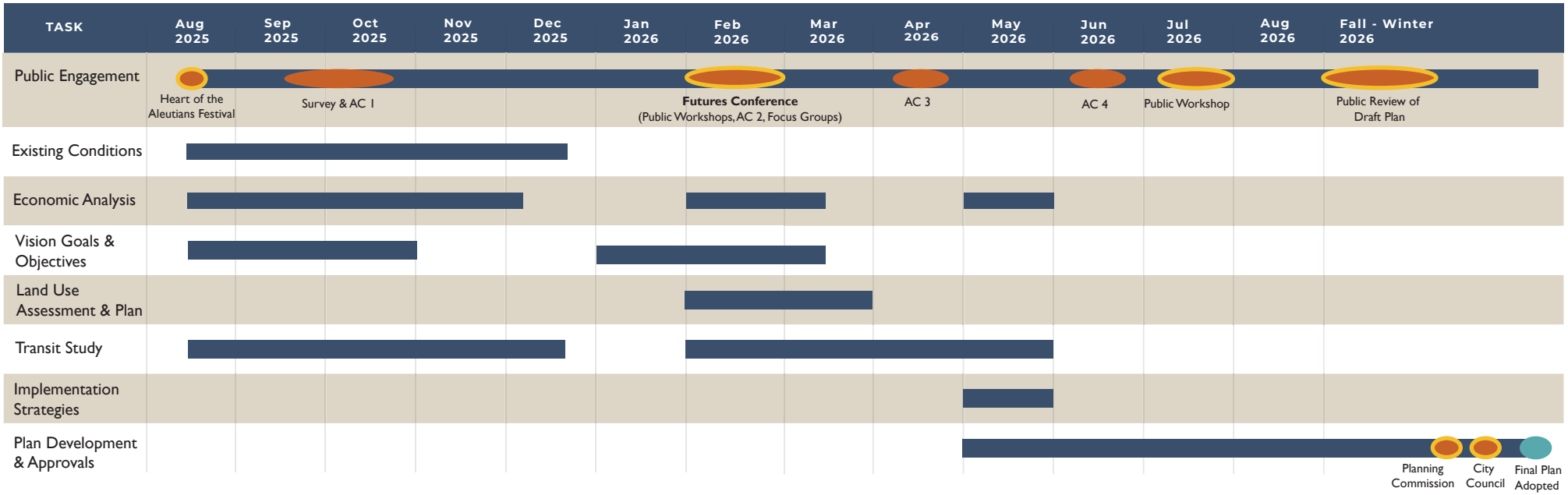City of Unalaska Comprehensive PLAN 2026