

**CITY OF UNALASKA, ALASKA  
PLANNING COMMISSION & PLATTING BOARD  
SPECIAL MEETING  
THURSDAY, APRIL 18, 2023, 6:00 PM  
AGENDA**

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**ZOOM Meeting Link:**

<https://us02web.zoom.us/j/81310428861?pwd=ZTdnZmRZbytgTlM4RWUreHM5L25WZz09>

**Meeting ID:** 813 1042 8861    **Access Code:** 592925

**Toll Free Numbers:**    (833) 548 0276            (833) 548 0282            (877) 853 5247            (888) 788 0099

CALL TO ORDER  
ROLL CALL  
REVISIONS TO THE AGENDA  
APPEARANCE REQUESTS  
ANNOUNCEMENTS  
MINUTES: None

PUBLIC HEARING

*No Items*

OLD BUSINESS

*No Items*

NEW BUSINESS

*No Items*

WORKSESSION

1. Discussion to respond to Public Review Draft Unalaska Bay Site Specific Plan Land Classification Order Sc-24-001

ADJOURNMENT

# Principles of the Unalaska Planning Commission

1. The Position: In any community, the position of Planning Commissioner is a highly respected and honored one.
2. The Job: The job of Planning Commissioner is to serve the public, as representatives of the City Council and to the best of their ability, in ensuring sound planning and growth management in Unalaska. All decisions of the Planning Commission should be based on sound planning principles and practices, and not on the personal opinion of individual Planning Commissioners. Once the Planning Commission makes a recommendation to the City Council, the job of the Planning Commissioners and Planning Commission is over, in terms of that particular action.
3. Integrity: Planning Commissioners are appointed by City Council. The actions, behavior, and comportment of each Planning Commissioner reflect not only on that Planning Commissioner's integrity – but also on the integrity of the City Council and of the entire City government.
4. Collaboration: An individual Planning Commissioner is not a “lone wolf,” but is part of a collective body. As such, each Planning Commissioner is expected to act in a collaborative manner with his and her fellow Planning Commissioners.
5. Respect Each Other: While it is understandable to sometimes disagree with your fellow Planning Commissioners on issues brought before the body, and appropriate to publically vocalize that disagreement during Planning Commission meetings, a Planning Commissioner should always respect the opinion of their fellow Commissioners and treat each other with respect.
6. Majority Rules: It is important to remember that, at the end of the day, the majority rules. So, after each action is brought before the body, discussed, and voted upon, Planning Commissioners must accept and respect the rule of the majority – even if the ruling was counter to an individual Commissioner's position.
7. Respect Staff: A Planning Commissioner should respect the opinion of City Planning Staff, whether the Planning Commissioner agrees with staff or not. Planning Staff Members are professionals who are employed to serve not only the Planning Commission and general public, but the City Council.
8. The Las Vegas Rule: What comes before the Planning Commission must stay before the Planning Commission. This means there can be no outside negotiating with petitioners or with the public regarding applications brought before the Commission. And, all discussions – pro or con – concerning a petition before the Planning Commission, must take place solely within Planning Commission meetings.
9. Respect Applicants and Public: Each Planning Commissioner must always show professionalism and respect for applicants and the general public – regardless of the position held by that Planning Commissioner or by the Planning Commission.
10. Upholding the Principles: Any member of the Planning Commission who finds that he or she cannot uphold and abide by the above principles should resign from the Commission.

## PROCEDURES FOR THE CHAIR

### Approval of Minutes

The Chair states: "The minutes were included in the packet. Are there any corrections to the minutes?" [pause to wait for commissioners to object]. "Hearing none, if there are no objections, the minutes are approved as printed."

OR

If there are objects to the minutes, then...

1. Ask for a motion to approve the minutes as printed. And a second.
2. Facilitate Commission discussion.
3. Amendments will need a motion and a second.
4. When there is no more discussion, call for a vote on any amendments.
5. Continue discussion until there is none further, then call for a vote on the minutes as amended.

### Public Hearings

1. Open the public hearing.
2. Notify the public that they may raise their hand and speak from their seats.
3. Read the title of the first item.
4. Ask if any member of the public wishes to speak to the item. They may do so by raising their hand.
5. When discussion has ended, read the title of the second item.
6. Again ask for public discussion.
7. Continue until all items on the public hearing are complete.
8. NOTE: No commissioners or staff should give any input during the public hearing.

### Resolutions under new business or old business

1. Read the title of the first resolution.
2. Ask for declaration of ex parte communications and conflicts of interest from commissioners.
3. Any question of whether a conflict of interest exists will be settled by a majority vote of the Commission. Members with a conflict will be asked to sit in the audience during this discussion/vote.
4. Ask for staff presentation.
5. Ask for questions from Commissioners of staff.
6. Ask for a presentation from the applicant.
7. Ask for questions from Commissioners of the applicant.
8. Ask for a motion to approve the resolution. And a second.
9. Facilitate commission discussion.
10. If any members of the public have signed up to speak on the topic, they will be given a chance to speak. The chair must set a time limit (such as 2 minutes) to each public comment. Time limits can be objected by commissioners and subsequently put to a vote if necessary.
11. Following public testimony, continue commission discussion until there is nothing further.
12. NOTE: Each member of the public only gets one chance to speak, but anyone who signs up with staff before the commission votes shall be given their one chance to speak before the vote occurs.
13. Call for a vote.
14. Repeat for each resolution on the agenda.

**City of Unalaska, Alaska  
Planning Commission/Platting Board  
Staff Report**

**Summary**

The state is working on a tideland plan for the area of Unalaska Bay, the public notice and draft are attached. Before you is a portfolio of our zoning categories for our various tideland parcels. Areas where there are no parcels are not zoned. The Unalaska Bay Site Specific Plan (UBSSP) proposes to classify the tide and submerged land within the planning area as Wildlife Habitat and Public Recreation Land, and Waterfront Development Land. Staff would like the Planning Commission to review the plan for comment.

You'll note that a large portion of Iliuliuk Bay (the area between East Point and Summers Bay Road) is not designated in the plan. The majority of this area is already in use and has been transferred to private or City ownership. Areas of possible focus may be Unalaska Lake, Makushin Bay, uses in Captains Bay and the Unalaska Bay side of Amaknak.

Take time to review and let staff know what, if any, comments need to be made to the Division of Mining Land and Water. At minimum, staff recommends designating Unalaska Lake as U-01 Wildlife Habitat, Public Recreation Dispersed instead of U-02 Waterfront Development. Staff also recommends moving the southern boundary of U-02 in Captains Bay (at the head) to more closely match the recreation designated tideland in the zoning map. Planning Commission may wish to consider submitting the City's Zoning to the state as guidance for recreation and development.

# Public Notice - Release of the Unalaska Bay Site Specific Plan Public Review Draft and Public Comment Period Open

## Public Notice

### Release of the Unalaska Bay Site Specific Plan Public Review Draft

### Public Comment Period Open

The Department of Natural Resources (DNR) has released the Unalaska Bay Site Specific Plan Public Review Draft (PRD) for public review and comment. Following a 30-day public review period, which may result in changes to the PRD, the planning team will review the comments and prepare an Issue Response Summary (IRS). The IRS provides a summary of issues raised during the comment period, a response to those issues, and a list of recommended revisions to the plan. The PRD and the IRS will be made available for public review. Once adopted, this plan will serve as the basis for the management of state-owned tide and submerged lands within the planning area.

The planning area includes nearly 89,000 acres of state-owned tide and submerged land in Unalaska Bay. Stretching from Cape Cheerful in the west to Erskine Point in the east, the planning area includes Nateekin Bay, Captains Bay, Iliuliul Bay, Summer Bay, Kalekta Bay, and runs north to the three mile seaward limit, where it abuts the boundary of the Bristol Bay Area Plan. The Unalaska Bay Site Specific Plan (UBSSP) proposes to classify the tide and submerged land within the planning area as Wildlife Habitat and Public Recreation Land, and Waterfront Development Land. The Public Comment Period is open from March 22, 2024 through April 22, 2024. Comments may be submitted by email to [dnr.rads.ssp@alaska.gov](mailto:dnr.rads.ssp@alaska.gov), by fax at 907-269-8915, or mailed to the following address:

DNR, DMLW

ATTN: RADS

550 W. 7th Ave., Suite 1050

Anchorage, AK 99501

Comments on the Unalaska Bay Site Specific Plan Public Review Draft must be received on or before April 22, 2024.

The Unalaska Bay Site Specific Plan Public Review Draft is available below.

Please contact Andrea Gramckow at [dnr.rads.ssp@alaska.gov](mailto:dnr.rads.ssp@alaska.gov) for more information.

The State of Alaska, Department of Natural Resources, complies with Title II of the Americans with Disabilities Act of 1990. Individuals with disabilities who may need auxiliary aides, services, or special modifications to submit a comment or participate in a meeting, should contact a person indicated above or contact the state TDD number (907)269-8411 seven days (7) in advance of meetings to arrange accommodations.

**Attachments**

[Unalaska Bay Site Specific Plan PRD w Maps.pdf](#)

**Revision History**

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1 STATE OF ALASKA DEPARTMENT OF NATURAL RESOURCES  
2 DIVISION OF MINING, LAND & WATER

3  
4 **Public Review Draft**  
5 **Unalaska Bay Site Specific Plan**  
6 **Land Classification Order SC-24-001**  
7

8 **Introduction**  
9

10 The Alaska Department of Natural Resources (DNR) has received multiple applications for  
11 private non-exclusive easements<sup>1</sup> on unclassified tide and submerged lands in Captains Bay and  
12 Unalaska Bay. 11 AAC 55.040(i) requires that land classification precede disposing of or issuing  
13 authorizations on state land, which is the purpose of this Site Specific Land Use Plan (SSP). In  
14 addition to land use designations, the SSP also contains an inventory and analysis of resources  
15 and uses for state land in the planning area and provides management guidelines for use of state  
16 land. These management guidelines form the basis for classification of approximately  
17 89,000 acres of state-owned tide and submerged lands. The classification for state-selected lands  
18 would become effective on the day this SSP is adopted by the Commissioner of DNR.  
19

20 The planning area includes state-owned tide and submerged land in Unalaska Bay. Stretching  
21 from Cape Cheerful in the west to Erskine Point in the east, the planning area includes Nateekin  
22 Bay, Captains Bay, Iliuliul Bay, Summer Bay, Kalekta Bay, and runs north to the three-mile  
23 seaward limit, where it abuts the boundary of the Bristol Bay Area Plan.  
24

25 Unalaska's tidelands account for most of the economic activity in the community as well as  
26 having culturally significant subsistence uses. Existing authorizations are concentrated in the  
27 area between East Point Road on Adak Island and Pyramid Creek Road on Unalaska Island.  
28 Public and commercial docks, boat harbors, and other tideland facilities in support of the fishing  
29 industry, are prevalent in the planning area. Tideland facilities also support shipping and water  
30 transportation. In addition to the fishing industry, Unalaska serves recreational visitors and is a  
31 ferry stop on the Alaska Marine Highway.  
32  
33  
34

<sup>1</sup> ADL 225530, ADL 233422, ADL 233909, ADL 75671, ADL 201113 and ADL 225155.

1 **Background Information**

2  
3 **Location**

4  
5 **Geographic**

6 The proposed Unalaska Bay Site Specific Plan (SSP) is located within the tidelands and  
7 submerged lands of Unalaska Bay and Captains Bay, adjacent to the communities of Dutch  
8 Harbor and the City of Unalaska.

9  
10 **Borough/Municipality**

11 Unorganized borough.

12  
13 **USGS Map Coverage**

14 Unalaska C-2

15  
16 **Legal Description**

17 The areas subject to this plan include all state-owned tide and submerged land within:

- 18
- 19 T 71S, R 115W, SM, Sections 6-8, 10-11, 14-23, and 26-35
- 20 T 71S, R 116W, SM, Sections 1-36
- 21 T 71S, R 117W, SM, Sections 1-36
- 22 T 71S, R 118W, SM, Sections 24-25
- 23 T 72S, R 115W, SM, Sections 2-11 and 18
- 24 T 72S, R 116W, SM, Sections 1-2, 4-9, 11-14, 16-20, and 29-32
- 25 T 72S, R 117W, SM, Sections 1-5, 7-25, and 27-36
- 26 T 72S, R 118W, SM, Sections 13, 24-25, and 36
- 27 T 73S, R 118W, SM, Sections 1, 3-11, 14-17, 19-21, and 29-30
- 28 T 723, R 119W, SM, Sections 1 and 12

29  
30 See attached maps.

31  
32  
33 **Title and Land Status**

34  
35 **Classification**

36 This plan classifies all state-owned tide and submerged land within the plan boundary. State land  
37 is classified under the authority of AS 38.04.065, AS 38.05.300, and 11 AAC 55.010 - .280,  
38 according to the management intent stated in this plan. See attached Land Classification Order  
39 (LCO) SC-24-001.

40  
41 **Title Status**

42 The State of Alaska holds title to the tide and submerged lands within the plan boundary under  
43 the Submerged Lands Act of 1953.



1 **Mineral Status**

2 Open to mineral entry except for those portions of the planning area closed to mineral entry  
3 under Mineral Closing Orders 656, 658, 659, and 680.

4  
5 **Adjacent Landowners, Native Corporations, or Borough:**

6 The planning area is within the unorganized borough. The adjacent tidelands are owned by the  
7 City of Unalaska and the adjacent uplands are owned by the Aleutian Development Corporation.  
8 The ANCSA Regional Corporation is the Aleut Corporation. Unalaska is currently served by  
9 Ounalashka Corporation, an ANSCA Village Corporation, and Qawalangin Tribe of Unalaska, a  
10 Federally Recognized Tribe.

11  
12 **Third Party Interests**

13 ADL 220377 – Management right to the Department of Transportation and Public Facilities for  
14 the Unalaska Airport.

15 ADL 217395 - Management agreement with the Department of Transportation and Public  
16 Facilities for expansion of the Unalaska Airport.

17 ADL 75671 – Private non-exclusive right of way easement issued to Alyeska Seafoods.

18 ADL 215282 – Public easement, tideland right-of-way for vehicular bridge at 5<sup>th</sup> Street issued to  
19 the Department of Transportation and Public Facilities.

20 ADL 227548 – Public easement, tideland right-of-way for pedestrian bridge at 5<sup>th</sup> Street issued  
21 to the City of Unalaska.

22 ADL 201113 – Public access easement for the Unalaska Bridge issued to the Department of  
23 Transportation and Public Facilities.

24 ADL 225155 – Public easement for a submarine water line issued to the City of Unalaska.

25 ADL 233422 – Public easement for installation of a fiber optic cable issued to GCI  
26 Communication Corporation.

27 ADL 23762 – Tidelands conveyance to the Aleutian Development Company

28 ADL 225803 – Tidelands conveyance issued to City of Unalaska.

29 ADL 226101 – Tidelands conveyance issued to City of Unalaska.

30 ADL 226102 - Tidelands conveyance issued to City of Unalaska.

31 ADL 226105 - Tidelands conveyance issued to City of Unalaska.

32 ADL 225816 - Tidelands conveyance issued to City of Unalaska.

33 ADL 225817 – Tidelands conveyance to the City of Unalaska.

34 ADL 225790 - Tidelands conveyance issued to City of Unalaska.

35 ADL 226087 - Tidelands conveyance issued to City of Unalaska.

36 ADL 226101 – Tidelands conveyance issued to City of Unalaska.

37 ADL 226102 - Tidelands conveyance issued to City of Unalaska.

38 ADL 226104 - Tidelands conveyance issued to City of Unalaska.

39 ADL 226197 - Tidelands conveyance issued to City of Unalaska.

40 ADL 226198 - Tidelands conveyance issued to City of Unalaska.

41 ADL 226199 - Tidelands conveyance issued to City of Unalaska.

42 ADL 226200 - Tidelands conveyance issued to City of Unalaska.

43 ADL 226201 - Tidelands conveyance issued to City of Unalaska.

44 ADL 226202 - Tidelands conveyance issued to City of Unalaska.

45 ADL 225793 – Permit issued to Offshore Systems, Inc for a commercial mooring buoy.

46 LAS 31676 – Permit issued to Alaska Marine Lines for two commercial mooring buoys.

1 LAS 28534 - Permit issued to the City of Unalaska for a commercial mooring buoys.  
2  
3

## 4 **Climate**

5

6 The climate of Unalaska is sub-polar ocean climate with moderate temperatures and heavy  
7 rainfall. The mean annual temperature for Unalaska is approximately 38 °F (3.4 °C), with mean  
8 winter temperatures around 30 °F (-1.1 °C) and summer temperatures around 52 °F (11.1 °C).  
9 Unalaska experiences approximately 250 rainy days a year, with mean annual precipitation of  
10 approximately 58 inches. Fog is most common during the summer, and gales and williwaws are  
11 most frequent during the fall and early winter. Wind, rain, fog, and overcast conditions make  
12 navigation difficult and can cause hazardous conditions.  
13  
14

## 15 **Resource Inventory**

### 16 **Topography**

17 Unalaska is the second-largest island in the Fox Islands group and the Aleutian Islands. The  
18 coastline of Unalaska is markedly different in appearance than other major Aleutian Islands, with  
19 numerous inlets and peninsulas. The irregular coastline is broken by three long deep bays,  
20 Beaver Inlet, Unalaska Bay, and Makushin Bay, as well as by numerous smaller bays and coves.  
21 Unalaska's terrain is rugged and covered with mountains, and during the greater part of the year,  
22 the higher elevations are covered with snow.  
23  
24

### 25 **Minerals**

26 Aleutian Islands Mining District. There are currently no active mining operations within the plan  
27 boundary, multiple mineral occurrences have been documented on adjacent lands.  
28

### 29 **Soils**

30 The land surrounding the planning area is consists of volcanic islands with naturally sloping dirt,  
31 rock, and boulder shorelines. The tide and submerged lands consist of primarily volcanic rock  
32 with some stratified silty, sandy, and cindery volcanic materials.  
33

### 34 **Vegetation**

35 The uplands near Unalaska Bay are characterized as moist tundra. The moist tundra consists of  
36 tall grass meadows, low heath shrubs, mosses, lichens, and tufted hair grass. Extensive kelp beds  
37 exist along the nearshore area.  
38

### 39 **Habitat**

40 The planning area includes two types of marine habitat: nearshore (from mean low tide to about  
41 65 feet depth) and the shelf (from 65 to 650 feet depth). Nearshore habitat is the water column  
42 between the sea surface and seafloor in water depths up to 65 feet. It includes the subtidal area  
43 adjacent to the intertidal zone. Nearshore areas have greater variability in salinity, temperature,  
44 suspended sediment concentrations, and ice scouring than shelf or oceanic habitats. Wave energy  
45 is generally higher in the nearshore than in the deeper ocean because of breaking waves. Winds,  
46 freshwater input, ice current patterns, and tides drive seasonal cycles of mixing turnover in the

1 water column. Where waters with contrasting density, salinity, and other characteristics meet,  
2 floating debris and kelp may mark a rip line. Such boundary areas often contain a greater  
3 abundance of fish, birds, and marine mammals.

4  
5 Shelf habitat refers to the continental shelf that lies at the edge of the continent; it includes  
6 waters greater than 65 feet but less than 650 feet deep. Continental shelves are nearly flat borders  
7 of varying widths that slope very gently toward the ocean basins. The width of the continental  
8 shelf varies. Shelf widths are typically greater in areas of passive continental margins, where  
9 there is little seismic or volcanic activity, because these areas are where continents are rifted  
10 apart, creating an ocean basin between them.

11  
12 Shelf habitats are characterized by high productivity that supports a wide range of animals. The  
13 habitat of the sublittoral zone environment can be soft-bottom (mud, sand, shell, gravel) shell  
14 debris or rocky. Benthic communities include infauna, which are organisms that live within  
15 sediments, and epifauna, which are organisms that live on sediments. Benthic habitats are  
16 diverse. Prominent species in the planning area include barnacles, king crab, tanner crab, shrimp,  
17 sea pens, gastropods, and urchins.

### 18 **Marine Mammals**

19  
20 The waters around the northern portion of Unalaska support a wide variety of marine species  
21 including Steller's sea lion; bowhead, sei, fin, gray, right, humpback, beluga, and killer whales; 6  
22 species of seal; harbor porpoise, and Northern sea otters. Fin whales, humpback whales, and  
23 killer whales feed in the nearshore and offshore waters in the summer.

24  
25 The endangered Steller sea lion (western stock) occurs in northeastern part of the planning area.  
26 Steller sea lions forage long distances from shore and can dive to 1,300 feet. They use land  
27 habitat (ledges, beaches) for periods of rest, molting, and rookeries for mating and pupping  
28 during the breeding season. Cape Kalekta serves as both a rookery and a haul out concentration  
29 area. The planning area contains critical habitat.

30  
31 While the threatened northern sea otter can be found foraging in the relatively shallow coastal  
32 waters of the planning area, this subspecies of the Southwest Alaska population has an  
33 established population along the northeastern coast around Erskine Point stretching into English  
34 Bay. Critical habitat throughout the planning area was designated based largely on the presence  
35 of shallow, rocky areas, the presence of nearshore waters to serve as refuge, the presence of kelp  
36 forests, and sufficient prey resources to support sea otter populations.

37  
38 There are two Distinct Population Segments (DPS) of humpback whales that range throughout  
39 the planning area, the endangered Western North Pacific DPS and the threatened Mexico DPS.  
40 The planning area is a biologically important area for humpback whale feeding June through  
41 September as well as designated critical habitat.

### 42 **Fisheries**

43  
44 The planning area is within the ADF&G Bering Sea/Aleutian Islands Management Area which  
45 supports some of the largest and most valuable commercial fisheries in the United States. All  
46 five species of Pacific salmon (Chinook, chum, coho, pink, and sockeye), Dolly Varden, several

1 species of crab including red king crab, tanner and opilio, rockfish, halibut, and Pacific cod, are  
2 found throughout the planning area. The bays are fed by anadromous waters such as the Nateekin  
3 River, Makushin River, Iliuliuk River, Summer Bay Creek, Morris Lake, and Unalaska Lake. All  
4 of which have been identified as important for spawning and rearing.

### 6 **Birds**

7 Emperor Goose is present on Unalaska Island. Tufted and horned puffins are frequently seen in  
8 the waters around Unalaska along with numerous species of gulls, murre, murrelets, loons, and  
9 grebes. Species of special concern such as Kittlitz's murrelets, Marbled murrelets, and the  
10 yellow-billed loon occur within the planning area.

### 12 **Subsistence**

13 The planning area is located within the Unalaska District of the Bering Sea/Aleutian Islands area  
14 for subsistence fishing. Subsistence fishing harvest primarily consists of sockeye salmon and  
15 typically occurs within Reese Bay near McLees Lake, Broad Bay, Front Beach (all Unalaska Bay  
16 waters south of a line from a point near the Bishop's House to a point on the Unalaska Bay  
17 Shore), and the vicinity of Nateekin River. Other species harvested for subsistence fishing  
18 include Chinook salmon, coho salmon, pink salmon, chum salmon, sockeye salmon, Dolly  
19 Varden, rainbow trout, herring, Pacific cod, walleye pollock, lingcod, Atka mackerel, black  
20 rockfish, and halibut. Subsistence fishing is defined in the Alaska Statute (AS 16.05.940(32)) as  
21 "the taking of, fishing for, or possession of fish, shellfish, or other fisheries resources by a  
22 resident domiciled in a rural area of the state for subsistence uses with gill net, seine, fish wheel,  
23 long line, or other means defined by the Board of Fisheries".

### 25 **Recreation**

26 Unalaska provides many outdoor activities including hiking, halibut and salmon sportfishing,  
27 kayaking, marine wildlife viewing, and birding. There are several hiking trail options including  
28 Mount Ballyhoo, Bunker Hill Trail, Mount Newhall, and Goose Lake Trail. Most trails venture  
29 into land that is privately owned by the Ounalashka Corporation and require a recreation permit  
30 to access. There are two federal conservation areas on the island, the Alaska Maritime National  
31 Wildlife Refuge and the Aleutian Islands Wilderness, as well as multiple historic and culturally  
32 significant sites that are open to the public.

### 34 **Historic and Cultural Resources**

35 The Alaska Heritage Resources Survey (AHRS) is an inventory of all reported historic and  
36 prehistoric sites within the State of Alaska and is maintained by the Office of History and  
37 Archaeology (OHA). The AHRS is used to protect cultural resource sites from unwanted  
38 destruction. There are 68 historic and cultural sites within, or immediately adjacent to, the plan  
39 boundary that have been recorded in the Alaska Heritage Resources Survey. The Dutch Harbor  
40 Naval Operating Base is also listed on the National Historic Register.

1 **Land Use and Economic Conditions**

2  
3 **Access**

4 Unalaska can be reached by scheduled daily air service from Anchorage, air taxis, and monthly  
5 Alaska Marine Highway ferry service from May through September. There is limited road access  
6 to portions of the planning area in Dutch Harbor and the City of Unalaska.  
7  
8

9 **Historical and Present Uses and Activities**

10  
11 Unalaska, home to the Port of Dutch Harbor, sits in the heart of the North Pacific and Bering Sea  
12 fisheries. Its status as the only natural deep-water port in the Aleutians has made Dutch Harbor  
13 an important port since the arrival of Russian fur traders in the 18th century. The United States  
14 started fortifying Dutch Harbor in 1940, resulting in the construction of the Dutch Harbor Naval  
15 Operating Base and Fort Mears. After World War II, the king crab fishery in the Bering Sea  
16 began to develop and the first crab processing plants opened in Unalaska in the 1960s, starting  
17 the community’s evolution from a quiet village of 400 people to a busy and prosperous port town  
18 of approximately 4,000.  
19

20 In the mid-1980s, the current pollock/Pacific cod fisheries began to build large processing plants  
21 in Unalaska and are now the nation’s largest and most valuable fishery. Dutch Harbor has been  
22 the largest fisheries port in the United States in terms of volume of seafood caught almost every  
23 year since 1981. While seafood industry is still the main source of revenue, the City has taken  
24 steps to diversify its economy. Now, Unalaska is also the home of the western-most container  
25 terminal in the United States and is one of the most productive ports for transshipment of cargo  
26 in Alaska.  
27

28 Unalaska’s tidelands are dual purpose; they are a major driver of economic activity in the  
29 community, and they have culturally significant subsistence uses. This dual purpose is reflected  
30 in historic and present land use patterns. Most of the tideland development is concentrated on  
31 along the shoreline of Amaknak Island and along Captains Bay Road, while the primary  
32 subsistence activity is on the Unalaska side, particularly along Front Beach and the Summer Bay  
33 area. Tideland development in support of the fishing industry is likely to continue in the vacant  
34 tidelands along Captains Bay Road.  
35

36 **Local Government and Zoning**

37 City of Unalaska. The City of Unalaska’s Planning Department has identified the tidelands in  
38 this area as Subsistence Tidelands.  
39

40 **Economic Conditions in the Subject Area**

41 Communities near the planning area have mixed economies in which households rely on cash  
42 income and subsistence resources. With the tremendous increase in commercial fishing and fish  
43 processing in Unalaska, the community has been rapidly evolving over the past five decades. The  
44 local economy has diversified, but that growth is limited to not only its captive markets, but also  
45 by the uncertainties of opening businesses in a community with unproven demand for certain

1 goods and services. Future economic growth will depend heavily on the success of the fishing  
2 and support services industries, and the availability of developable land.  
3  
4

### 5 **Designations Used in this Plan**

6

7 State tidelands are to be managed to: 1) protect sensitive tideland resources; 2) maintain  
8 opportunities for commercial, recreational, and subsistence harvest; and 3) ensure the  
9 continuation of important recreational activities. They will also be managed to allow for  
10 shoreline development in areas adjacent to communities where residential or  
11 commercial/industrial uses are considered appropriate by the local unit of government or  
12 appropriate land manager, or at specific sites where some form of development occurs or is  
13 planned.  
14

15 **Habitat (Ha).** State tidelands designated Habitat (Ha) will be managed to protect sensitive  
16 habitats and areas important as fish and shellfish habitat, marine mammal concentration sites,  
17 wildlife movement corridors, and subsistence areas. Habitat designations are often applied to  
18 estuarine areas, the mouths of anadromous streams, special management areas that contain a rich  
19 diversity and concentration of fishery and wildlife resources, and to certain rocks and islands  
20 used for marine mammal rookeries and haulouts. They are also used as a co-designation with  
21 Public Recreation and Tourism-Dispersed for tidelands and tide and submerged lands adjacent to  
22 federal conservation system units. The Habitat designation is also applied to areas within  
23 Critical Habitat Areas (CHAs). Development authorizations may be granted in areas designated  
24 Habitat, but their sensitive fisheries or wildlife resources must be protected. Development  
25 authorizations within CHAs must meet the specific standards identified in AS 16.20.530. Land  
26 designated Habitat is to be retained by the state.  
27

28 **Public Recreation and Tourism-Dispersed (Rd).** State tidelands designated Public Recreation  
29 and Tourism-Dispersed (Rd) applies to areas that are widely used for recreation by either  
30 commercial recreation operators or the public, and are usually associated with the use of fisheries  
31 or the viewing of a unique or scenic area. Use patterns are dispersed over a fairly large area, and  
32 few public facilities are provided other than boat launches, docks, and mooring buoys.  
33 This designation is applied as a co-designation with Habitat in the for tidelands and tide and  
34 submerged lands adjacent to federal conservation system units. Development authorization may  
35 be granted in areas designated Rd but must ensure that public trust doctrine resources and public  
36 recreation values are maintained. Prior to issuing an authorization, DNR should consult with  
37 federal agency staff. Land designated Public Recreation and Tourism-Dispersed is to be retained  
38 by the state.  
39

40 **Waterfront Development (Wd).** State tidelands adjacent to communities will be managed to  
41 accommodate that development considered appropriate in local land use plans or zoning maps  
42 and are designated Waterfront Development (Wd). The Wd designation is applied in tidelands  
43 with intensive commercial or industrial uses, where such uses can be expected, or where  
44 tidelands are adjacent to uplands with a residential land use pattern, or where such uses can be  
45 anticipated. Tidelands may be conveyed to municipalities, but not to private individuals.  
46

1 **Classification**

2  
3 To implement the plan on state lands, ADNR must classify state lands to reflect the intent of land  
4 use designations made by this plan. State law requires that land classification precede most  
5 conveyance or leasing of state uplands or tidelands. According to state statute, classification  
6 means, the designation of lands according to their apparent best use. It identifies the primary use  
7 for which the land will be managed, but all other uses are initially presumed as compatible with  
8 the primary use. For this reason, all plan classifications are intended for multiple uses. In some  
9 instances, more than one designation is identified; these are termed co-designations and indicate  
10 that two (or more) uses are considered to be compatible within a specific management unit of  
11 state land. Compatibility of uses should be able to be achieved through separation, or siting and  
12 design techniques that should reduce or preclude the undesirable effects of a particular use.  
13

14 Following is a list of land classifications, and their associated definitions in Alaska regulations  
15 (the Alaska Administrative Code – AAC), which apply to state lands in the planning area as a  
16 result of plan adoption. ADNR will manage state lands and resources consistent with these  
17 classifications and with the management directions given in the Resource Allocation Table for  
18 specific management units of state land.  
19

20 **11 AAC 55.160. Public Recreation Land**

21 Land classified public recreation is land that is suitable for recreation uses, waysides, parks,  
22 campsites, scenic overlooks, hunting, fishing or boating access sites, trail corridors, or greenbelts  
23 along bodies of water or roadways.  
24

25 **11 AAC 55.230. Wildlife Habitat Land**

26 Land classified wildlife habitat is land which is primarily valuable for: 1) fish and wildlife  
27 resource production, whether existing or through habitat manipulation, to supply sufficient  
28 numbers or diversity of species to support commercial, recreational, or traditional uses on an  
29 optimum sustained yield basis; or 2) a unique or rare assemblage of a single or multiple species  
30 of regional, state, or national significance.  
31

32 **11 AAC 55.215. Waterfront development land**

33 Land classified waterfront development is tideland, submerged land, or shoreland that is suitable  
34 to be used for commercial or industrial activities such as fish processing, aquatic farming,  
35 mineral and log transfer facilities, or commercial recreation.

1 **Resource Allocation Table**

2

Unit #	Designation(s)	Acres	Management Intent	Resources and Uses
U-01	Ha, Rd	86, 570	<p>This unit is to be managed for a variety of uses, including protection of fish and wildlife habitats, harvest opportunities, dispersed recreation, and commercial fishing.</p> <p>Tidelands adjacent to the Alaska Maritime National Wildlife Refuge and the Aleutian Islands Wilderness are to be managed to protect sensitive habitat values, fisheries and wildlife resources, and the public recreation resources of the National Wildlife Refuge.</p> <p>Intensive development is not intended within this unit. Authorizations related to recreation, public safety, utilities, communication lines, and other projects providing a public benefit may be appropriate, subject to protections for critical habitat and threatened and endangered species. Retain in state ownership.</p> <p>ADNR shall consult with ADF&amp;G, USFWS, and NOAA regarding critical or sensitive habitats and threatened or endangered species prior to issuing an authorization.</p> <p>ADNR should consult with USFWS prior to issuing authorizations adjacent to either the Alaska Maritime National Wildlife Refuge or the Aleutian Islands Wilderness.</p> <p>Protect known heritage sites and cultural resources.</p>	<p>This tideland unit covers the area between the western portion of Captains Bay to the three mile seaward limit of state-owned submerged land in Unalaska Bay. Most of the tidelands in this area adjoin Alaska Maritime National Wildlife Refuge and the Aleutian Islands Wilderness. The tidelands along the coastline within the unit are utilized for commercial and subsistence harvest as well as public recreational activities marine harvest. Commercial harvest occurs more frequently in the vicinity of bays and lagoons that support the densest population of marine life. Portions of this area have been identified as important as shallow water anchorage positions.</p> <p>This large unit contains multiple threatened and endangered species and critical habitat. Cape Kalekta serves as both a rookery and a haul out concentration area for the endangered Stellar Sea Lion. The threatened northern sea otter has established population along the northeastern coast around Erskine Point. The endangered Western North Pacific DPS humpback and threatened Mexico DPS humpback whales range throughout the unit.</p> <p>Shrimp, groundfish, herring, red king crab, and tanner crab are distributed throughout the unit. Important anadromous waters supporting spawning and rearing for Dolly Varden and pink, coho, sockeye, and chum salmon include the Nateekin River, Makushin River, Summer Bay Creek and Morris Lake Creek.</p> <p>The Alaska Heritage Resources Survey (AHRS) indicates cultural resources within the unit.</p>
U-02	Wd	2,188	<p>This unit is to be managed to accommodate tideland commercial and industrial uses. It is unlikely that all of the area within this unit will be used for future commercial and industrial tideland uses. A large area of tidelands is designated Waterfront Development given the uncertainty of the exact location of future facilities needed to support this community.</p> <p>Consult with Alaska Department of Transportation and Public Facilities (ADOT/PF) prior to issuing authorizations adjacent to the airport.</p> <p>A portion of this unit is located within the Unalaska Naval Defensive Sea Area (NDSA) and in an area potentially impacted by munitions that pose an explosive hazard. Adjudicators should contact the Former Used</p>	<p>Unit is situated east of Dutch Harbor and stretches from the Unalaska Airport to the mouth of the Shaishnikof River. Established seafood processing or related types of development occupy adjacent and nearby uplands. Tideland use includes private tideland facilities to support the fishing industry.</p> <p>Important anadromous waters supporting spawning and rearing for Dolly Varden and pink, coho, sockeye, and chum salmon in the unit include the Shaishnikof River, Iliuliuk River, Unalaska Lake, Pyramid Creek, and Shop Creek.</p> <p>Northern sea otter critical habit exists throughout the unit.</p>



Unit #	Designation(s)	Acres	Management Intent	Resources and Uses
			<p>Defense Site (FUDS) program prior to issuing an authorization within the Unalaska NDSA.</p> <p>Protect known heritage sites and cultural resources.</p>	<p>The Alaska Heritage Resources Survey (AHRS) indicates cultural resources within the unit.</p> <p>Portions of this unit are closed to mineral entry under Mineral Closing Orders 656, 658, 659, and 680.</p>

1

**STATE OF ALASKA  
DEPARTMENT OF NATURAL RESOURCES  
DIVISION OF MINING, LAND AND WATER**

**Land Classification Order No. SC-24-001**

I. Name: Unalaska Bay Site Specific Plan

II. The classifications in Part III are based on written justification contained the following plan:

Site Specific Plan: Unalaska Bay  
Adopted ( ) Revised ( ) Dated \_\_\_\_\_

III. <u>Legal Description</u>	<u>Acreage</u>	<u>Acquisition Authority</u>	<u>Existing Classification</u>	<u>Classification by this Action</u>
See plan map2.	88,758	Tide and Submerged Land Act of 1953	None	See plan map2.




IV. This order replaces and supersedes all existing land classification orders within the Unalaska Bay Site Specific Plan boundary.

V. This order is issued under the authority granted by AS 38.04.065 and AS 38.05.300 to the Commissioner of the Department of Natural Resources. The above-described lands are hereby designated and classified as indicated. Nothing shall prevent the reclassification of these lands if warranted in the public interest.

Classified: \_\_\_\_\_ Date: \_\_\_\_\_  
Christianna Colles, Director  
Department of Natural Resources

# Unalaska Bay Site Specific Plan LCO SC-24-001

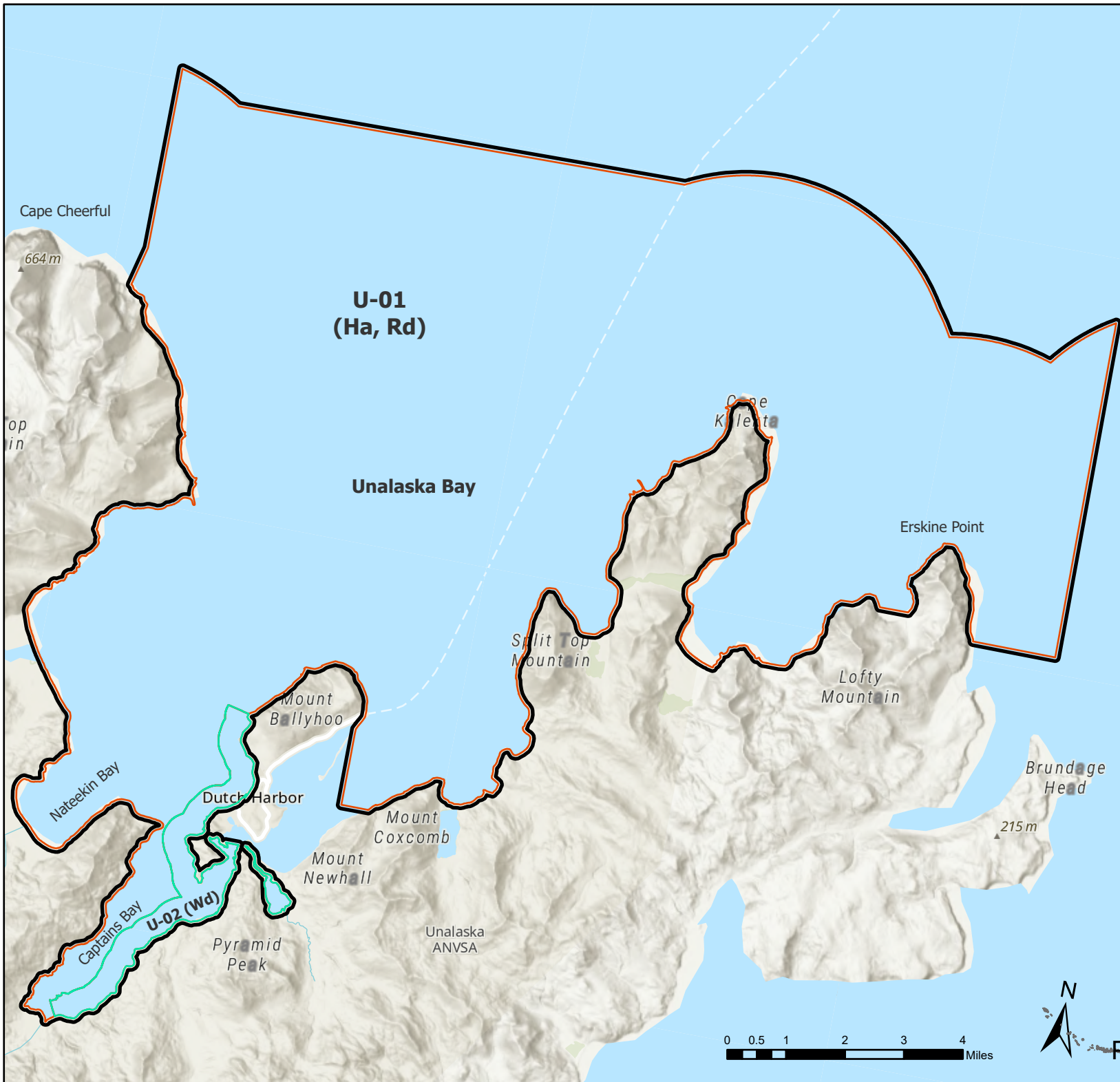
## Plan Boundary & Units

-  Plan Boundary
-  U-01 Wildlife Habitat, Public Recreation Dispersed (Ha, Rd)
-  U-02 Waterfront Development (Wd)






Land use designations only apply to land owned by the Alaska Department of Natural Resources, as indicated by the management units on this map. There are other parcels contained within these units but the designation does not apply to these non-state lands. This map is for graphic representation only and is intended to be used only as a guide.

Created: March 22  
KH, DNR, DMLW, RADS  
Projected Coordinate System: NAD 1983  
UTM Zone 6 North



# Unalaska Bay Site Specific Plan LCO SC-24-001

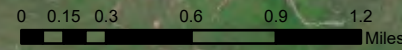
## Plan Boundary & Units

-  Plan Boundary
-  U-01 Wildlife Habitat, Public Recreation Dispersed (Ha, Rd)
-  **U-02 Waterfront Development (Wd)**

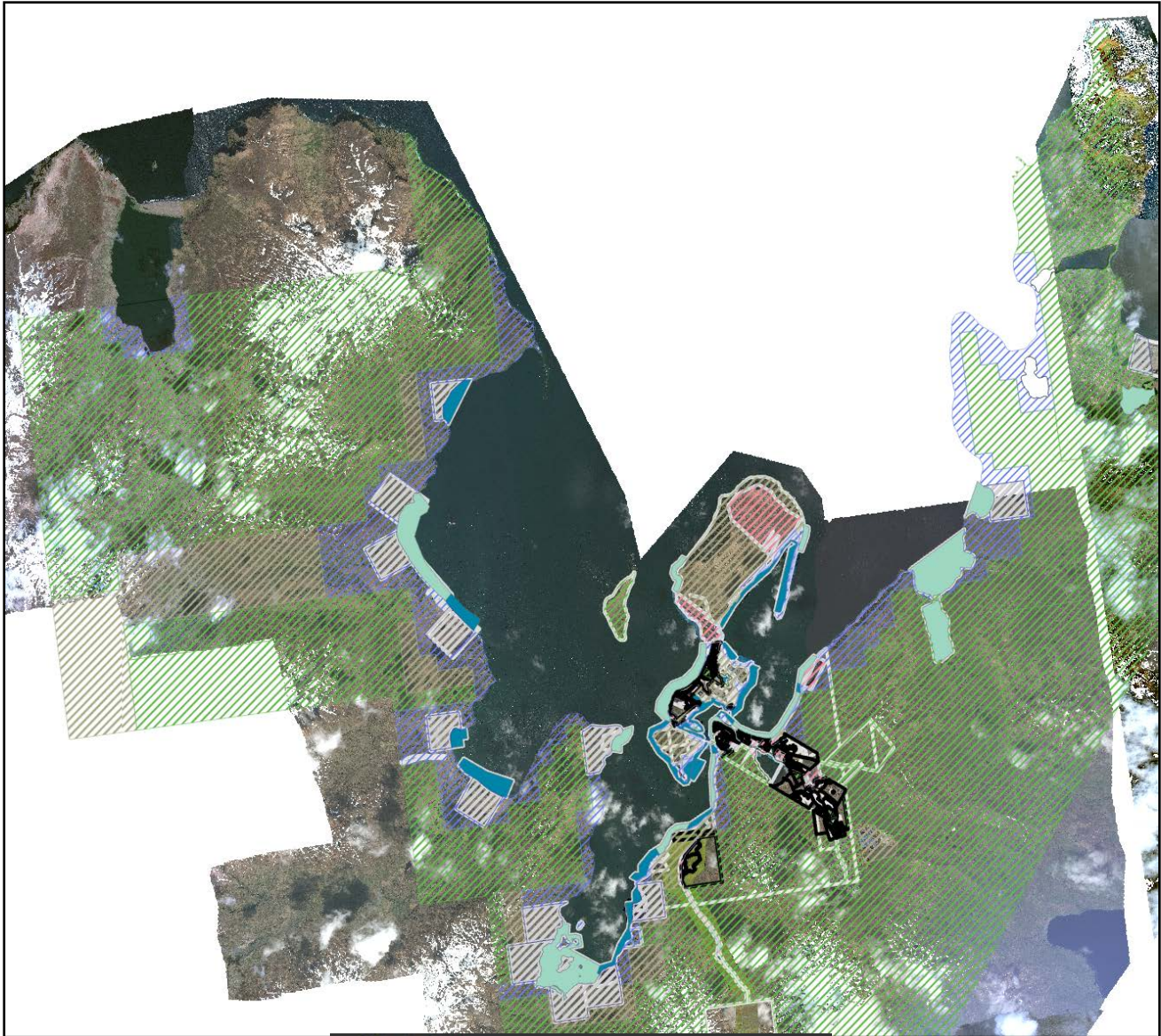


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













Created: March 22  
KH, DNR, DMLW, RADS  
Projected Coordinate System: NAD 1983  
UTM Zone 6 North



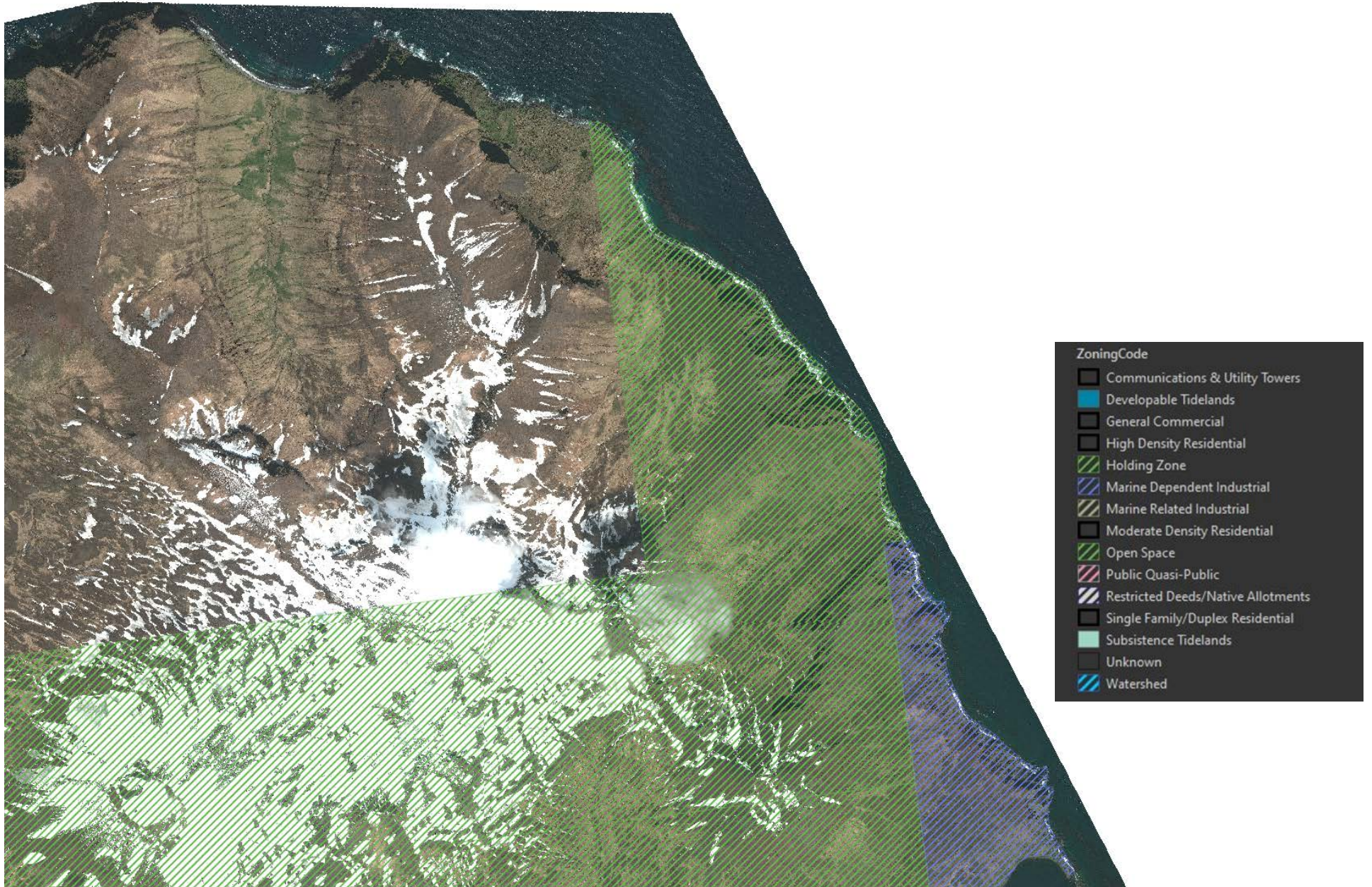
# Overview of Existing Zoning



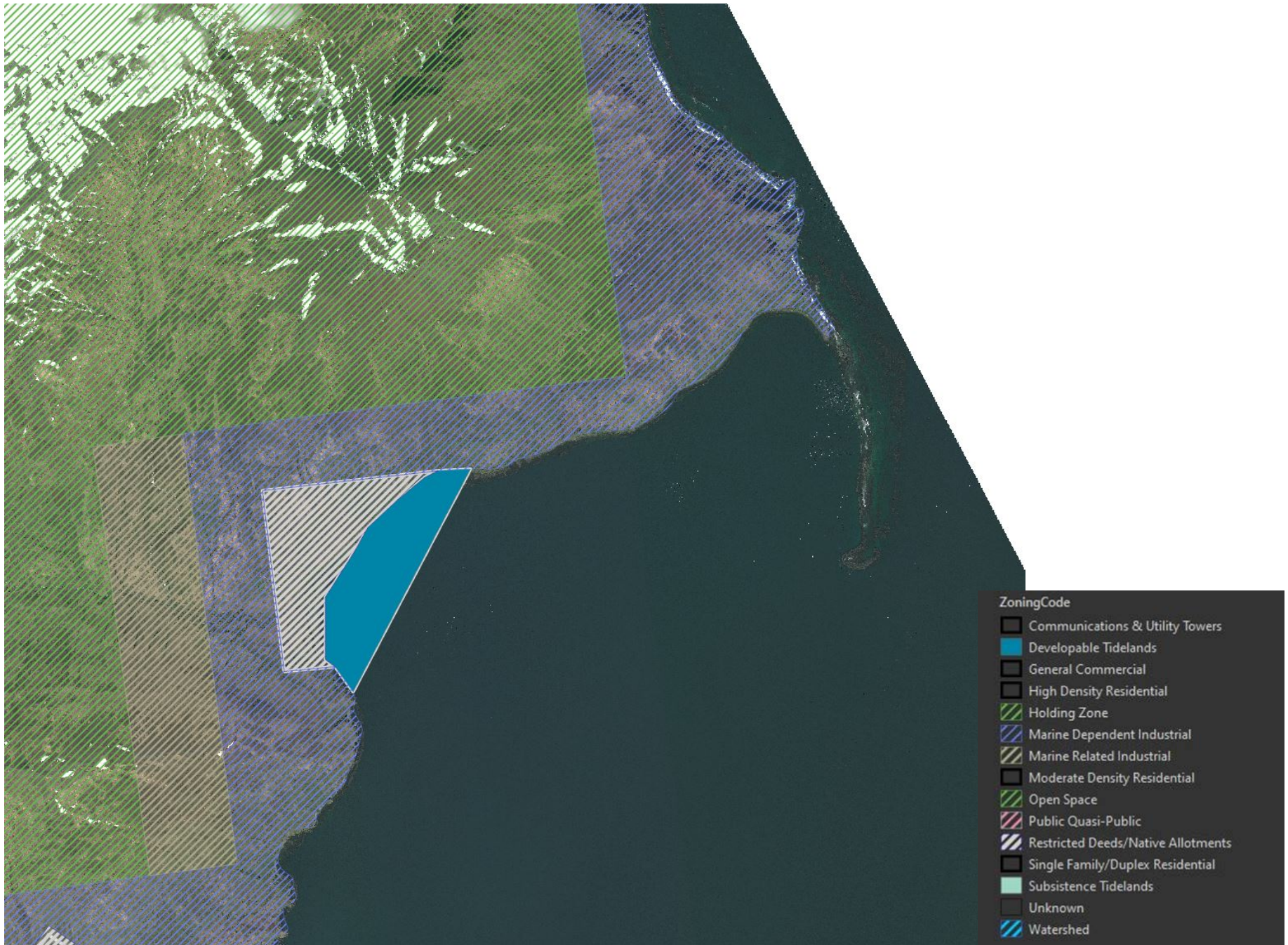
## ZoningCode

-  Communications & Utility Towers
-  Developable Tidelands
-  General Commercial
-  High Density Residential
-  Holding Zone
-  Marine Dependent Industrial
-  Marine Related Industrial
-  Moderate Density Residential
-  Open Space
-  Public Quasi-Public
-  Restricted Deeds/Native Allotments
-  Single Family/Duplex Residential
-  Subsistence Tidelands
-  Unknown
-  Watershed

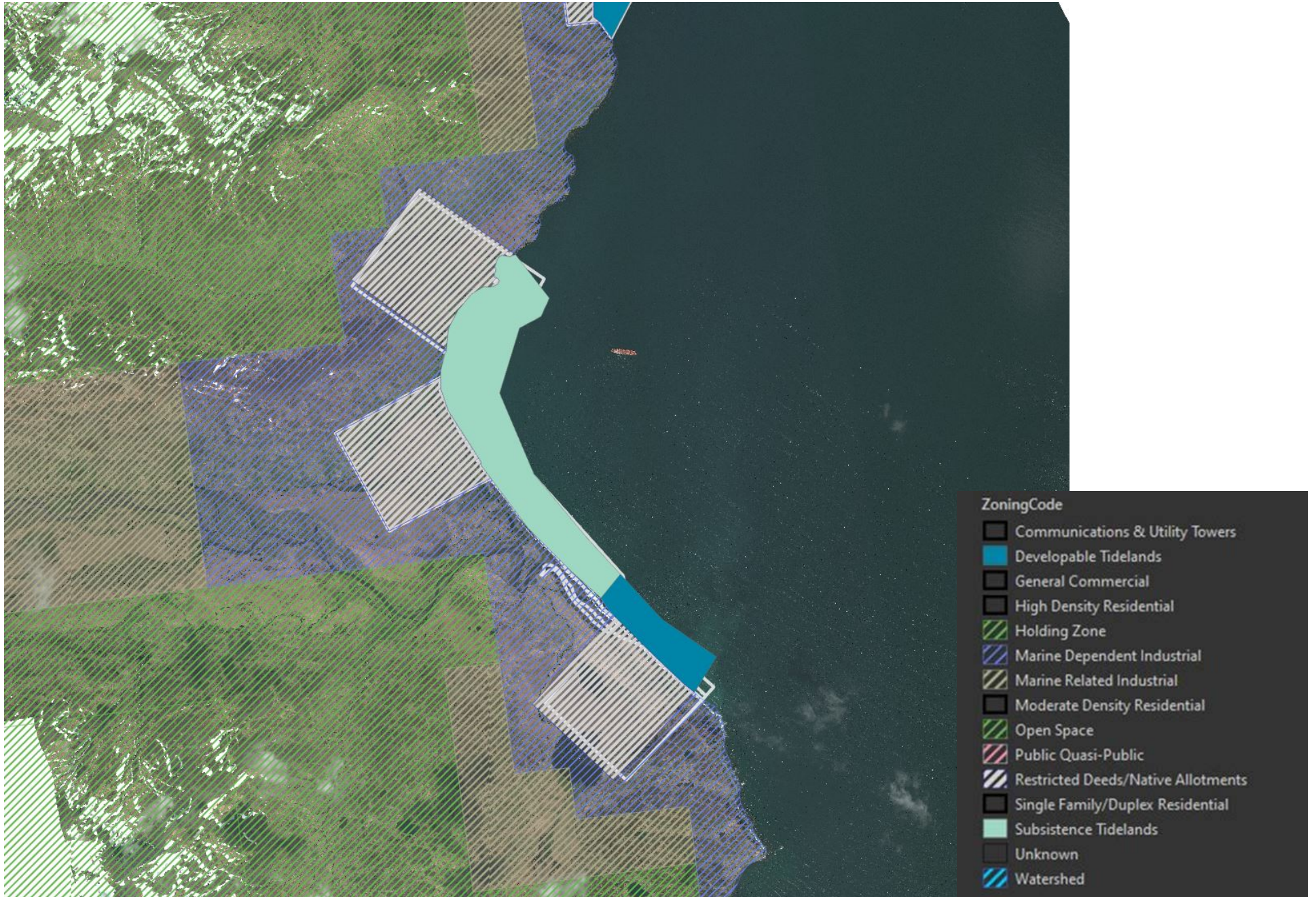
# Cape Cheerful to Eider Point



# Eider Point

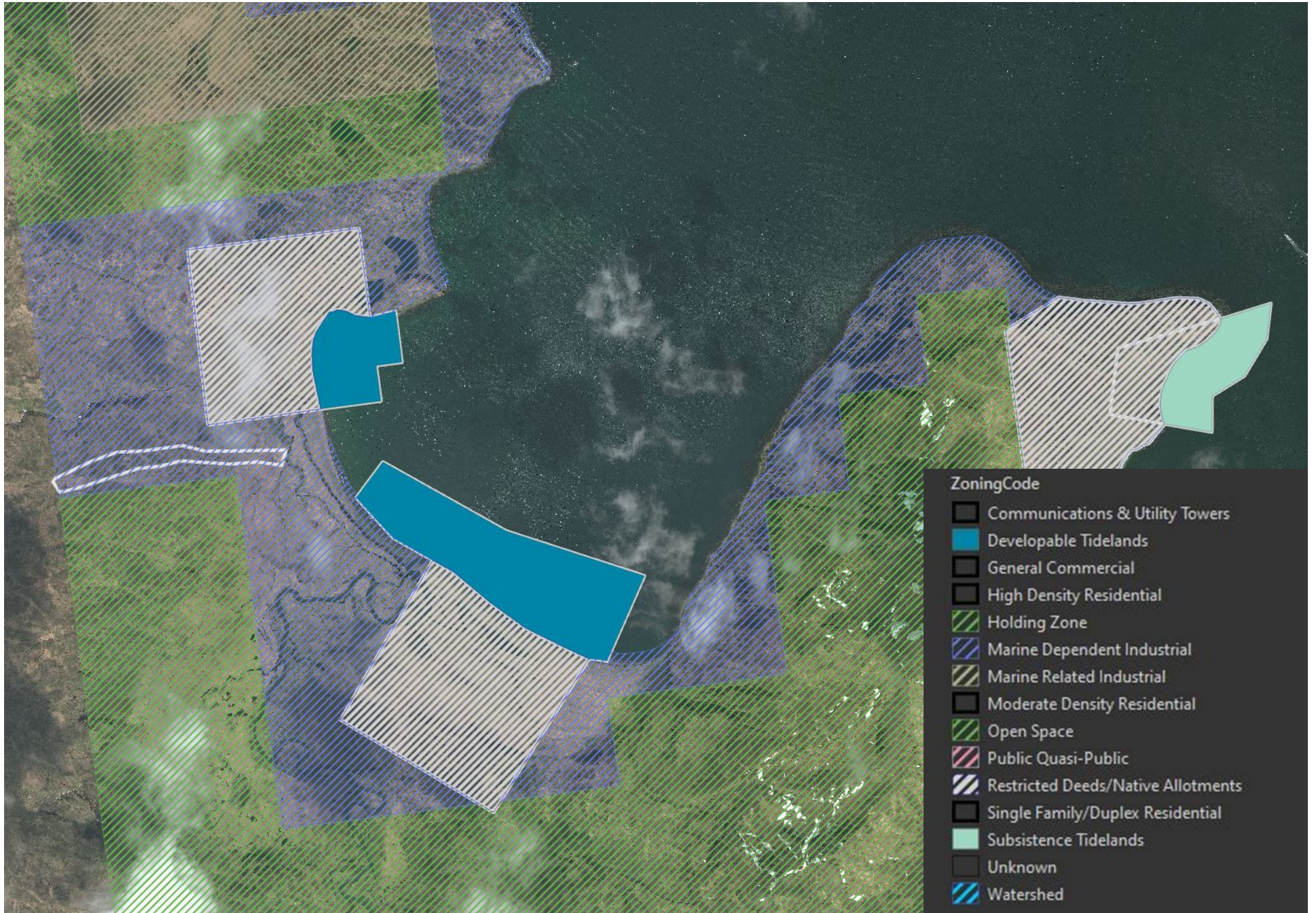


# Makushin Bay

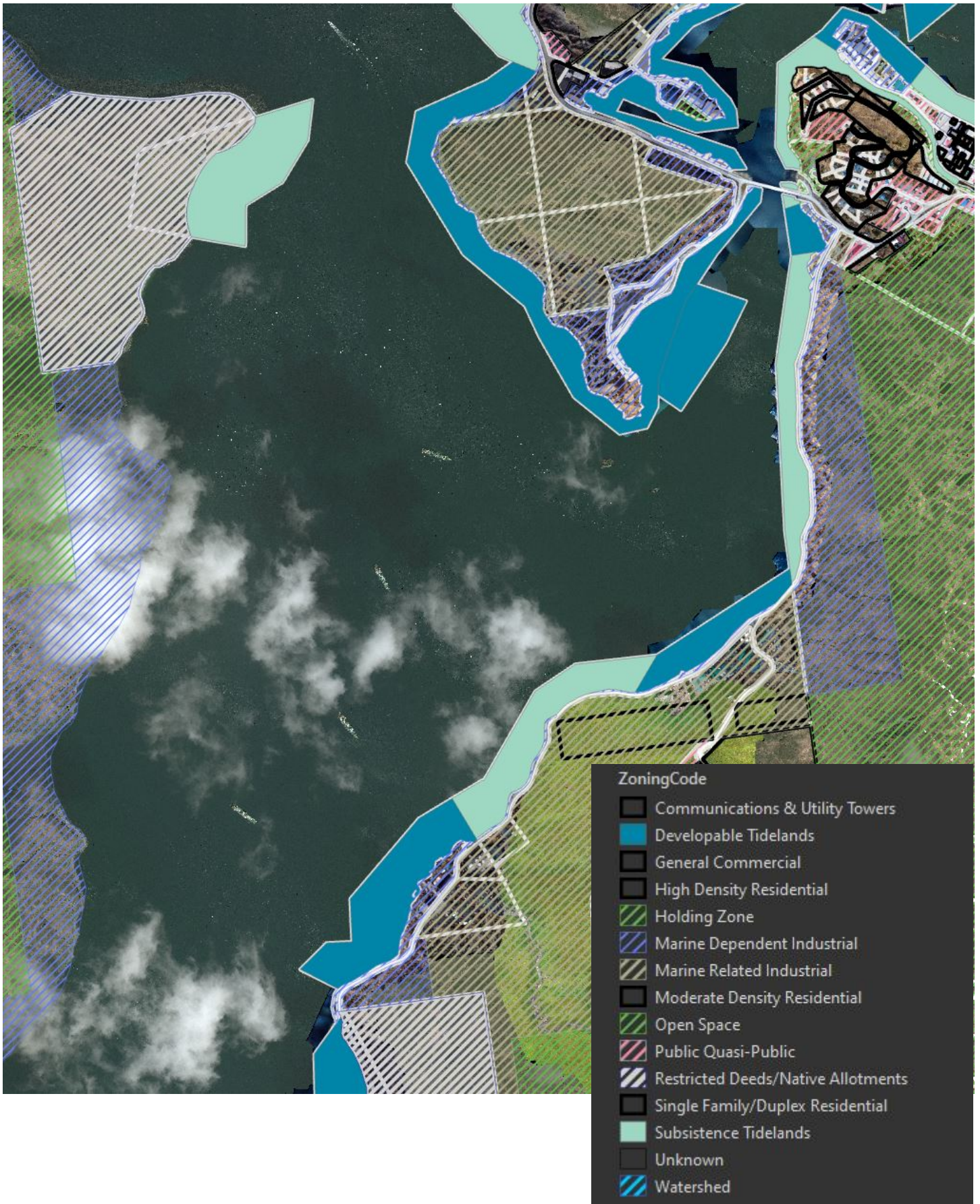




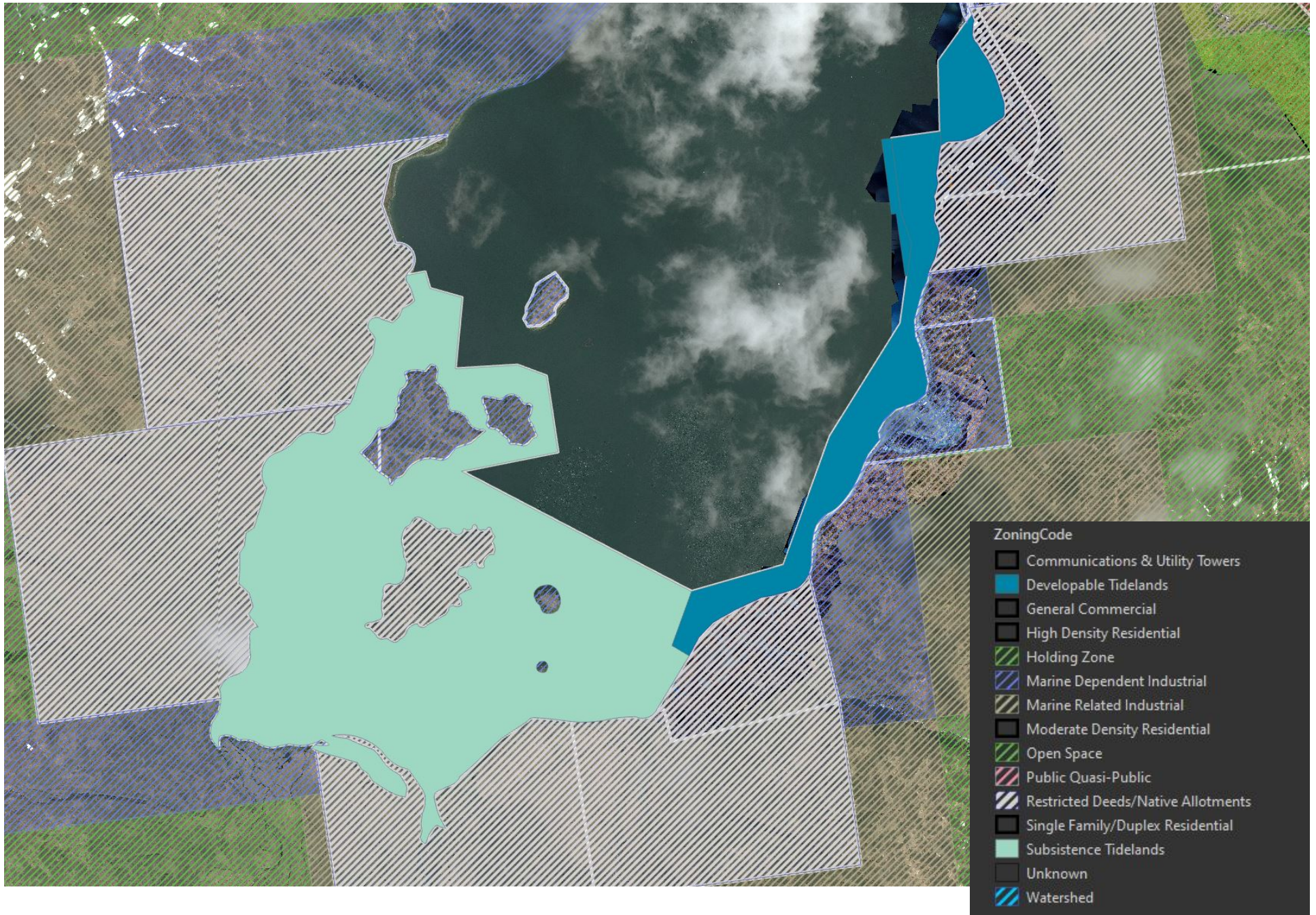
# Nateekin Bay



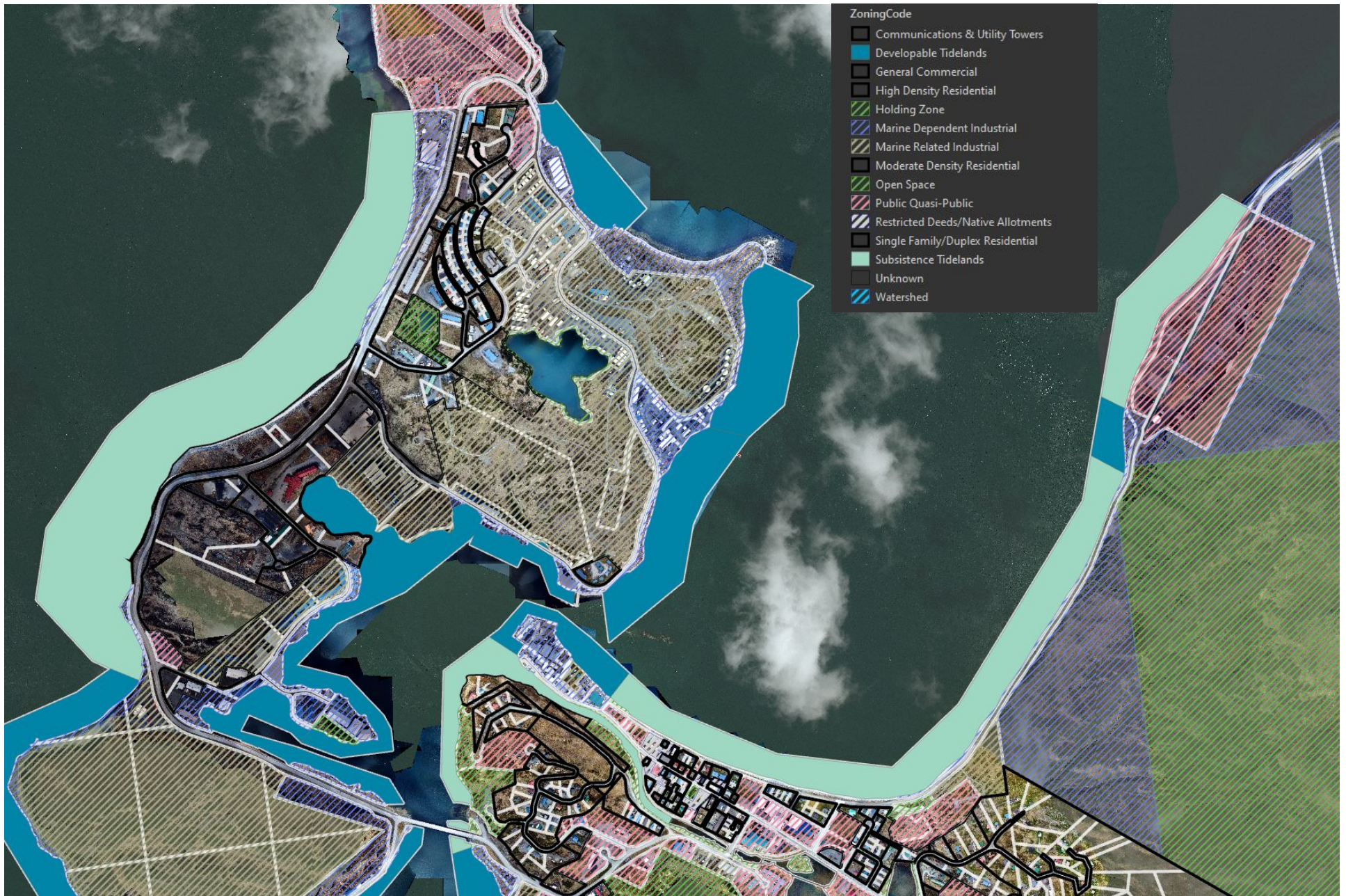
# Upper Captains Bay



# Head of Captains Bay



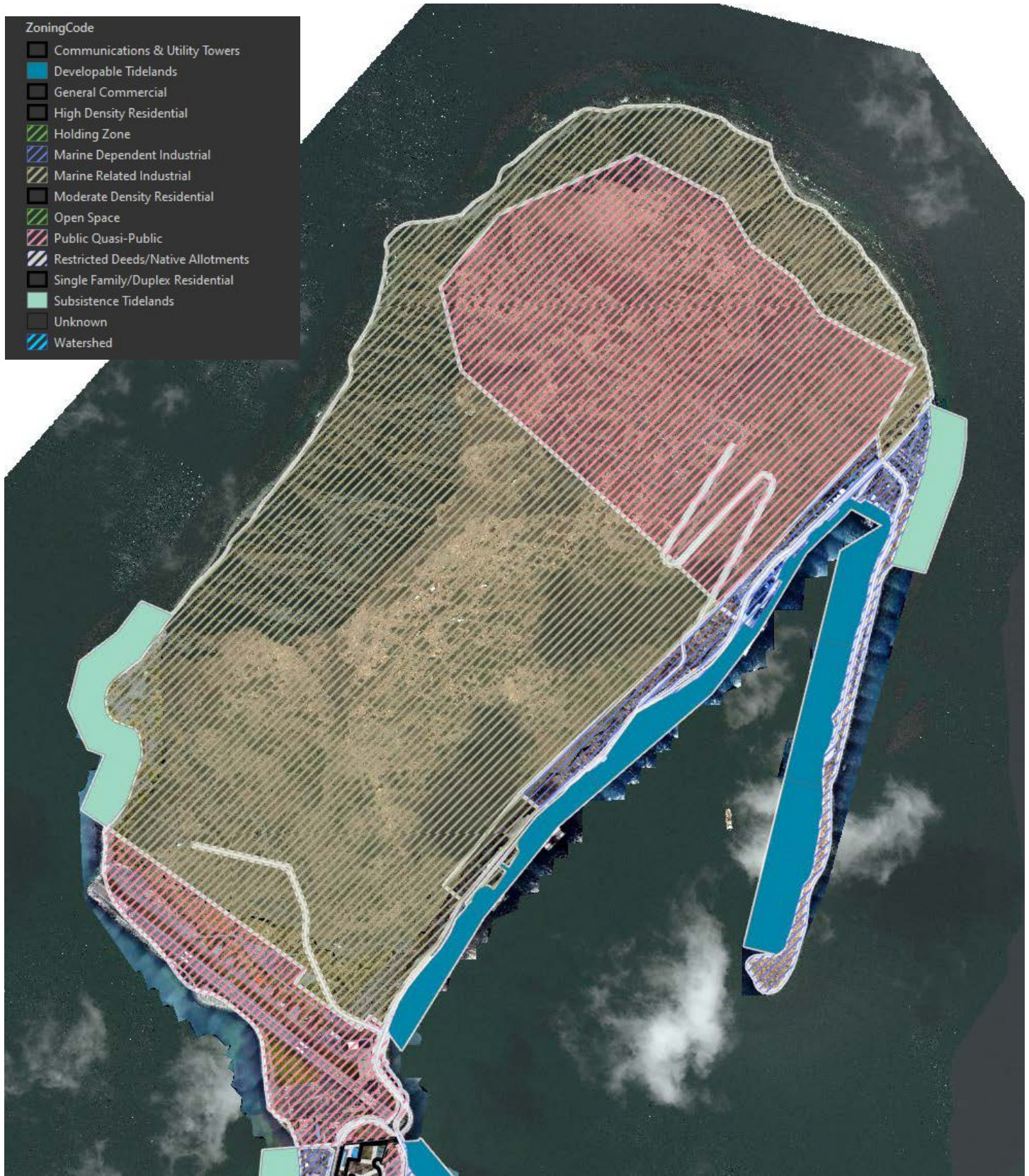
# Front Beach and East Point



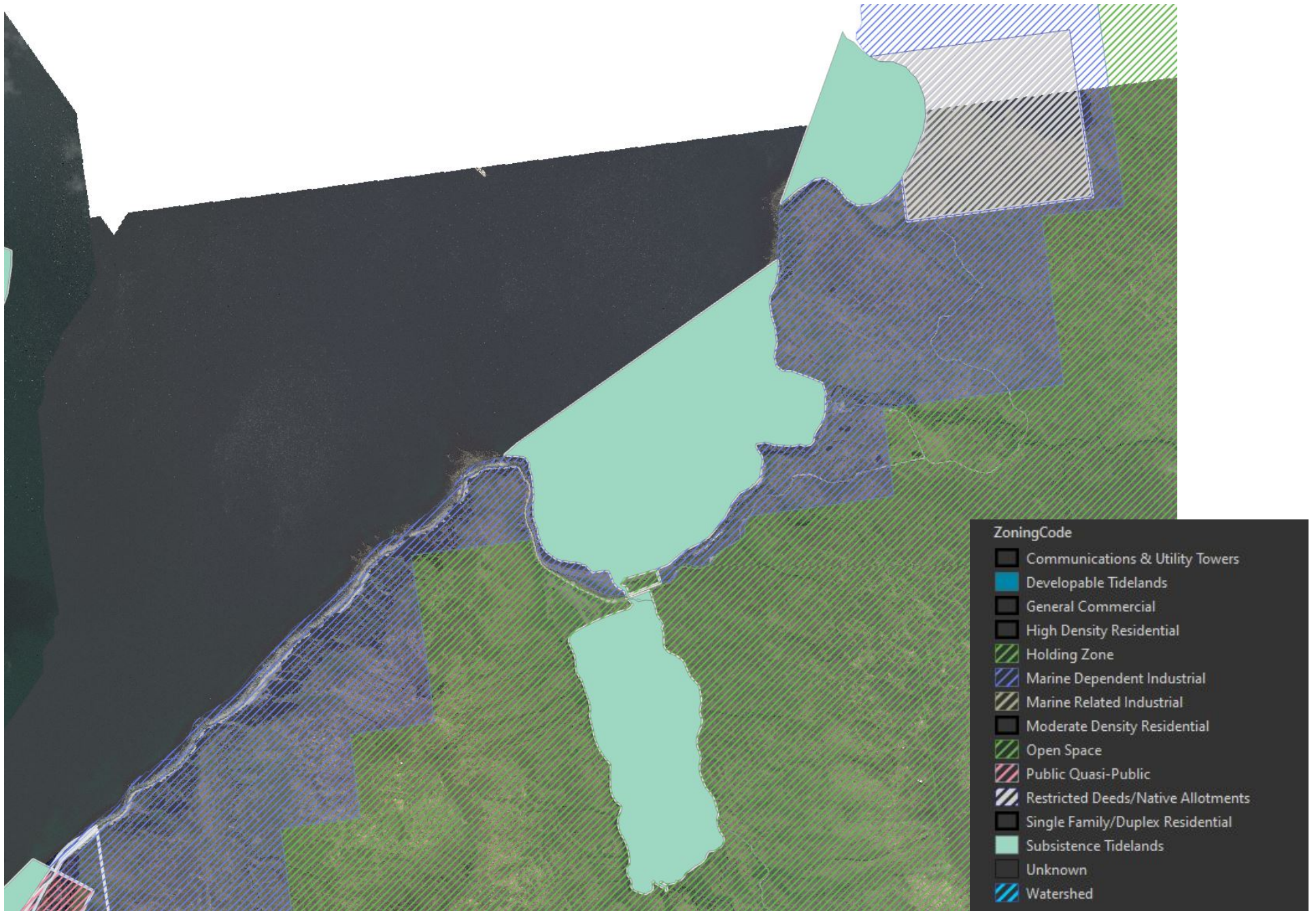
# Ballyhoo

ZoningCode

■	Communications & Utility Towers
■	Developable Tidelands
■	General Commercial
■	High Density Residential
■	Holding Zone
■	Marine Dependent Industrial
■	Marine Related Industrial
■	Moderate Density Residential
■	Open Space
■	Public Quasi-Public
■	Restricted Deeds/Native Allotments
■	Single Family/Duplex Residential
■	Subsistence Tidelands
■	Unknown
■	Watershed



# Landfill to Morris Cove



# Morris Cove to Priest Rock

