities.

The proximity of the Sandy Beach Tract to the downtown and the airport make it valuable for public uses. The old boardwalk, which has been removed, was a popular attraction for many visitors visiting Petersburg, and important to local users as well. The preservation of trail areas and open space is important for both the quality of life for the community and as an economic component for visitor industry. The areas left for public use should be interconnected and should lead to adjacent areas by corridors or green-ways for trails. Now that road access has been provided through the property, the re-subdivision of the property and sale of lots is expected to occur. The mix of uses which are appropriate for the Sandy Beach Tract have been discussed in Petersburg for a number of years. As a part of this comprehensive plan, an effort was made to outline some of the basic parameters that development will follow. The challenge is to devise a land management program that strikes a balance between costs and benefits to the community.

Sandy Beach Master Plan Recommendations and Actions

- **Manage and develop the Sandy Beach Tract for mixed use** - Based on survey results, public input, and an analysis of conditions and uses, there is support for managing and

developing the Sandy Beach Tract for mixed use. These uses should include residences, parks and recreation, public facilities, commercial and visitor industry, and potentially port related uses. Map 8-1 can be used as a starting point.

- **Decide which lands to retain in public ownership and which lands to sell for private development.** Lands with potential for public facilities and institutions, ports and harbors, parks and recreation, and roads and pathways should be retained by the City. Lands with residential and commercial development potential can be identified for potential land sale.
- **Decide whether the city should subdivide and sell individual lots for residential and commercial use, or sell larger lots to private developers for subdivision and resale.** The location and pace of the land sales should be carefully managed to complement the existing tempo of development and result in phased, efficient extension of city utilities.
- **Replat and Rezone the Sandy Beach Tract.** See following sections.
- **Formalize a community-backed program for management, development, and selected sale of land within the Sandy Beach Tract.** The Draft Sandy Beach Master Plan put forth in this chapter should be finalized under public review and comment, and adopted as a guide by the Planning Commission and City Council.

Replatting and Subdivision of the Tract - The Sandy Beach Tract will need to be re-platted to provide for an efficient use of land. As previously mentioned, the existing subdivided lots do not lend themselves to cost-effective development. It very likely that the Sandy Beach Tract will be developed in phases, slowly over a number of years, and require several plat approvals. Since there is no borough in the area, the platting process is conducted by the city, which is also the owner. This subdivision should be replatted as a single tract of land until further decisions are made on use of the Sandy Beach Tract.

The platting process is a two step procedure; a preliminary and a final plat. Usually a developer develops a preliminary plat of an area and brings it the platting board for review and possible modification. The approval of the preliminary plat requires a review under Chapter 18.24 of the city code. The review of the preliminary plat involves a technical review of the documents submitted and a public hearing. The technical review is usually very straight-forward. It addresses the letter of the law as stated in the city code. The public hearing is the opportunity for public comment on matters of design, scheduling, impacts and proposed improvements.

Since the city is an owner/developer for the Sandy Beach Tract, preparation of a proposed preliminary master plat should be addressed in an open public process. The city should establish a design committee to work on the layout and design of the first re-plat. The design committee should represent a cross section of the community, and be comprised of individuals who use or have an interest in the Sandy Beach Tract. The committee should include people who are knowledgeable about design, development, and construction. Some of the basic parameters of design were worked out during the course of development of this plan. These include:

1. The design and size of the subdivisions should retain the core values of the area and take into account needs of the whole community.
2. The first area of land to be re-platted should be the land along the existing pioneer road adjoining the existing utilities. Development of this area along the road should be phased. The limit of residential development is defined on its eastern boundary by the limit of gravity feed to the existing sewer line on its western side.
3. The Sandy Beach Tract should have both lots with the 8,000 to 10,000 square feet minimum and several large multi-acre lots. Creative platting design should be used to provide a mix of lot sizes.
4. The opening of the first three areas for residential development should be sequential, based upon actual construction of roads and utilities on a majority of the lots.
5. The City should retain a strip of land (not an easement) along the beach upland of the high tide line. The elevation of this strip of land should include a sufficient buffer and be adequate to provide for trail useable at any stage of the tide. This recommendation is not intended to preclude allowing watershed view from beachfront lots.
6. Public access/Outdoor Recreation Areas should be designated along the unnamed drainage ways running from the upper area. These outdoor recreation areas should be large enough to provide room for trails, with a minimum width of 200 feet, running north to the beach from the upland. The outdoor recreation areas along the drainage ways should also be linked to Haugen Drive and Tent City.

7. A public use/outdoor recreation area should be designated for a trail system, with a minimum width of 200 feet, to provide access to the upper bench area off upper Sandy Beach Drive (road to the water treatment plant).
8. As a replacement trail for the old boardwalk, an upland trail should be constructed which would connect with the drainage access areas to form a double loop trail.
9. The areas designated as residential, open space, and park reserve (park reserve/outdoor recreation area) should be identified prior to the platting of subdivisions.
10. Areas should be retained as public facilities reserves for future municipal services. Eventually the tract will need to have a base for municipal service such as fire protection or perhaps a school site.
11. The tract should have some corner sites set aside for neighborhood commercial uses. As residences are built and population grows in this area there may be a demand for neighborhood convenience type stores.
12. The higher elevations have several sites with 270 degree views of the area. A few of these areas could be reserved as upper end residential sites, or for visitor industry businesses. One or more of these view sites should be reserved as a public park.
13. Prior to Sandy Beach Tract land being sold it should remain in a natural state and open for public access and use.
14. Lots will be platted in such a way as to take optimum advantage of the lay of the land and to allow for views
15. Application of a minimum 25 foot building setback along the top of the bluff should be considered to protect both viewsheds and public safety.
16. The potential for blowdown should be considered when developing residential areas, and may need to be addressed through plat conditions or covenants.
17. Viewing areas of satisfactory width with access to the beach, should be designated along the existing roadway.

Land Use and Zoning - The Sandy Beach Tract should be appropriately zoned to reflect intended uses. Areas not zoned for other specific uses should be placed in the Open Space district (O.S, chapter 19.12).

Public Facilities - Recommended public facilities and uses for the reserved and future development areas were identified as part of the community survey, focus groups, and during the workshop on the Sandy Beach Tract. Public facilities, uses requiring construction of a structure, included the following:

1. A boat ramp to allow access to the east side of the city waterfront and Frederick Sound.
2. A covered picnic shelter should be established in the area. The site should have scenic views or access to the shore.
3. A public toilet facility to serve visitors to the general area.
4. In the long term a municipal building that serves as a fire hall/ public safety/ neighborhood meeting center.
5. Combined with the previous building or as a separate structure an arts facility/ science hall that could be used for both children and adults as an educational and crafts center. This building could be located near access to City Creek to promote the on-going use (release of pink salmon) by the city school.

Non-structural Improvements - Non-structural uses which may require some form of development (i.e. boardwalks, footbridges).

1. A marked cross-country ski trail preferably located in the upper area.
2. An area for sledding should be designated in conjunction with the cross-country trail.
3. Hiking trails along the waterways that include access for people with impaired mobility. A main improved loop trail should be considered along the beach and back to the upland areas, looping back toward Sandy Beach Park.

4. Trails in the area may include viewing areas and interpretive sites covering geology and the local flora and fauna.

Long Term Development

Development of the Sandy Beach Tract further along the pioneer road past the point where gravity can feed waste to the existing system will require a sewer lift station in addition to the routine water, sewer and road construction. Construction, operation and maintenance of a large lift station will be a major expense. A decision will have to be made about extension of service to Frederick Point Subdivision. As an alternative to this scenario, Petersburg may wish to explore development of alternative areas upland of the pioneer road. This area, which is adjacent to the existing road to the city water treatment facility, offers land with prominent views. The land is closer to the existing residential area, new airport commercial area and other existing services. The trade off in appeal is higher view lots but a location that is further from the water's edge. The benefit to the city is that development is kept compact, close to town and less linear.

References

- Alaska Department of Labor. 1996. Alaska Population Overview 1996: Population Estimates.
- Alaska Department of Labor. 1997. Alaska Population Overview 1997: Population Estimates.
- Alaska Department of Labor. 1997. Labor Force Statistics for Petersburg-Wrangell Census Area: 1990-present
- Alaska Department of Labor. 1996. Employment and Earnings Summary Report for Alaska and 27 Census Areas.
- Alaska Department of Transportation & Public Facilities. 1997. Transportation Needs and Priorities in Alaska. September, 1997.
- Alaska Department of Transportation & Public Facilities. 1997. 1998-2000 Statewide Transportation Improvement Program. November, 1997.
- Department of Community and Regional Affairs. 1996. Alaska Regional Profiles: Economy, Employment & Public Assistance. January 3, 1996.
- Murph Engineering. 1997. City of Petersburg Existing Asphalt Pavement Study. May, 1997
- Olympic Associates Co. Pacific Rim Planners & Engineers. 1984. Petersburg Comprehensive Plan. June 15, 1984.
- USDA – Forest Service, Tongass National Forest. South Lindenberg Timber(s) Final Environmental Impact Statement, Stikine Area.
- U.S. Department of Commerce. Census Bureau. 1980. Census of Population and Housing – Summary Tape File
- U.S. Department of Commerce. Census Bureau. 1990. Selected Labor Force and Commuting Characteristics: 1990 Petersburg, Alaska.

Appendices

Appendix A

Survey Results

Appendix B

Focus Group Meeting Results

Appendix C

Community Meeting Results

Appendix D

Sandy Beach Meeting