

**CITY OF UNALASKA
UNALASKA, ALASKA
PLANNING COMMISSION & PLATTING BOARD
AGENDA/PUBLIC NOTICE
COUNCIL CHAMBERS
October 16, 2014
7:00 P.M.**

The purpose of the meeting will be to consider matters brought to the attention of the Planning Commission & Platting Board and will include the following. The typical process for discussing an item is as follows:

1. Staff presentation,
2. Applicant presentation,
3. Public comments,
4. Motion/discussion/vote.

CALL TO ORDER

ROLL CALL

REVISIONS TO THE AGENDA

APPEARANCE REQUESTS

ANNOUNCEMENTS

1. Title 8 Updates
2. Introduction of Commissioner Santana

MINUTES:

1. Planning Commission & Platting Board, September 25, 2014

PUBLIC HEARING ACTION ITEMS:

No Items

REGULAR MEETING:

No Items

WORKSESSION:

1. Presentation of 2014 Land Use Inventory compiled by Planning Department.

OTHER BUSINESS:

1. Selection of new Vice Chair

ADJOURNMENT

HISTORIC PRESERVATION COMMISSION

CALL TO ORDER

ROLL CALL

MINUTES:

1. Historic Preservation Commission, September 25, 2014

BUSINESS ITEMS:

1. Review and discussion of the City of Unalaska's Preservation Plan and Comprehensive Plan and identified Preservation Goals.

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.

CONDUCTING A PUBLIC HEARING

The following is the sequence of events that is followed by the City of Unalaska Planning Commission and Platting Board in conducting a Public Hearing before the body.

1. The Public Hearing is opened by the Chair of the Planning Commission/Platting Board who reads from the agenda.
2. Any Ex-Parte questions or Commission member involvement are raised. If a Commission member(s) is excused, this is the proper time.
3. Presentation by the staff. This is a short summary of the application, explanation of any maps, plats, exhibits, and code standards that might apply to the application. New written information not in the board packet is provided at this time.
4. Presentation by the applicant. The applicant bears the responsibility for making the case or argument before the Commission. This is the time for Board members to ask questions of the applicant. Attempts to “negotiate” with the applicant should be conducted at this step (Step 4), while the public hearing is still open.
5. Public Testimony. This includes those who are opposed to the application, and also the public in general.
6. Rebuttal by the applicant. Final questions of all parties by the Commission.
7. The Chair closes the Public Hearing and Commission deliberations begin. Once the hearing is closed, DO NOT REOPEN unless absolutely necessary. Questions of staff, the applicant, and the public are acceptable but uninitiated testimony is not. Attempts to “negotiate” with the applicant should be conducted at Step 4, not after the public hearing is closed.
8. Commission discusses or debates the application. A motion must be made, with a second, and then final discussion. If a motion falls, an amendment(s) could be made to further or facilitate Commission final action. After “final action” is taken, reconsideration is possible per 8.04.060(G).

DON'T BEND THE RULES FOR ONE, UNLESS YOU CHANGE THE RULES FOR ALL.

Chair Help Sheet

Approval of Minutes Steps:

1. Open the Commission discussion by calling for a motion to approve.
2. Call for a second to the motion.
3. Commission discussion.
4. Close the Commission discussion.
5. Vote.

Public Hearing Steps:

1. Open the Public Hearing.
2. Chair calls for potential Ex Parte Communications and potential Conflicts of Interest from Commissioners.
3. Staff Presentation.
4. Ask if Commissioners have any questions of staff.
5. Applicant Presentation.
6. Ask if Commissioners have any questions for the applicant.
7. Public Testimony. (Ask person to state name for the record.)
8. Ask if Commissioners have any questions of the public.
9. Close the Public Hearing.
10. Open the Commission discussion by calling for a motion to approve Resolution 2014-xx.
11. Call for a second to the motion.
12. Commission discussion.
13. Close the Commission discussion.
14. Vote.

**CITY OF UNALASKA
UNALASKA, ALASKA
PLANNING COMMISSION MINUTES
Thursday, September 25, 2014
CITY COUNCIL CHAMBERS, CITY HALL
7:00 P.M.**

CALL TO ORDER: Chair Steven Gregory called the meeting to order at 7:00 PM.

ROLL CALL:

Commissioners present:

Steven Gregory

Vicki Williams

Doanh Tran

Commissioners absent:

Jessica Earnshaw

Staff Present:

Jamie Sunderland, Acting City Manager

Erin Reinders, Planning Director

Anthony Grande, Planning Administrator

REVISIONS TO THE AGENDA: *None*

APPEARANCE REQUESTS: *None*

ANNOUNCEMENTS: Erin Reinders announced that Title 8 revisions will appear before City Council on Tuesday, September 30, 2014. The revisions will be presented as three separate ordinances: construction camps, subdivision and lease lots, and the remainder of Title 8 changes where there was general consensus.

Planning Month occurs every October. This year, much like last year, the Planning Department is partnering with the PCR to introduce children to the basics of city planning. The youth program will be focused on designing a Box City utilizing mapping, zoning, and town developing tools. Mrs. Reinders extended an open invitation for all Commission members to stop by and participate during any of the twice weekly sessions.

All commission members were asked to provide contact information to sign them up for the American Planning Association and The National Alliance of Preservation Commissions.

MINUTES: *Planning Commission & Platting Board, August 21, 2014.* Chair Gregory called for a motion to approve the minutes from the August 21, 2014 meeting. Doanh Tran made a motion, Vicki Williams seconded the motion. Chair Gregory asked if there were any further discussions on the minutes. There being no comments, Chair Gregory called for a vote, which was unanimous (3-0). The minutes for the August 21, 2014 meeting were adopted.

PUBLIC HEARING ACTION ITEMS: *None*

REGULAR MEETING: *Receipt of Platting Authority Resolutions 2014-18 and 2014-19.* Anthony Grande presented two subdivisions that had recently been approved in the Planning Department. Biorka Subdivision, Platting Authority Resolution 2014-18 and Margaret Bay Subdivision, Platting Authority Resolution 2014-19 were both abbreviated plats that fell under the guidelines that allow one or two lot subdivisions to be approved in the Planning Department and reported at a later date to the Commission.

WORK SESSION: *None*

OTHER BUSINESS: *Selection of new Vice Chair.* Ms. Tran made a motion to nominate Vicki Williams as Vice Chair. Motion was not seconded. Chair Gregory made a motion to nominate Doanh Tran as Vice Chair. Motion was not seconded. Ms. Williams motioned to defer Vice Chair vote until the October meeting to include more Commission members. With a vote of 3-0 in support, Vice Chair selection was deferred until October.

ADJOURNMENT: Chair Gregory adjourned the meeting at 7:08 PM.

PASSED AND APPROVED THIS _____ DAY OF _____ 2014 BY THE CITY OF UNALASKA, ALASKA PLANNING COMMISSION.

Steven Gregory, Chair

Date

Erin Reinders, Recording Secretary

Date

Prepared by Kelly Tompkins and Erin Reinders, Planning Department

MEMORANDUM TO PLANNING COMMISSION

TO: PLANNING COMMISSIONERS
FROM: ANTHONY GRANDE, PLANNING ADMINISTRATOR
THRU: ERIN REINDERS, DIRECTOR OF PLANNING
DATE: OCTOBER 16, 2014
RE: LAND USE INVENTORY

As a department, we intend to conduct a full inventory of land use annually in order to understand the status of existing land uses in the community. Planning for the future requires a solid foundation of knowledge about the present land use. As we have discussed before, the department's goal is to begin a new land use planning effort in the near future, which will update our Comprehensive Plan's land use component. One of the important starting points to land use planning is to know what the existing conditions are. This inventory of land uses will serve as that starting point. Being an annual inventory, it will also serve as a guide to trends over time, allowing us to visualize changes in land use over the years.

The inventory was conducted by viewing each parcel in the city one-by-one and writing down the observed land use. There could be potential for misinterpretation, but this is the most reliable way to measure land use overall. The categories we used to assign a land use to each property were chosen based on the needs of the community. For example, the industrial category was broken into several distinct types of industry often seen here, such as industrial storage (i.e. container yards) and industrial company towns (i.e. processing plant with onsite housing). Once categories were assigned to all properties, maps were made and statistics were calculated.

The data for the land use inventory was collected back in December of 2013 as we did the windshield survey of the community, looking for land use. Over the course of this year, we've been collecting the data to create the maps and the report. Since this is the first land use inventory we've conducted, there was no template or starting point to use for the report. Much consideration went into the format of the report, the maps, and the data. The hope is that in future years, this template will make it a smoother process to put together the inventory. Data will be collected every summer and the report completed by fall.

The land use trends in Unalaska show a predictable reliance on industrial land uses, as it was the highest category in terms of land area. Other trends can be seen on Figure 2 and Figure 3 of the document. We can use statistics to determine numbers, such as the average density of each residential property based on the amount of land use for residential purposes. The analysis section of the document contains such information. The maps are also useful. Visualizing general trends helps to see the pattern of the community. When we begin land use planning, we will assess those patterns and create a vision for the future pattern of growth.

The next project, which flows directly from the results of this report, is the infill development analysis. That report will be presented to the commission in the near future and is an important continuation of the work begun here in land use inventory. The category of *vacant* is investigated further to understand what opportunities exist for development on vacant land within the community. The department is currently working on the report and will present the results as soon as it is complete.

Unalaska Land Use Inventory: 2014

City of Unalaska
Department of Planning
PO Box 610
Unalaska, Alaska 99685



August 2014

INTRODUCTION

The City of Unalaska Department of Planning intends to conduct a full inventory of land use annually in order to understand the status of existing land uses in the community. Planning for the future land use requires a solid foundation of knowledge about the present land use. This inventory can be used as a basis for future planning or a gauge of progress of established goals. Since this is the first annual land use inventory for Unalaska, it can be used as a baseline for future analysis as well as a starting point for the continued land use planning efforts. Here we establish the existing conditions before defining a future vision.

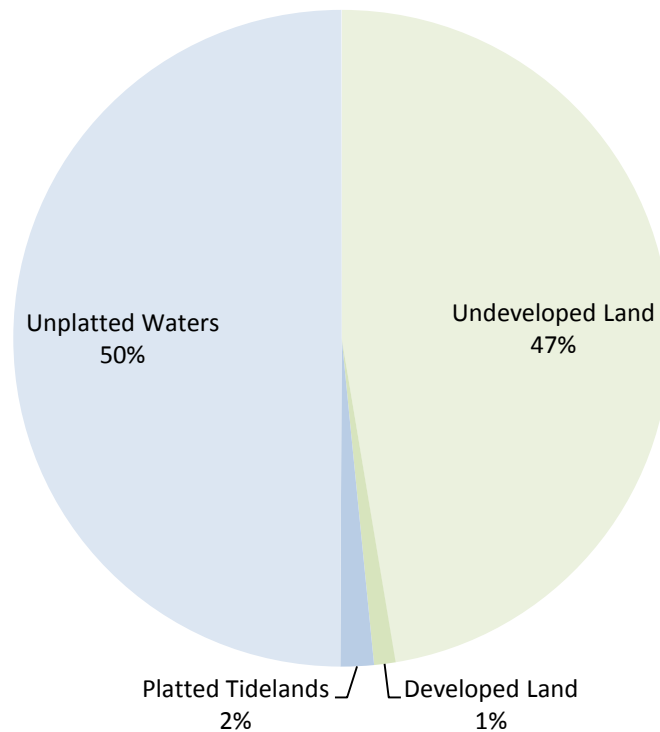
This analysis is parcel-by-parcel, meaning that each piece of individual property in the city is evaluated in determining its specific land use. Ultimately we should be able to step back and gain a general perspective of how land is being used in different areas of the community and see some broad trends, but we can also look at each property individually. Categories were created based on the needs of Unalaska so that the resulting inventory would make sense and have relevance for this community. The analysis section at the end of this document discusses some of the broad trends seen in the inventory, such as the differences in land use between the two islands and the general quantitative values. See the series of maps in the appendix of this document to fully visualize the land use inventory.

The City of Unalaska has extensive boundaries that cover a large land and water area. To gain an understanding of the limits of the city, Table 1 and Figure 1 describe the four types of area encompassed by the city limits. Map 1 in the Appendix shows the entire City with the area broken into the four categories of this table to visualize the areas and locations of each.

Table 1: Summary of City of Unalaska Land and Water Areas

Total City: 134,609 Acres (100%)			
Water: 69,408 Acres (52%)		Land: 65,201 Acres (48%)	
<u>Unplatted Waters</u> 67,201 Acres (50%) Unplatted water areas not suitable for development	<u>Platted Tidelands</u> 2,207 Acres (2%) Platted water areas near shoreline intended for development or subsistence use	<u>Developed</u> 1,421 Acres (1%) Platted land in the developed community area part of road/utility network	<u>Undeveloped</u> 63,780 Acres (47%) Large tracts of unplatted, undeveloped land

Figure 1: Unalaska Land and Water Areas



METHODS

Land use inventory data was obtained using a windshield survey of the community in December of 2013. City staff drove around the city and visually evaluated every parcel of property in the city. Existing files, permits, and records were not reviewed or consulted in the evaluation or analysis process. The only exception is that the tidelands were assigned a value of *open space* based on their zoning as subsistence. The observed land use was recorded in GIS, using a copy of the existing parcel GIS file as the base, and processed, making this a parcel-based inventory. The categories were carefully designed in such a way to capture the unique distribution of uses in Unalaska. In particular, the industrial category was broken into several categories, two of which were *industrial storage* and *industrial company town* to reflect the large land areas used for storage and the unique company town-nature of the fish processing plants. The full land use category breakdown is as follows.

Table 2: Land Use Categories

General Land Use	Land Use	Description
Residential	Single-Family Residential	Contains one or more individual detached residential dwelling units or duplexes
	Multi-Family Residential	Contains one or more structures with three or more dwelling units each

	Mobile Home Residential	Contains one or more manufactured homes, built prior to 1976
Commercial	Commercial	Contains one or more commercial uses, including retail, services, professional services, offices, hotels, and other similar uses
	Commercial Storage	Contains primarily storage space for commercial uses
Industrial	Industrial Storage	Contains industrial uses primarily for storage of materials and equipment, including warehouses and container yards
	Industrial Manufacturing and Processing	Contains industrial uses primarily for the production or processing of materials, including factories, processing plants, heavy machinery repair, welding shops, refineries and other similar uses
	Industrial Company Town	Contains an industrial use with employee housing and supporting commercial, administrative, and professional activities on-site
	Mineral Extraction	Contains activities directly related to mining for coal, petroleum, natural gas or quarrying for stone, sand, or clay
	Marine Transportation	Contains activities directly related to marine transportation including docks, unloading areas, and marine vessel service areas
Institutional	Institutional	Contains institutional uses, including medical, governmental, educational, and religious facilities
Open Space	Open Space	Contains public green space primarily used for recreation, subsistence, or preservation
Utilities/ Transportation	Utilities/ Transportation	Contains public utility buildings or linear structures including pipelines, treatment plants, right of ways, and other similar uses
Mixed Use	Mixed Use	Contains a significant mix of any two or more land uses that are not substantially similar
Vacant	Vacant	Contains parcels in developed areas that do not have structures or that have abandoned or rubble structures
Undeveloped	Undeveloped	Contains large tracts of undeveloped and unsubdivided land. Used to describe the vast expanse of land outside of the developed part of the city.

These categories were applied to any tidelands and developed land areas within the community. Undeveloped areas were identified near the developed areas to help define the boundary between developed and undeveloped. Once that boundary was established, the breakdown shown in Table 1 was created. It's clear that the distinction between developed and

undeveloped land is important. 47% of Unalaska is undeveloped land, while only 1% is developed. It highlights the fact that the community's growth has only encompassed a tiny portion of the actual city, meaning a land use analysis is most accurate by excluding the undeveloped areas from consideration. By contrast, individual vacant lots within the developed part of the community are called out as *vacant* in this analysis.

Data was collected by categories and the land area was aggregated for each to give the tables shown in the following results section. Land uses are only applied to tidelands and developed land areas. There are three parcels as exceptions where land use applied in the undeveloped part of the community. The Icy Creek corridor and Icy Lake are used as a utility and an open space, but stretch far out into the undeveloped part of Unalaska. The WWII historical area on top of Ballyhoo is shown as open space, but is best understood as part of the undeveloped expanse of Ballyhoo. These three parcels are not included in the results or analysis of the developed area despite showing up with a land use on the maps.

RESULTS

The four categories shown in Map 1, Table 1, and Figure 1 – developed land, undeveloped land, tidelands, and unplatted waters – are all considered separately.

Undeveloped Land

Undeveloped land is a vast expanse of land, covering about 47% of Unalaska. Other than recreation, its only significant land uses are the three mentioned above, Icy Creek/Lake and the WWII area of Ballyhoo. Everywhere else, the undeveloped land coincides precisely with the areas not assigned a land use.

Unplatted Waters

The remainder of the water area that is not platted tidelands is simply unplatted waters, which accounts for half the acreage of the City limits. No development is permitted in these areas.

Developed Land

Looking at the developed part of the community, the table below indicates the acreage of each land use category and its percentage of the total developed area, which is 1,421 acres.

Table 3: Land Use Acreages and Percentages on Land in Developed Part of Unalaska (Tidelands Excluded)

General Land Use	Land Use	Acres	Percent	Percent
Residential	Single-Family Residential	140.6	9.9%	12.5%
	Mobile Home Residential	5.2	0.4%	
	Multi-Family Residential	32.4	2.3%	
Commercial	Commercial	30.0	2.1%	2.4%

	Commercial Storage	4.7	0.3%	
Industrial	Industrial Manufacturing and Processing	9.6	0.7%	41.0%
	Industrial Storage	213.2	15.0%	
	Industrial Company Town	161.0	11.3%	
	Mineral Extraction	169.7	11.9%	
	Marine Transportation	28.7	2.0%	
Institutional	Institutional	194.6	13.7%	13.7%
Open Space	Open Space	40.5	2.9%	2.9%
Utilities/ Transportation	Utilities/Transportation	240.6	16.9%	16.9%
Mixed Use	Mixed Use	15.1	1.1%	1.1%
Vacant	Vacant	135.3	9.5%	9.5%
	Total	1,421.3	100.0%	100.0%

The graphic representations of this data are shown below.

Figure 2: General Land Use Percentages of Land in Developed Part of Unalaska

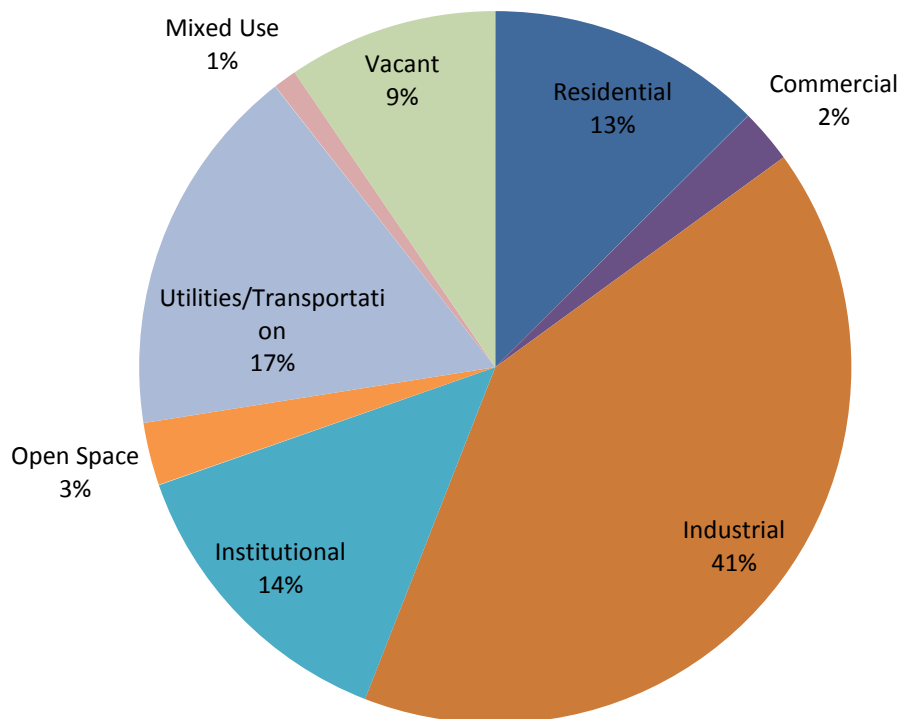
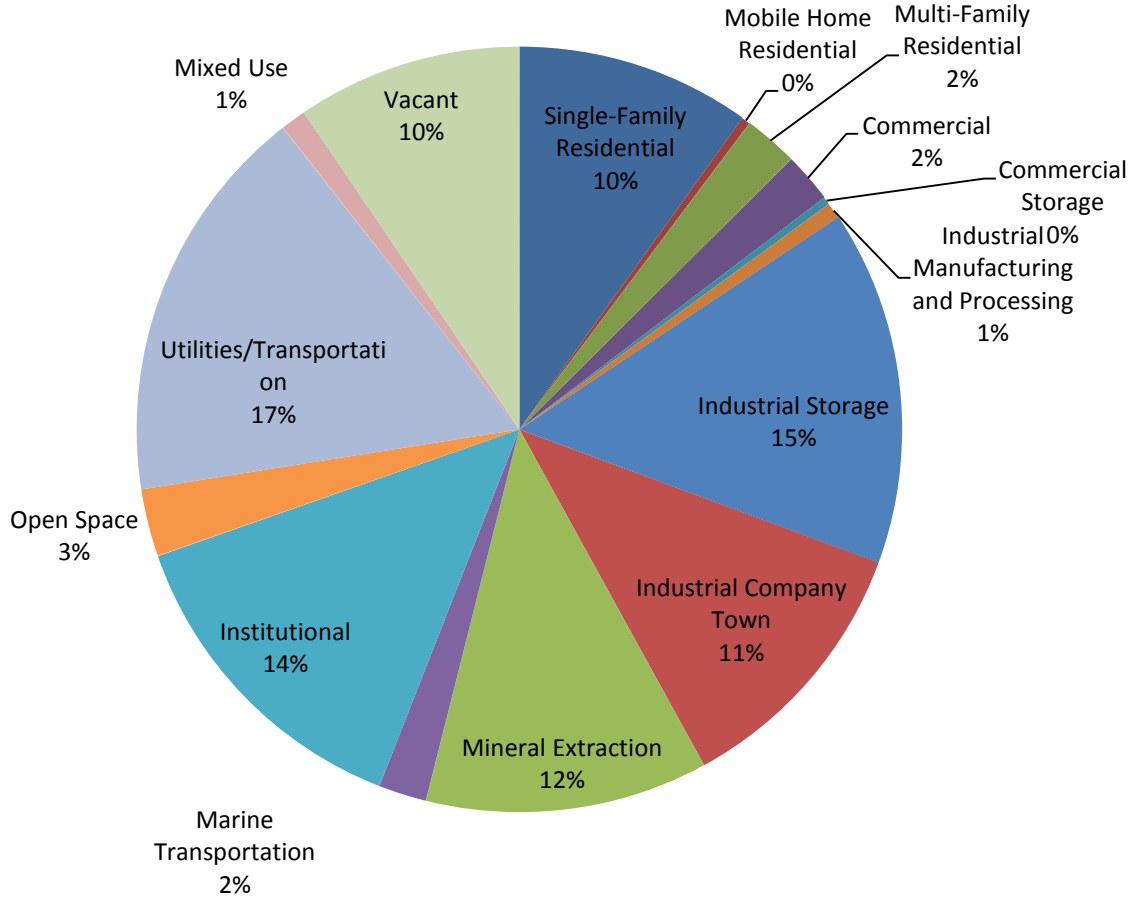


Figure 3: Land Use Percentages of Land in Developed Part of Unalaska



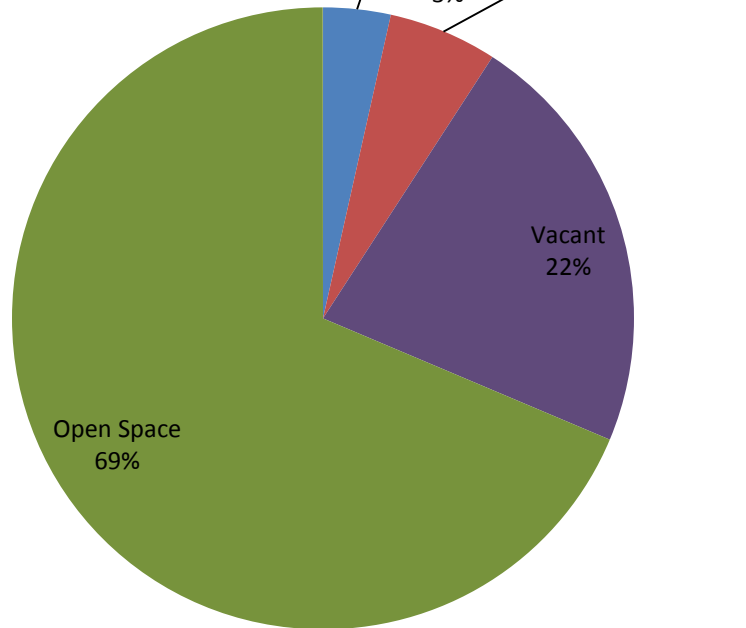
Tidelands

The land use inventory for tidelands further describes the landscape of Unalaska. The table below describes the results.

Table 4: Land Use Acreages and Percentages for Tidelands in Unalaska

Land Use	Acre	Percent
Industrial Company Town	77.2	3.5%
Marine Transportation	124.7	5.7%
Vacant	490.4	22.2%
Open Space	1,515.0	68.6%
Total	2,207.4	100.0%

Figure 4: Land Use Percentages for Tidelands



All of the data is further represented in map form in the Appendix Maps 2 through 5, showing general land use and specific land use from both a broad scale covering the entire City and a narrower scale covering mostly the developed area for more detail. A visual analysis of the land uses in Unalaska with these maps helps to understand the spatial arrangement of land uses in the community. For a more detailed look, larger maps are available from the Planning Department, allowing a parcel-by-parcel look at the community.

ANALYSIS

The analysis will cover three separate areas: developed land, undeveloped land, and tidelands. Unplatted waters require no further analysis as they contain no development and little development potential.

Developed Land

The summary of land uses by land area in Table 3 and Figures 2 and 3 above provides an overview of the inventory for land. Industrial forms of land use dominate the landscape of the city, taking around 47% of the city's developed land area collectively. Institutional uses also consume a large portion of the city's land. Residential areas are minimal in land area, but near the total land area expected for the population. There is a significant land area, about 10%, in

the developed part of the city that is vacant, some of which contains abandoned buildings or is on rough terrain.

Industrial uses – in three primary forms – are predominant in the city’s developed land area. *Industrial storage* is the largest single category of any land use, which accounts for the prevalent container storage yards and warehouses. The other industrial category of notable size is the *industrial company town* category. This accounts for the extremely mixed use nature of the industrial compounds of the fish processors, mixing industrial operations with living quarters and support functions. *Mineral extraction* accounts for the two quarry operations in the city. These industrial uses are Unalaska’s primary base economy.

From Map 2, it is clear that most of the industrial area is concentrated in a few areas. On the Amaknak side, there are several container yards. The company town style of industry is seen at three major fish processing sites and two other sites further down Captains Bay. Very little industry of any kind is found on the Unalaska side past Alyeska, except down Captains Bay.

Institutional uses are another major category, using about 16% of the city’s developed land area. This accounts for the city government functions, including all government buildings, except utility buildings. Also included in this category are the clinic, airport, schools, churches, and post offices. *Open space* is a separate category used for parks, which includes a portion of City-owned land. There’s another category for *utilities*, which encompasses several City-owned buildings such as the landfill and powerhouse. The map shows that most of the institutional uses are on the Unalaska side of the city, but the airport on the Amaknak side is by far the largest institutional use.

Single-family residential uses account for 10% of the city’s developed land area. This is a notable amount, but far less than one would expect in a small community. In fact, the total residential area of the developed area of the city is only 13%. This is related to the fact that residents of Unalaska are not commuting to other places for work, as is typically seen in small towns. In fact, Unalaska is a thriving economic center on its own. Nonetheless, the amount of land used for residential indicates a reasonable density. The data shows 178 acres of residential area. This means an average density of 7.6 units/acre on residential properties to support the community’s current housing needs, based on the population.¹

Residential areas appear nearly everywhere on the map, but on the Amaknak side they are contained within the Standard Oil Hill area reflecting the commercial and industrial nature of that side of the city. It is also notable that the residential areas of the downtown Unalaska Townsite area are interspersed with commercial and mixed use parcels, reflecting this area of the community as a uniquely diverse, multi-use district.

Vacant land is prevalent in the city, accounting for 10% of the city’s developed land area. However, much of this land area is undevelopable due to physical features. A separate study will further produce a Buildable Land Inventory to identify which vacant land in the city is suitable for future development. The areas outside the developed part of the city are identified

¹Assumes a population of 4,737 (July 2013 estimate from the Alaska Department of Labor and Workforce Development, Research and Analysis Bureau) and an average household size of 3.5. Thus, we would expect 1,353 households (or units) in the community, fitting onto 178 acres of residential area.

as suitable for longer term development, and are not included in the vacant land shown in the table.

Undeveloped Land

Unlike the *vacant* sites identified in the developed land area, which are more readily developed in the short term, the undeveloped land represents areas not currently prepared for development. Much of this land is recreational and will never be developed. However, some of it is part of what is indicated in the Unalaska Housing Plan 2020 as mid-term and long-term housing development sites. While some population growth could be absorbed by infill development in vacant lots, future growth in the community's population would require an expansion of the developed area into some portion of the undeveloped area as identified in the Unalaska Housing Plan 2020. Refer to that document for more details.

Tidelands

Unalaska's tidelands account for a great deal of economic activity in the community and also have cultural significance from a subsistence use standpoint. As Table 4 and Figure 4 show, most of the tideland area is categorized as *open space*, which indicates that there is no development on the tideland and it is zoned for subsistence uses only. In other words, development is not permitted on 69% of Unalaska's tidelands. Most of this space, however, is located far outside of the main community area.

Two different types of development were identified, but for practical purposes, they are not significantly different. The *industrial company town* tidelands are simply marine transportation developments associated with one of the larger facilities. In all about 202 acres of tidelands are developed for dock/port facilities. This compares with the 490 acres of *vacant* tidelands that are zoned for development but have none.

Maps 2 through 5 help to understand the spatial relationships of the tideland uses in the community area. It is clear that a significant amount of the tideland development occurs on Amaknak Island and down Captains Bay. The primary subsistence activity is on the Unalaska side, particularly along Front Beach and the Summer Bay area, but there is some open space tidelands on Amaknak as well. Vacant tidelands could be developed in the future and are found along much of the shoreline of the Amaknak side, as well as some areas down Captains Bay.

NEXT STEPS

This study will be repeated every year by the Department of Planning. The purpose is to assess evolution of land use in our community over time. Future land use inventories should focus on the measured change in land use from one year to the next. In the second half of 2014, the Planning Department will be continuing in a land use planning process, and this inventory will serve as a starting point to understand the observed existing land use conditions. Furthermore, future land use inventories will use the land use plan as a lens through which the change in land use over time can be viewed. Ideally, existing land uses would begin to mirror those identified in the land use plan over time.

APPENDIX

Map 1: Overview of Unalaska Land and Water Area

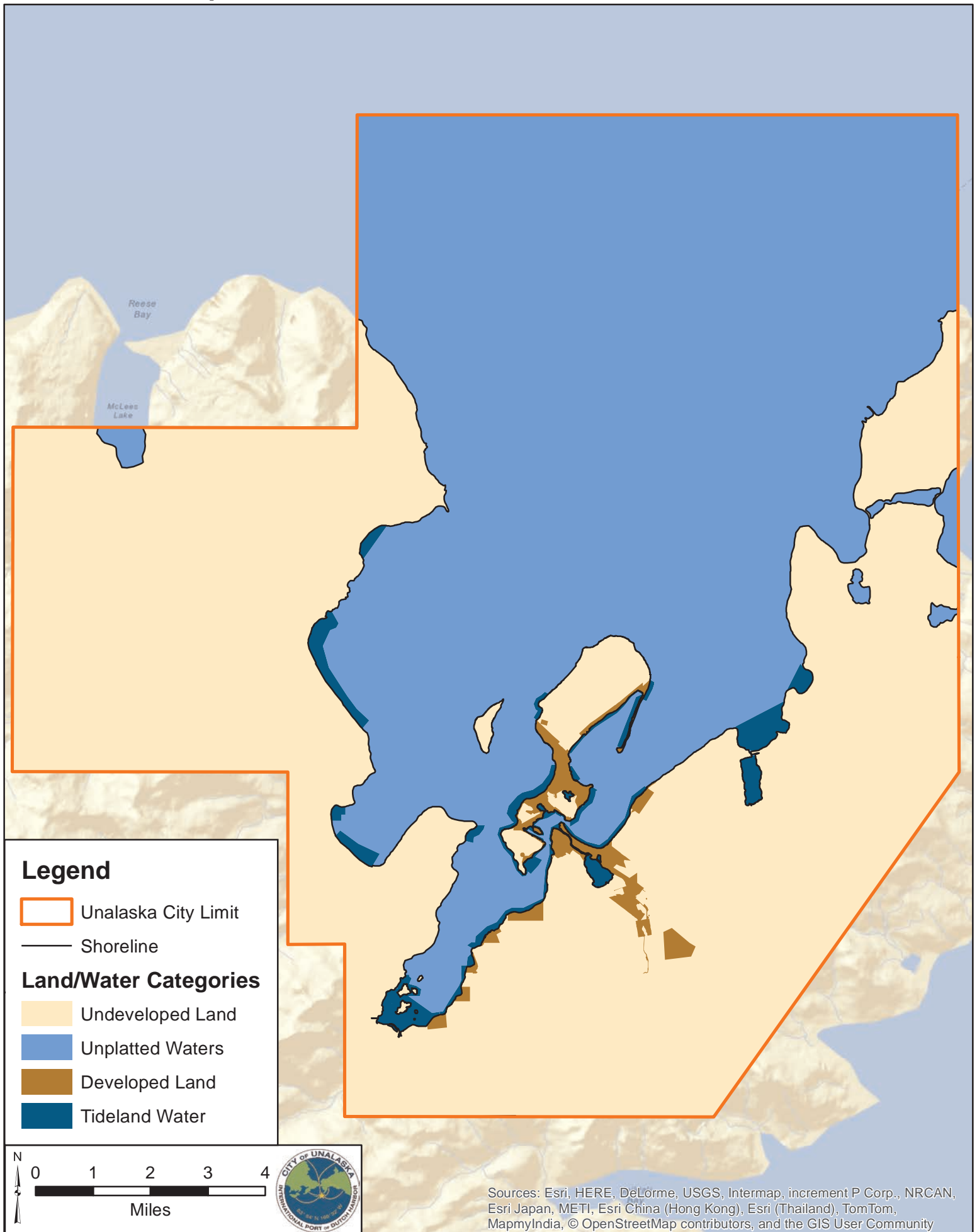
Map 2: Unalaska General Land Use

Map 3: Unalaska Land Use

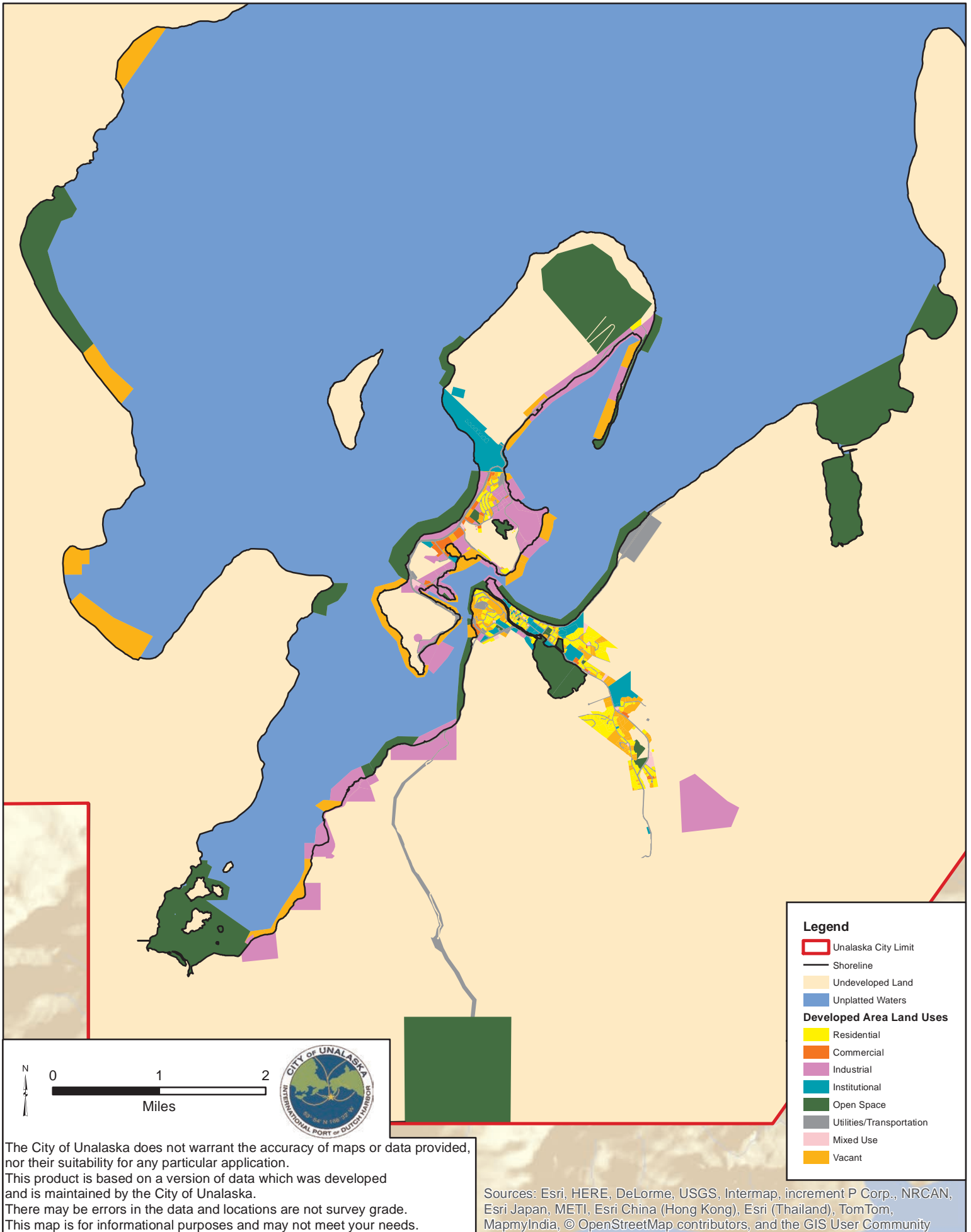
Map 4: Unalaska General Land Use – Community Detail

Map 5: Unalaska Land Use – Community Detail

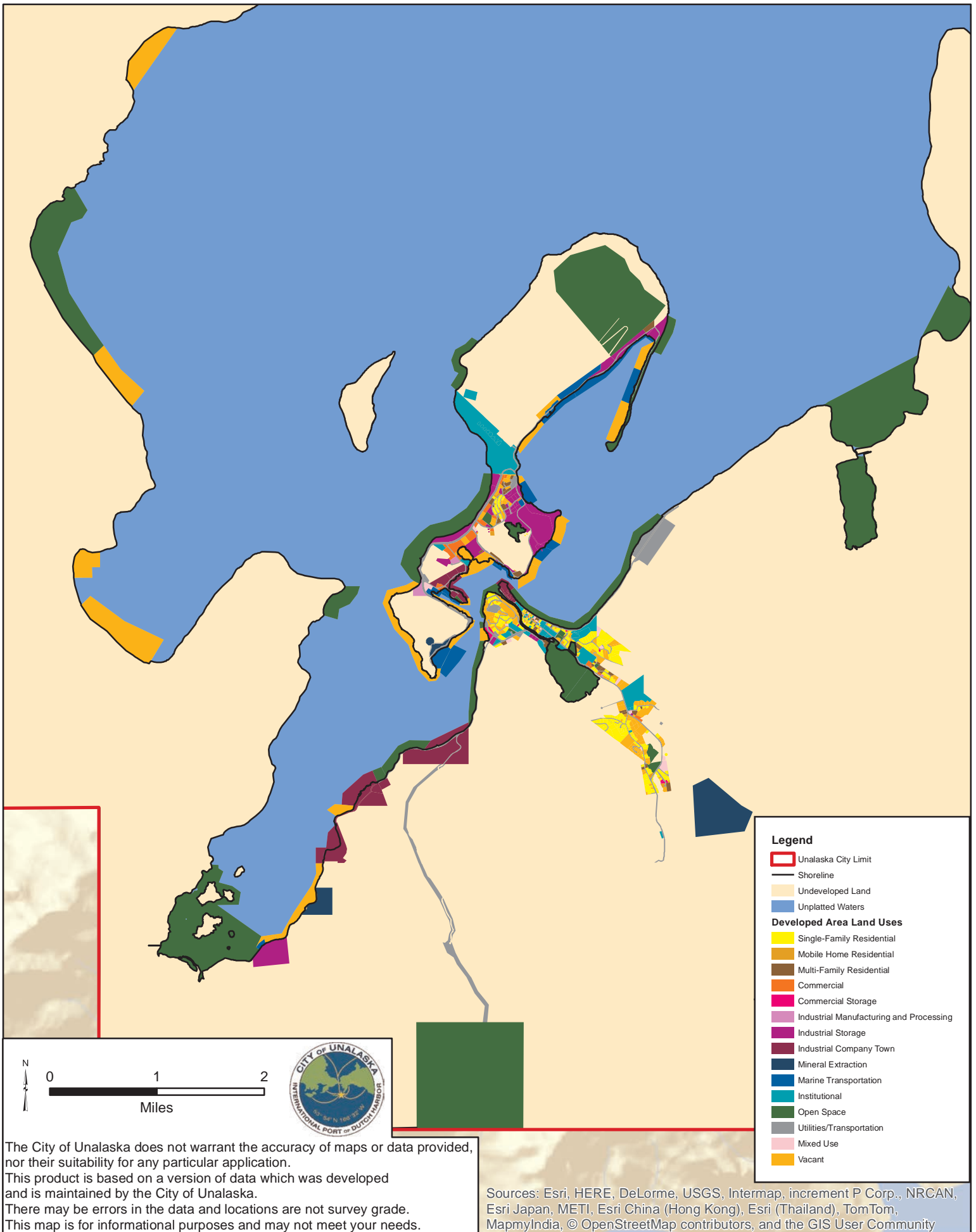
Map 1: Overview of Unalaska Land and Water Areas



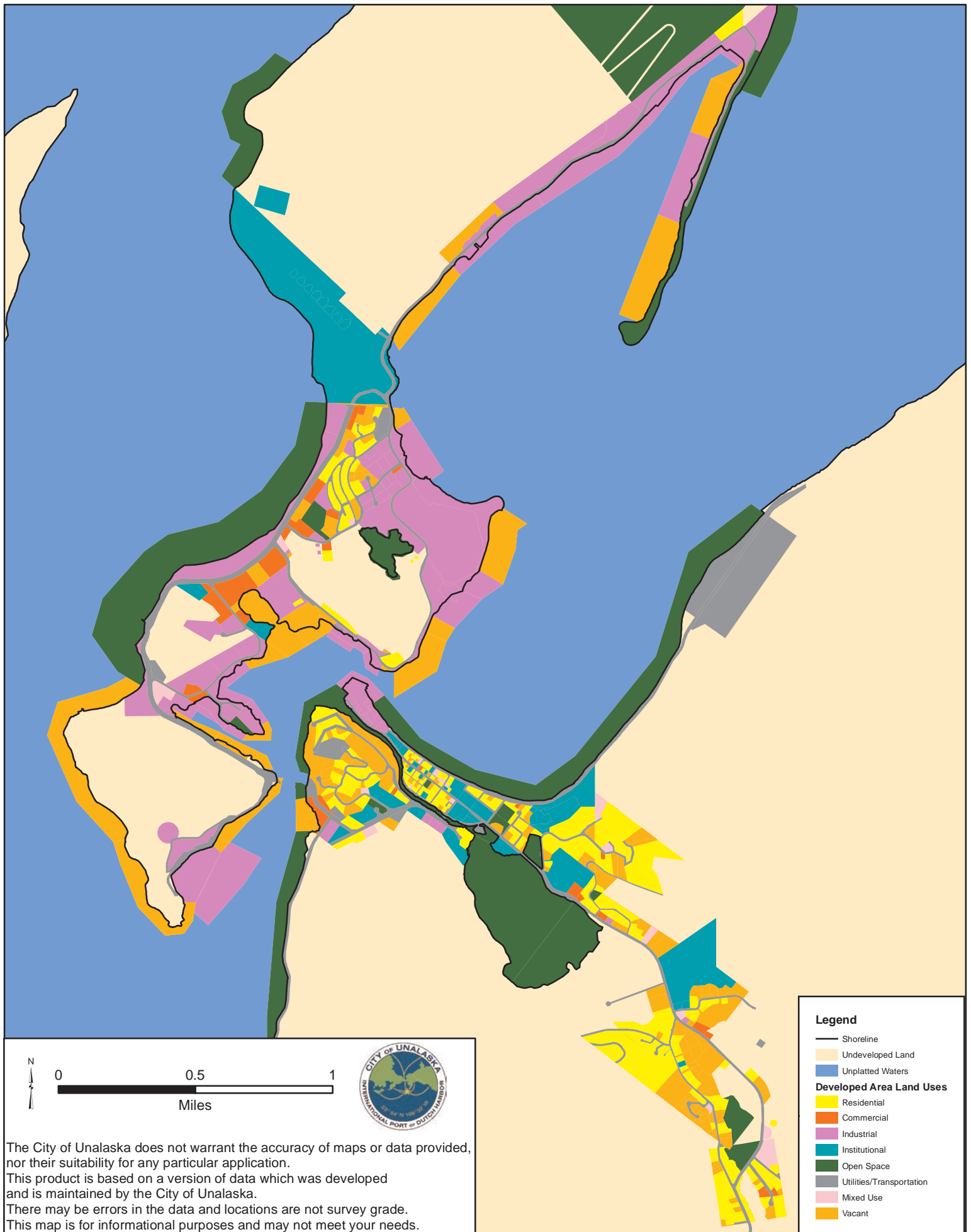
Map 2: Unalaska General Land Use



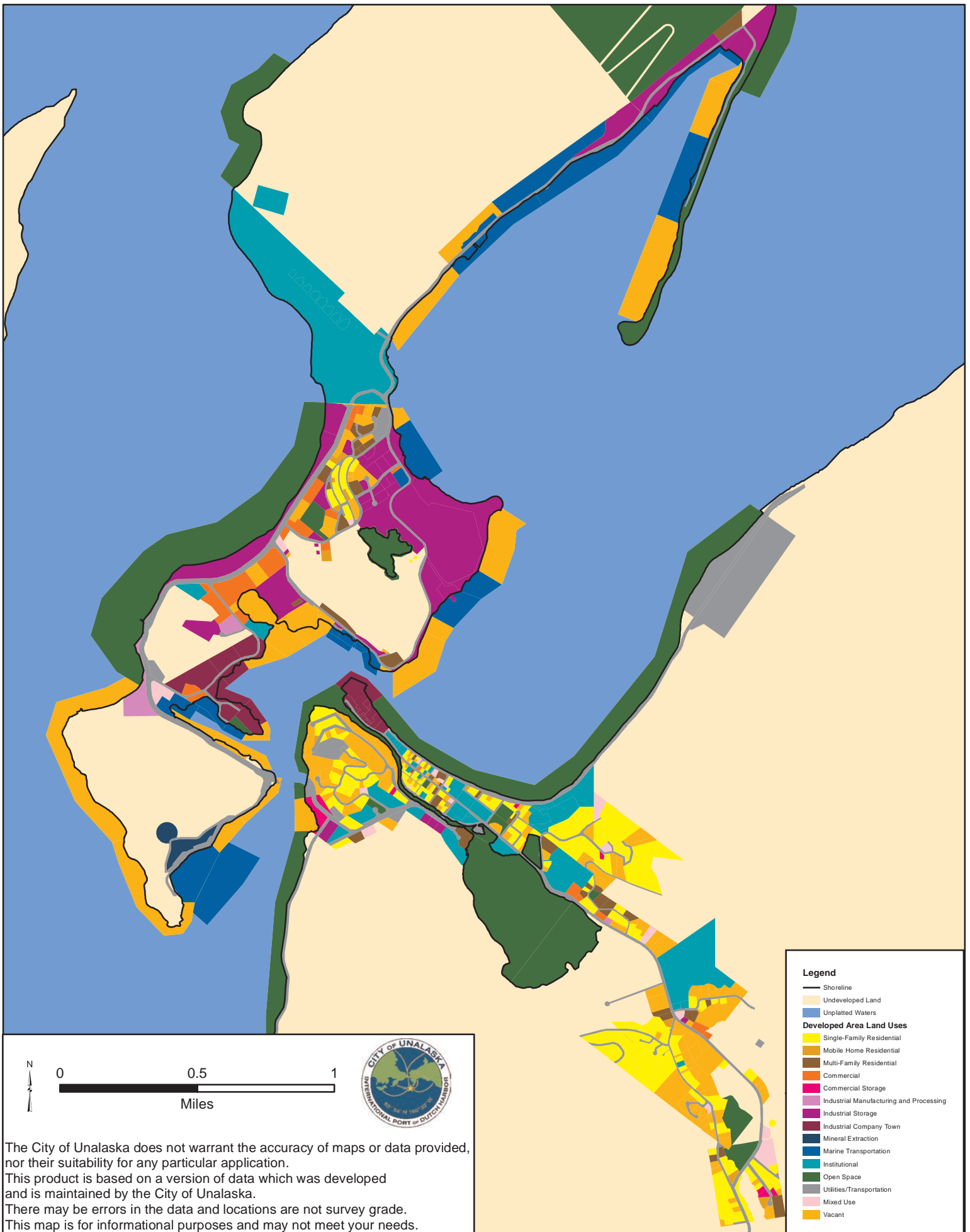
Map 3: Unalaska Land Use



Map 4: Unalaska General Land Use - Community Detail



Map 5: Unalaska Land Use - Community Detail



**CITY OF UNALASKA
UNALASKA, ALASKA
HISTORIC PRESERVATION COMMISSION MINUTES
Thursday, September 25, 2014
CITY COUNCIL CHAMBERS, CITY HALL
7:00 P.M.**

CALL TO ORDER: Chair Steven Gregory called the meeting to order at 7:09 PM.

ROLL CALL:

Commissioners present:

Steven Gregory

Vicki Williams

Doanh Tran

Jamie Sunderland, Acting City Manager

Erin Reinders, Planning Director

Commissioners absent:

Jessica Earnshaw

REVISIONS TO THE AGENDA: The resolution of the Unalaska Historic Preservation Commission regarding application for a Historic Preservation Fund Grant was removed from the agenda after receiving feedback from the State Historic Preservation Office that the planned proposal related to training opportunities would likely not receive funding and that more appropriate grants would be forthcoming.

MINUTES: *None*

BUSINESS ITEM: Review and recommendation of Resolution 2014-01, A Resolution of the Unalaska Historic Preservation Commission to the Federal Aviation Administration regarding the Section 106 consultation on Unalaska Airport Safety Improvement Project (demolition of Torpedo Building), project number 55839

Erin Reinders provided an introduction to the business item. The Unalaska Historic Preservation Commission received a letter from the Federal Aviation Administration asking for feedback on the Alaska Department of Transportation's plan to demolish the Torpedo Building. The FAA is required to involve local preservation commissions and tribes per the National Historic Preservation Act since it involves federal funds. Any mitigation requirements that the HPC would like to see incorporated in the plan need to be submitted to the FAA no later than September 30, 2014. Resolution 2014-01 has been drafted to get the conversation by the HPC started. The resolution supports the demolition of the building since it has not been maintained and is beyond repair and requests that a historic marker be put in the area to explain the architectural and historic significance of the building.

Jamie Sunderland, Director of Public Safety and Acting City Manager, recently performed a walkthrough of the Torpedo Building and observed falling timbers, erosion on the metal frame, back wall collapsing against the fence, and collapsing roof timbers. He reported that either the ADOT or FAA had hired someone to remove some of the hanging debris. He also noted that the building was not secured and that the long term parking lot at the airport remains closed due to the threat of personal injury and/or property damage that the building poses.

Chair Gregory asked for any public comments, there being none he asked for a motion to approve Resolution 2014-01. Vicki Williams made a motion to approve Resolution 2014-01. Doanh Tran seconded the motion.

Commission Tran reported that the Qawalangin Tribe was in support of the destruction of the Torpedo Building.

Chair Gregory also did a walkthrough of the Torpedo Building and noticed some shelving and other materials that he would like to see donated to the Museum of the Aleutians or the airport to preserve and display. Staff suggested the following wording to include in Resolution 2014-01, *“salvage any intact materials of historical significance for preservation and public display”*. Chair Gregory moved to amend Resolution 2014-01 to include this additional mitigation action, there was a second.

Chair Gregory also expressed concern over flying debris that could possibly hit people, damage vehicles, or end up on the tarmac. He asked Director Sunderland when debris was removed from the site. Director Sunderland believed it to be about 3 weeks prior that ADOT had hired a local contractor to do the debris removal. Director Sunderland also wanted to point out that the fence is also in poor repair and seems to be the only thing holding up the north side of the building.

Jim Paulin asked if the condition of the Torpedo Building was the reason for the long term parking lot being closed. Erin Reinders answered that was indeed the case. The airport long term parking has been shut down since a windstorm in February of 2014 caused damage to multiple vehicles. Director Sunderland said it was not appropriate to reopen the parking at this point. While it was the Ports and Harbor Department and City Manager’s call to close the parking lot, he supported their decision fully.

Chair Gregory asked for a vote on the amendment to Resolution 2014-01. The vote was unanimous (5-0).

Chair Gregory then asked for a vote on the amended Resolution 2014-01. The vote was unanimous (5-0). Resolution 2014-01 was passed.

ADJOURNMENT: Chair Gregory adjourned the meeting at 7:27 PM.

PASSED AND APPROVED THIS _____ DAY OF _____ 2014 BY THE CITY OF UNALASKA, ALASKA HISTORIC PRESERVATION COMMISSION.

Steven Gregory, Chair

Date

Erin Reinders, Recording Secretary

Date

Prepared by Kelly Tompkins and Erin Reinders, Planning Department

Last revised: 10/10/2014 9:30:03 AM

**City of Unalaska, Alaska
Historic Preservation Commission
Staff Report**

OVERVIEW

As new Historic Preservation Commissioners, it is important now to review the related adopted plans and codes for background on the Historic Preservation Commission's (HPC) responsibilities and goals as well as for guidance in identifying future actions. This memo introduces commissioners to what the Unalaska Code of Ordinances outlines as the primary responsibilities for the HPC. Additionally, this memo identifies the goals and objectives that are included in the adopted Comprehensive and Preservation Plans. The Preservation Plan and relevant sections of the Comprehensive Plan have been included in the meeting packet. Staff is in the early stages of beginning to address one of the required duties of a HPC in the Alaska Certified Local Government Historic Preservation Program, namely an update to the survey and inventory of historic resources within the community.

RELATED RESPONSIBILITIES

Unalaska Code of Ordinances §2.76.040 identifies the duties and responsibilities of the HPC. This is based on the requirements of local governments participating in the Alaska Certified Local Government Historic Preservation Program. The duties and responsibilities are listed below.

- (A) SURVEY AND INVENTORY COMMUNITY HISTORIC RESOURCES. The Commission shall conduct, or cause to be conducted, a survey of the historic, architectural, and archeological resources within the community. The survey shall be compatible with the Alaska Heritage Resources Survey and be capable of being readily integrated into statewide comprehensive historic preservation planning, and other planning processes. Survey and inventory documents shall be maintained by the City and released on a need-to-know basis to protect the site location from possible vandalism. The survey will be updated at least every ten (10) years.
- (B) REVIEW UNDER THE NATIONAL HISTORIC PRESERVATION ACT. The Commission shall serve as the historic preservation review commission for the City for the purpose of qualifying the City as a certified local government to review nominations to the National Register of Historic Places and for the purpose of consulting with federal and State authorities in the section 106 review under to the National Historic Preservation Act. The Commission shall review and comment on all proposed National Register nominations for properties within the boundaries of the City to the State Historic Preservation Officer. Recommendations on nominations shall be transmitted to the State Historic Preservation Office through the Mayor. When the Historic Preservation Commission considers a National Register nomination or participates in a section 106 consultation requiring expertise or knowledge of an area in which the Commission members do not possess, the Commission shall consult with experts in that area before making a recommendation. Review and consultation made under the National Historic Preservation Act shall be an independent review of the Commission.
- (C) PROVIDE ADVICE AND INFORMATION. The Historic Preservation Commission shall act in an advisory role to other officials, and to City Departments regarding the identification and protection of local historic and archaeological resources and historic preservation planning. Subject to division (B) of this section, the Historic Preservation Commission shall not make any applications or endorsements to other agencies, entities, or governmental units on behalf of the City without prior approval by the City Council. The Commission shall work toward the continuing education of the public regarding historic preservation and the community's history.
- (D) ENFORCEMENT OF STATE HISTORIC PRESERVATION LAWS. The Historic Preservation Commission shall support the enforcement of the Alaska Historic Preservation Act.
- (E) RECOMMENDATIONS. At least twice yearly, the Commission shall review and, where it deems appropriate, recommend nominations to or deletions from the Unalaska Register of Historic Places

to the Unalaska City Council. Recommendations shall be made through the Director of Parks, Culture and Recreation to City Manager and the City Council.

LOCAL PLAN GUIDANCE

Existing adopted plans serve as an informational resource and guide for the Historic Preservation Commission. Applicable sections of the Comprehensive Plan and the Historic Preservation Plan are outlined below.

Unalaska Comprehensive Plan 2020 (2011)

Unalaska's Comprehensive Plan has a section entitled Cultural and Historic Assets, where Unalaska's historical and cultural history is reviewed, an overview of the Unalaska's cultural and historic assets is provided, the 2003 Unalaska's Inventory of Historic Sites and Resources is described. Additionally, the Comprehensive Plan identifies a community value to protect, respect and preserve Unalaska's valuable historic buildings and heritage. The related action item states that, in cooperation and conjunction with appropriate local entities, the Unalaska Historic Preservation Commission should:

- Identify historic sites that should be nominated to the National Register of Historic Places, based on the historic inventory completed by the City and the Unalaska Historic Preservation Commission;
- Seek National Register designation for those sites;
- Continue to place interpretive markers at significant historic sites within the City limits;
- Using the historic inventory, and in cooperation with the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau, create a walk/drive tour brochure (with map) that notes sites of local and national historic significance;
- Support and encourage the repair of the Holy Ascension Orthodox Cathedral, the Bishop's House, and other significant local historic properties;
- Advocate for and encourage the appropriate and cost effective preservation, rehabilitation, and adaptive reuse of Unalaska's historic buildings;
- Working with the Museum of the Aleutians, create an on-line inventory of historic photographs that show Unalaska's past; and
- Update the City's historic preservation plan, to include guidelines that can be used on a voluntary basis by historic building owners who choose to undertake the appropriate exterior rehabilitation of their properties.

Unalaska Historic Preservation Plan (1994-95 Edition)

The current Preservation Plan provides an overview of Unalaska's past, existing conditions of the community and related historic preservation trends, description of various issues and opportunities for our local preservation program, as well as a detailed list of goals and objectives. These goals and objectives are listed below.

- To discover additional information, become more knowledgeable, and preservation data and artifact about Unalaska's historic and cultural resources.
 1. Complete the process for getting a historic museum constructed in the community.
 2. Establish and maintain an inventory of cultural and historic resources while maintain confidentiality of archaeological sites.
 3. Continue support for the memorial park.
 4. Participate in the Gold Rush Centennial Task Force which is planning events across the state to commemorate the centennial of the Gold Rush.
 5. Gather and preserve information about the cemeteries in the community.
- To provide an environment in which preservation of Unalaska historic resources will flourish.
 1. Continue to work with the National Park Service in getting funding for a World War II Interpretive Center to be located in the community.

2. Participate in the boundary revision review of the National Historic Landmark now underway at the National Park Service.
3. Apply for national Register designation for all significant historic resourced owned by the City of Unalaska.
- To make the general public more aware and appreciate of the historic resources in the community.
 1. Institute a program for marking sites significant in Unalaska's past, including Aleut highways.
 2. Provide for the publication of information regarding the markers.
 3. Act as advocates for responsible, cost effective historic preservation and adaptive reuse of historic buildings in the private sector.
 4. Cooperate with the Unalaska/Port Dutch Harbor Convention and Visitors Bureau in project to provide information to the public about Unalaska's past.
 5. Continue support for the repair and restoration of the Holy Ascension Church and Bishop's House.
 6. Provide an ongoing program of information and education about historic preservation issues in the community.
- To include historic preservation concerns in the city's capital project planning and ongoing administration.
 1. Adopt a historic preservation ordinance to provide for the establishment of a local landmarks program.
 2. Amend the city's property tax ordinance to allow for real property tax exemption for historic preservation projects.
 3. Draft an amendment to the real property tax ordinance to provide for tax exemption for historic trail easements.
 4. Formally recognize businesses and organization that institute active historic preservation programs.
 5. Provide for the preservation and enhancement of the groves of trees in the community.
 6. Continue support for the UHPC.
 7. Include historic preservation into the building permit review process in a formal way.

ANALYSIS

Local governments that have been certified in the Alaska Certified Local Government Historic Preservation Program are required by the State Historic Preservation Office (SHPO) to have a preservation plan as well as to have, and maintain, a survey and inventory of historic properties. City Code addresses this maintenance schedule and requires this survey and inventory to be updated every 10 years. According to the Comprehensive Plan, the last time an inventory was completed was in 2003. Staff has already begun locating this information to identify a starting point and plans to coordinate with the SHPO for their direction and to ensure that new data is consistent with Alaska Heritage Resources Survey, SHPO inventory requirements, and *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*.

An updated inventory is not only required, but would allow the HPC to move forward with several other action items referencing the inventory which are called for in the Comprehensive Plan. The Comprehensive Plan is quite relevant in determining our initial commission activities. It appears as though the Preservation Plan was consulted in the preparation of the Comprehensive Plan, as the objectives tend to be reiterated and an update to the outdated Preservation Plan is recommended. This plan update may be a longer term goal for the HPC and information gathered during ongoing land use planning efforts will likely provide valuable guidance on the direction of an updated Preservation Plan.

Environment

Goal

Protect and respect Unalaska's environment, natural beauty, and natural resources.

Values

- Recognize that keeping Unalaska's environment pristine is a top community priority.
- Protect, respect, and preserve Unalaska's valuable historic buildings and heritage.
- Protect and enhance Unalaska's natural resources.

Primary Actions

1. Create a Recycling Center

Attempts have been made in the past, including attempts by the City, to create a workable recycling program for household waste in Unalaska. However, the recycling initiative was discontinued because it was cost-prohibitive and could not pay for itself.

The intent has always been for the private sector to operate the recycling program for household waste, since it has always been assumed that a recycling program would generate sufficient revenue to ensure profitable operations in Unalaska.

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While other reasons may have discouraged potential operators of a recycling center from opening such a facility in Unalaska, it is most likely that:

- Unalaska does not generate enough recyclable waste to make such a business as profitable as some might expect or require;
- High shipping costs make it very expensive to remove waste from the community;
- The market for recycled waste is not strong enough at this time; and
- The high cost of labor would represent an excessive overhead expense.

In an effort to get junk vehicles out of the community and to promote recycling, the City has instituted, with the help of the State of Alaska Department of Motor Vehicles, a tax of \$100.00 that is assessed at the time of renewal for vehicle registration. The State has a biennial renewal for all passenger vehicles affected by this additional tax of which 92% is returned to the City to be used to help offset the cost for shipment off the island.

Action

In an effort to more efficiently manage waste in the community, and initiate the testing of waste management methods more conducive to the recycling of waste, the City of Unalaska has instituted a new method of separating and segregating waste at the landfill in an effort to enhance the potential for the disposition of recyclable waste. The City of Unalaska should continue efforts to recycle waste at the landfill. In addition, the City should continue to seek efficient ways to accept waste and local industry should continue efforts to reduce and recycle their waste.

Continued efforts should also be made to induce the private sector to join in a local recycling program. Recycling programs operated in other Alaska communities should be examined to determine if successful practices can be employed in Unalaska, including the institution of rebate programs resulting from revenue generated by the consumption of recyclable items, such as plastic bottles, paper, glass, etc.

Successful private/public recycling programs in other communities should also be explored. National waste companies, such as Waste Management and BFI, could be a source of information related to successful partnerships those companies may have formed with local governments to encourage recycling

Secondary Actions

1. Acquire Spill Response Equipment

Due to local concern for not only the protection of the life and safety of Unalaska residents, but for the protection of the area's natural environment and fisheries, the community has continuously expressed concerns about the impact an oil spill or other natural or manmade disaster might have on the community.

The City of Unalaska and Dutch Harbor are a part of the Geographic Response Strategies (GRS), which are site-specific response plans tailored to protect sensitive areas threatened by an oil spill. GRS are map-based strategies that can save time during the critical first few hours of an oil spill response. They show responders where sensitive areas are located and where to place oil spill protection resources.

Geographic Response Strategies are designed to be a supplement to the Subarea Contingency Plans for Oil and Hazardous Substances Spills and Releases. Alaska is divided into ten Subareas, each of which has a regional oil spill response plan, known as a Subarea plan, which supplement the Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases (Unified Plan). GRS are the current standard for site-specific oil spill response planning in Alaska.

The strategies serve as guidelines for the Federal and State on-scene coordinators during an oil spill in the area covered by the GRS. The GRS are a great help in preplanning for a spill response and can provide excellent guidance during a spill response, but are not a mandate for specific action at the time of a spill. As part of the Subarea contingency plans, they have been approved by the U.S. Coast Guard Marine Safety Office, the Alaska Department of Environmental Conservation, and the U.S. Environmental Protection Agency.

Implementation of Geographic Response Strategies is the third phase of an oil spill response. The first and primary phase of the response is to contain and remove the oil at the scene of the spill or while it is still on the open water, thereby reducing or eliminating impact on shorelines or sensitive habitats. If some of the spilled oil escapes this tactic, the second, but no less important, phase is to intercept, contain and remove the oil in the nearshore area. The intent of phase two is the same as phase one: remove the spilled oil before it impacts sensitive environments. If phases one and two are not fully successful, phase three is to protect sensitive areas in the path of the oil. The purpose of

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phase three is to protect the selected sensitive areas from the impacts of a spill or to minimize that impact to the maximum extent practical.

GRS are intended to be flexible, to allow the spill responders to modify them, as necessary, to fit the prevailing conditions at the time of a spill. Seasonal constraints, such as ice or weather, may preclude implementation of some of the strategies in the winter months. It is not intended that all the sites be automatically protected at the beginning of a spill, but rather those that are in the projected path of the spill. The strategies developed for the selected sites were completed with a focus on minimizing environmental damage, utilizing as small a footprint as possible to support the response operations, and selecting sites for equipment deployment that will not cause more damage than the spilled oil.

Each site will be visited and equipment deployed according to the strategy, to ensure that the strategy is the most effective in protecting the resources at risk at the site. Revisions will be made to the strategies if changes are indicated by site visits, drills or actual use during spills.

Action

While the City of Unalaska may desire to supplement response techniques and equipment, it appears that the GRS system should adequately protect Unalaska in the event of an oil spill and the system appears flexible enough to allow modifications in methods and deployment of equipment to meet a range of conditions during clement and inclement weather.

Businesses which could potentially instigate a situation leading to an oil spill or other potentially detrimental environmental incident should be required, as is now the case, to maintain appropriate response equipment to supplement equipment provided by others.

In addition, the following spill response equipment will be provided at the Carl E. Moses Boat Harbor:

- Two container vans of spill boom and eye bolts embedded in rock to anchor spill boom;
- The City of Unalaska will contract with an Oil Spill Response Organization prior to commencement of harbor operations to respond in case of an oil spill at the harbor; and
- The Spill Response Plan will be in place 45 days prior to commencement of harbor operations.

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2. Protect Our History

Unalaska possesses a rich and varied history that is significant on the local, state, and national levels. And, by all accounts, protecting that history is very important to the community. On the other hand, Unalaska is a fiercely independent community with strong beliefs in property rights. Therefore, to strike a balance between protecting the community's history as well as the rights of property owners, the following actions should be taken.

Action

In cooperation and conjunction with appropriate local entities, the Unalaska Historic Preservation Commission should:

- Identify historic sites that should be nominated to the National Register of Historic Places, based on the historic inventory completed by the City and the Unalaska Historic Preservation Commission;
- Seek National Register designation for those sites;
- Continue to place interpretive markers at significant historic sites within the City limits;
- Using the historic inventory, and in cooperation with the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau, create a walk/drive tour brochure (with map) that notes sites of local and national historic significance;
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- Advocate for and encourage the appropriate and cost effective preservation, rehabilitation, and adaptive reuse of Unalaska's historic buildings;
- Working with the Museum of the Aleutians, create an on-line inventory of historic photographs that show Unalaska's past; and
- Update the City's historic preservation plan, to include guidelines that can be used on a voluntary basis by historic building owners who choose to undertake the appropriate exterior rehabilitation of their properties.

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3. Museum of the Aleutians

The Museum of the Aleutians, which opened in 1999, is an institution highly valued by the community. As such, the museum welcomes over 4,000 visitors annually.

The Museum of the Aleutians has completed a Strategic Plan that covers the time period from 2008 to 2012. The museum's mission statement, as noted in that plan, is shown below.

The Museum of the Aleutians shall collect, preserve, and share the human history of Unalaska and the Aleutian Islands Region by accomplishing the following:

- *Promoting public awareness of the rich cultural legacy of the people of the Aleutian Islands;*
- *Utilizing its collections for educational purposes through exhibits, publications, and presentations; and*
- *Facilitating cooperation with other museums and institutions for research and education.*

Action

To accomplish the above mission, the museum has embraced the following strategic directions:

- Develop a proactive strategy to increase funding for the museum;
- Develop and redesign museum exhibits to expand museum programs;
- Expand programs that will promote Aleut art, culture, and language;
- Become a leading Alaska repository by obtaining national museum accreditation;
- Increase board, staff, and organizational capacity so that the strategic plan can be realized.

In addition, an Interpretive Plan was completed for the museum in 2007 by Alice Parman, Ph.D. As the plan states:

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“An important goal for the Museum of the Aleutians is to attract a broader spectrum of community members, including fishermen and other working people, greater numbers of elders and youth, business travelers, and people who are new to museums; and also guest workers, managers of fish processing plants, and others whose first language is not English.”

As a result, the museum is undertaking an “exhibit renewal effort” to make the museum’s exhibits “more interactive, encouraging participation and involvement by community members and other visitors.”

The museum’s Board of Directors and staff should continue in their efforts to move the museum forward and strengthen its importance to the community through the continued implementation of both the Strategic Plan and Interpretive Plan.

4. Clean-Up of WWII Non-Historic Waste

While most of the remaining WWII military sites and installations throughout Unalaska are considered historic, a considerable amount of general military related waste – asbestos, metal scrap, etc. – scattered throughout the community are not considered historic and should be removed.

Action

Create a consortium – which should include the City, OC, and the Q Tribe – to address issues related to Formerly Used Defense Sites (FUDS) and seek Federal assistance in the removal of non-historic WWII waste.

In addition, the City has compiled a list of mitigation projects. All local entities should continue to work together, whenever possible and as opportunities arise, to address those projects in a manner that benefits the environment.

5. Protection of Subsistence Lifestyle

Many people in Unalaska have historically maintained a subsistence lifestyle and desire to make every effort possible to protect and enhance this practice now and into the future.

Action

The City should continue to take into consideration subsistence issues and strive to enhance and protect subsistence lifestyle.

And, the City should continue to strive to reduce silt run-off from roads, wherever possible, and continue with zoning that protects subsistence areas.

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Cultural and Historic Assets

The City of Unalaska has a rich history and a sizable collection of both cultural and historic assets.

1. Overview of Unalaska's Historic and Cultural Development

Two excellent sources of information concerning the history of Unalaska are found on the Web sites of the Unalaska Port of Dutch Harbor Convention & Visitors Bureau (<http://www.unalaska.info/history>) and the Ounalashka Corporation (<http://www.ounalashka.com/Unalaska%20History.htm>).

The overview of Unalaska's history and cultural development presented on the CVB Web site is as follows.

Unalaska has witnessed sweeping change in nine-thousand years of human history.

The Unangan people were the first to inhabit the island of Unalaska which they named "Ounalashka" meaning „Near the Peninsula". They developed an intricate and complex society long before the first contact with Russian fur traders who documented their existence. Artifacts, stories, and re-creations of their rich culture can be viewed and studied at the Museum of the Aleutians with many artifacts dating back roughly 9,000 years.

The Russian influence is best viewed by touring the Holy Ascension Russian Orthodox Cathedral, one of the oldest cruciform-style Russian churches in the country. The Cathedral is a National Historic Landmark and houses one of Alaska's largest and richest collections of Russian artifacts, religious icons and art pieces, some having been donated to the church directly from Catherine the Great.

Dutch Harbor is also known to War veterans and history buffs as the only land in North America, besides Pearl Harbor, that was bombed by Japanese zeros during World War II. Evidence of the Armed Forces' bunkers, Quonset huts, and barracks are still visible today, dotting the green hills of Unalaska and Amaknak Islands. Tour the many remnants and remembrances of military presence throughout the island as well as at the WWII Historical Center. The sites and the Historic Center are part of the WWII National Historic Area opened by the National Park Service in 2002.

For more information concerning Unalaska/Dutch Harbor History, please visit Museum of the Aleutians: www.aleutians.org or (907) 581-5150 Aleutian WWII National Historic Area: www.nps.gov/aleu/ or call the Ounalashka Corporation (907) 581-1276.

The overview of Unalaska's history and cultural development presented on the Ounalashka Corporation's Web site is as follows.

Historically, the village of Unalaska has been the home of the Unangan people, and trade and travel has been orally documented for an estimated 8,000 years at least. International commerce began in 1759 when Stepan Glotov and accompanying fur

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hunters spent two years on Unalaska and nearby Umnak Island. The name "Aleut" came from Russian explorers, and its meaning is obscure, so the present-day Natives of Unalaska and most of the Aleutian Islands prefer the term of self-designation: Unangan (or Unangas in the Eastern Aleutian dialect).

Recent archaeological investigation in the Unalaska area provides evidence that the *Unangan* (the People of the passes, according to linguist Moses Dirks) have inhabited the Aleutian Islands for at least nine thousand years. The Aleutian Islands are home to the earliest-known continually inhabited coastal site in North America. In the dialect of the eastern islands, the term of self-designation for this group of Native peoples is Unangan; in the western dialect, Unangas. Collectively, *Unangax*[^] (with the "A" positioned directly over the "x") is the proper term for the Native people of the Aleutian region. Artifacts found in the archaeological site at Margaret Bay were ancient at the time the Egyptians were building the first step pyramids.

This group of hunters, whalers and fishers are the original inhabitants of the Chain, predating Russian settlement of the region by thousands of years. Resources from the sea provided their livelihood. The climate and topography of the islands, although rugged and, to a large extent, unforgiving, spawned an Unangam culture rich in art and oral tradition. The *Unangan* are widely known in particular for ultra-fine grass basketry, sleek and efficient wood-frame *iqyan* (skin boats) and mastery in handling the *iqyan* at sea, excellence as marine mammal hunters, superior skin sewing and embroidery techniques, and beautiful, streamlined bentwood hats and visors.

By 1745, the *Unangan* had come into contact with Russian explorers, fur traders and hunters. There were inevitable clashes between the strangers and the islanders, as the Russians' treatment of the *Unangan* was less than favorable. At this time, the explorers branded the Unangan/Unangas people with the moniker, "Aleut", a word of uncertain meaning and origin that has become a catch-all name for various Alaska Native groups.

Under Russian control, the *Unangan* were consolidated into fewer and fewer communities to expedite the efficiency in which the Russians could take advantage of their hunting skills. The decline of the Unangam population was rapid and occurred for varied reasons, from out-and-out genocide to contact diseases brought by the newcomers.

Russian Orthodox missionary Father Ioann Veniamenov (canonized in 1977 as Saint Innocent) arrived in Unalaska for pastoral appointment on July 24, 1824. He lived at Unalaska for ten years, during which time he rebuilt the Orthodox chapel, learned *Unangam Tunuu* (the language of the *Unangan*), devised an "Aleut" alphabet, opened an elementary school, and translated the Russian Short Catechism and the Gospel of St. Matthew into *Unangam Tunuu*. This is but a short list of his accomplishments. He also made pastoral visits to villages along the Chain and in the Pribilof Islands by *iqyan* in fair weather and foul.

The *Unangan* became literate in *Unangam Tunuu* beginning as early as 1830, a result of the education provided by the Orthodox Church. Many became literate in Russian and English as well, and the Church continued its efforts until 1912, well after the 1867

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purchase of Alaska by the United States. In 1912, the U.S. government closed the church-sponsored schools.

Unalaska and the International Port of Dutch Harbor are best known of late as the United States' number one fishing port in both volume and value for the past several years. Growth from a small predominately Native village in the late 1960's to the 4000-plus permanent residents of 1999 hinged on the fishing industry.

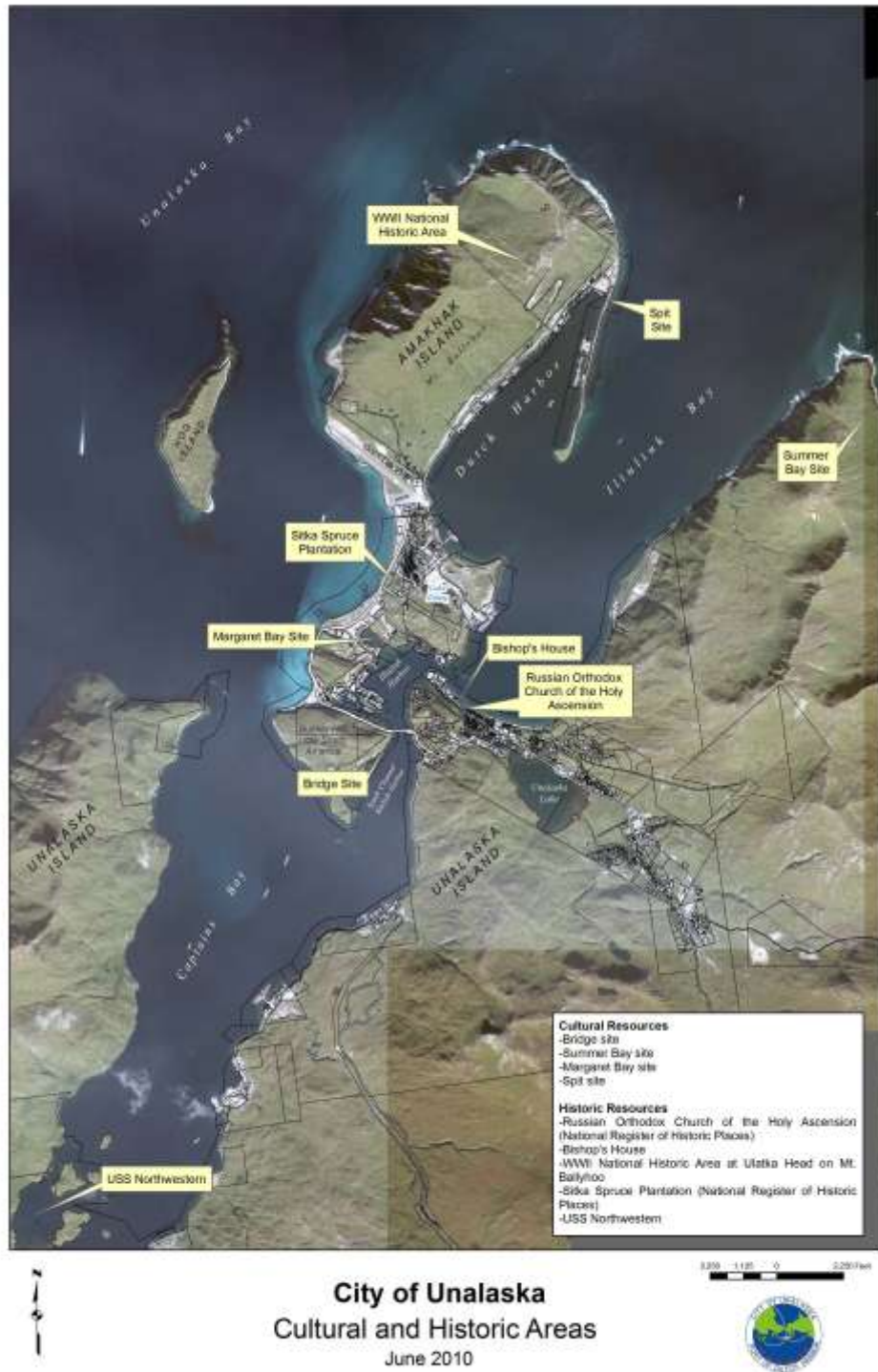
Unalaska was occupied by U.S. armed forces during [World War II](#). The build-up began in 1941 and the influx of construction crews and armed forces personnel forever changed the face of the village. On June 3, 1942, Unalaska was bombed by the Japanese. Shortly thereafter, all Native residents, the Unangan, were forced to leave the island and were interned in camps in Southeast Alaska where overcrowding and unsanitary conditions were the norm, and many lives were lost. This was not a military evacuation particular to Unalaska Island; the entire Unangan population of the Aleutian region was evacuated, as well as the Pribilof Islands to the north. When the people returned in 1945, they found that U.S. troops had ransacked and vandalized most of their homes. Four small villages were never repopulated: Attu, Makushin, Kashega and Biorka. The inhabitants of Makushin, Kashega and Biorka were absorbed into Unalaska's Native population. The tundra is reclaiming the abandoned villages.

From the mid-1970's to 1980, Unalaska was in the throes of boomtown madness. King crab fishermen were making big money, but taking most of it out of state. A crash of the king crab stocks in 1980-81 slowed things down a bit. The development of the market for surimi, fishmeal that can be flavored and formed to resemble seafoods that are more expensive, and other meat products, began in the mid-1980's. Surimi is made from pollock, a largely flavorless, white-fleshed fish. In this small town of about 4,000 permanent residents, it is not unusual for population to swell to 15,000 during busy fishing seasons. That transient population includes fishermen and seafood processors, as well as fishing company logistics agents and people who work for businesses that repair boat mechanics and electronics, and provide numerous services to the fleet as well as the community. Fishing seasons are now less concentrated than in the past and are being spread out over more of the year. Unalaska is also the home of a protected, deep-water port that hosts two large marine cranes, serving two major international shipping companies as a stopover port for domestic and international shipping.

2. Inventory of Unalaska's Cultural and Historic Assets

Following is a listing and brief description of Unalaska's most notable cultural and historic assets. A map showing the location of each asset is presented before the narrative.

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Bridge Site and Margaret Bay Site – The historic, cultural, anthropological, and archeological significance of the Bridge Site and the Margaret Bay Site are well documented in comprehensive research documented by Richard A. Knecht and Richard S. Davis, as presented in *Arctic Anthropology*, Volume 45, Number 1, 2008. The conclusions of their research findings are as follows.

The Amaknak Bridge (*Bridge Site*) site has provided a significant corpus of new data which will continue to stimulate discussion and research in the eastern Aleutians for some time to come. Although the site has now been substantially destroyed in the process of a new bridge construction, a significant proportion totaling perhaps 15% of the original extent was excavated in 2000 and 2003, and most of the remainder during continuing salvage archaeology in 2006 and 2007. The impressive structural remains, elaborate artifact inventory, and abundant faunal remains combine to form a dynamic picture of a thriving community living on the Bering Sea coast some 3000 years ago.

During the Margaret Bay (Margaret Bay Site) phase there is good evidence for the development of substantial semi-subterranean domestic structures which featured well constructed multiple course stone walls, sub floor features, storage facilities, elaborate hearths, and probable roof entrances. Structures of this type are found in Level 2 at the Margaret Bay site and throughout the Amaknak Bridge deposits. Prior to the Margaret Bay phase, we have evidence only for more temporary, tent like structures. Multiple room structures at Amaknak Bridge ... clearly reflect a fairly permanent settlement, and there is also clear evidence for repair and rebuilding of these buildings. The complex hearth, flue, and chimney system is without parallel before or after the Margaret Bay phase in the Aleutians or elsewhere to our knowledge. Their origins and fate are a mystery to us. By the time the Russians and other Europeans documented Aleut domestic structures in the nineteenth century, the large communal houses had simple hearths with the smoke exiting through the roof entrance. Perhaps the Margaret Bay phase complex hearth systems were more advantageous during the cold Neoglacial, but we have no empirical data on how they actually functioned.

The Amaknak Bridge faunal evidence testifies to the colder temperatures of the Neoglacial which resulted in sea ice close to Unalaska during the late spring and early summer months. The ice-obligate bearded and ringed seal were frequent targets, and toggling harpoons, which appear for the first time in the Eastern Aleutian archaeological sequence at Amaknak Bridge, may have been used for ice edge hunting. Toggling harpoons are generally associated with pack ice hunting in the Bering Sea ([Fitzhugh and Kaplan 1982:67](#)) and hence their presence at Amaknak Bridge strongly supports the expansion of sea ice into the Unalaska vicinity. Bone socket pieces also make their appearance during the Margaret Bay phase and they are well represented at Amaknak Bridge. Socket pieces are generally thought to give more weight and impact to the head of the harpoon allowing a deeper penetration of the tip. Socket pieces can be paired with either toggling or non-toggling harpoon heads.

Fishing technology is well advanced during the Margaret Bay phase. Long line techniques for catching Pacific cod and halibut using composite hooks is well documented at Amaknak Bridge.

It is difficult to reconstruct the form of social organization of the people who built the substantial semi-subterranean domiciles and who utilized such elaborate material culture. Certainly, one of the issues frequently discussed in northern archaeology and in the Aleutians in particular is the timing and emergence of complex social organization. Basically we know at the very beginning of the Aleutian archaeological sequence during the Anangula phase that all evidence points toward small, temporary occupations with essentially egalitarian social organization, and at the end of the sequence we know from the Russian commentaries as well as the archaeological remains that permanent or semi permanent villages were widespread in the eastern Aleutians and the social structure may be characterized as ranked with chiefs, common people, and slaves ([Lantis 1984](#), [Veltrie and McCartney 2001](#), [Veniaminov 1984](#)). The question is what sort of social organization is reflected from the structural and artifactual remains from Amaknak Bridge.

The Structure 7 complex of rooms (found at the Amaknak Bridge site) is based on a rectangular, not an oval plan. Many years ago in a comparative study of early settlements, Kent Flannery observed a change in domestic architecture from circular to rectangular in the Near East during the transition from the Natufian to the Pre Pottery Neolithic ([Flannery 1972](#)). He interpreted this as a reflection of a change of social organization from simple egalitarian bands to a society based more on extended kinship with intensified production. Rectangular structures, Flannery argued, are expandable; it is possible to add adjacent rooms with shared walls. Expansion occurs as families grow and incorporate more kinsmen and also as they increase the quantity of their possessions. Flannery's observation on social organization and architecture has direct relevance to the Amaknak Bridge case. We interpret the large, rectangular plan of Structure 7 as a convincing indication of an initial change in social organization from an egalitarian society to one based more on some ranking.

In addition to architecture, features at Amaknak Bridge that suggest greater organizational complexity include larger population aggregates, labrets, and other items of personal adornment. We do not have an accurate means of estimating the population size of the Amaknak Bridge settlement, and can only suggest that there may have been as many as a dozen contemporaneous structures with a population somewhere between 50 and 80 individuals. Maritime hunting, fishing, and foraging demands detailed knowledge about the environment, animal behaviors, and technical skills. Information may have been among the most important of the resources shared among larger households and settlements, particularly in a time of relatively rapid ecological change such as the Neoglacial. The large number of small projectile points (greater than 400) deserves some attention in this context. ... they share many characteristics with arrow points. Given that there was no terrestrial game, and that bows are not reliable for hunting from a kayak platform, by elimination we suggest they might have been used for inter village or inter island hostilities. Admittedly this is quite speculative, but we have not discovered alternative uses for these small points which were first introduced to the Unalaska at the Margaret Bay site.

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The Amaknak Bridge site has provided a wealth of data which will be discussed for some time to come. The site contains many of the features that became hallmarks of the ensuing Aleutian Tradition ([McCartney 1984](#)). It was one of the last remaining major sites on Amaknak Island and has now been largely destroyed by development. We are fortunate to have had the opportunity to excavate a portion of it.

Summer Bay Site – The following information concerning Summer Bay was presented in report titled *Final Restoration Plan and Environmental Assessment for the M/V Kuroshima Oil Spill Summer Bay, Unalaska, Alaska*.

Summer Bay is a wide, shallow and unprotected sandy bay on the Eastern Shore of Unalaska Bay. The head of the Bay has a broad sand beach backed by sand dunes. Second Priest Rock, a dominant rocky headland, demarks the western edge of the bay. Extensive wave-cut rocky platforms and reefs extend from the headlands on both sides of the Bay. The Bay is open to the Bering Sea from the north and often receives high wave energy. The eastern end of Summer Bay includes two shallow coves, Humpy Cove and Morris Cove.

Unalaska Island and Unalaska Bay are home for many species of finfish, shellfish, marine mammals, seabirds, waterfowl, land mammals and other wildlife. Sea lions, sea otters and harbor seals inhabit the Bay. A large seabird colony is found on the Island and nearby islets and the area supports a large population of bald eagles and other raptors. Lush vegetation covers the hillsides and extensive kelp beds exist along the nearshore area. Several species of Pacific salmon and Dolly Varden spawn and rear in the lakes and streams that flow into the Bay. The rocky intertidal zone is encrusted with barnacles, mussels, chitons, sea urchins and other marine invertebrates. The sandy shorelines of Summer Bay provide habitat for several species of clams. Crab, halibut, herring, cod and many other species are common in the nearshore waters of Summer Bay.

The Summer Bay area is an important recreational resource for the residents of Unalaska. Clams are harvested on the beach and limpets, urchins, chitons and other invertebrates are harvested from the rocky intertidal. Pink, coho and sockeye salmon and Dolly Varden spawn in the Lake and streams above Summer Bay. Vegetation along the beach and lakeshore is also harvested.

Spit Site – According to the City's Department of Planning, very little is known about the history and development of the Spit Dock. However, it is known to have a significant place in the historic evolution of Unalaska. And, a recent article by Tataboline Brant, published in The Dutch Harbor Fisherman on August 13, 2001, illustrates this fact. Portions of the article are presented below.

The Museum of the Aleutians summer archaeological dig took an exciting turn last week when a visiting archaeologist unearthed what is believed to be the first effigy of its kind ever found in the Aleutians.

Fewer than 10 effigies have been discovered in the region. This one, a palm-size statue carved from bone, appears to be part of a volute, or ancient hunting hat.

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Charles Bellow discovered the artifact last Monday while digging a few feet down at the edge of the 6- by 6-meter site near the Spit Dock. He recognized the cut bone right away and carefully swept away the dirt.

The Spit Dock site, where the effigy was found, is thought to be at least 200 to 300 years old and could be as much as 2,000 years old.

Russian Orthodox Church of the Holy Ascension (listed on the National Register of Historic Places) -- The Church of the Holy Ascension was built in 1826 by the Russian American Fur Company. It played a significant role in evangelizing the indigenous people in then Russian Alaska. It was declared a National Historic Landmark in 1970.

It was restored in 1998. The church is part of the Orthodox Church in America Diocese of Alaska.

Bishop's House – The Bishop's House was built in 1882 in San Francisco, dismantled and shipped to Unalaska where it was erected by the Alaska Commercial Company for Bishop Nestor. Unfortunately, Bishop Nestor was lost at sea and never lived in the house. Through the next 59 years, 17 priests lived in this house. The last Orthodox priest lived in the house in 1940-41 when the US Military used the buildings for officer's quarters.

WWII National Historic Area at Ulatka Head on Mt. Ballyhoo – In 1996, the US Congress created this 134-acre national historic area to preserve the WWII history in the Aleutian Islands. The park is unique because it is owned and managed by the Ounalashka Corporation, not the federal government. Most of the park preserves Fort Schwatka on Mt. Ballyhoo, which at nearly 1,000 feet above sea level is the highest coastal battery ever constructed in the US.

Sitka Spruce Plantation (listed on the National Register of Historic Places) – The significance of the Sitka Spruce Plantation site is best illustrated in the U.S. Department of Agriculture publication titled *Growth of Historical Sitka Spruce Plantations at Unalaska Bay, Alaska*. Portions of the publication are as follows.

The most striking feature of the Aleutian Islands is the treeless landscape. Absence of forests was an obstacle to colonization of the region during the 18th and 19th centuries. The nearest forests were more than 500 nautical miles (926 km) northeast of the Aleutian Islands and wood was needed for firewood, construction of houses and other buildings, and repair of ships. Driftwood was substituted for timber in building construction and other uses.

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Early 19th century Russian settlers transplanted Sitka spruce from southeast Alaska or Kodiak Island to Unalaska and neighboring islands. Success of the plantations attracted the attention of visiting botanists, and many additional attempts were made to establish trees in the Aleutian Islands during the 19th and 20th centuries.

Thousands of seedlings from Kodiak, southeast Alaska, and the contiguous 48 States were transplanted during World War II to reduce the monotony of the landscape, beautify dwellings, and control erosion of disturbed soils,

Sitka spruce was the most successful species, and many seedlings transplanted during the 19th century and World War II survived on sheltered sites in Unalaska Bay. Trees transplanted during the early 19th century produced natural regeneration on disturbed sites after World War II. A dense 19th century grove on Expedition Island and several small World War II plantations on Amaknak Island provided an opportunity to measure tree size and growth. The measurements were used to estimate the growth and yield of fully stocked plantations on productive sites in Unalaska Bay.

USS Northwestern – The USS Northwestern was originally launched in 1889 as a passenger and freight ship and retired in 1937. In 1940 she was repaired by the military to serve as a floating bunkhouse. During the attack on Dutch Harbor she was bombed and burned for five days. The Allies towed the wreck out to Captains Bay where it was sunk. The bow is still visible today. In 1992, on the 50th anniversary of the attacks, the propeller was salvaged by divers and is now part of the memorial at Memorial Park, which is located on Memorial Drive off Bayview Avenue.

3. Notable WWII and Non-WWII Historic Properties Survey

An inventory of Unalaska's historic sites and resources was completed in 2003 and published in a report titled *Unalaska Inventory of Historic Sites and Resources*.

The list of the more notable World-War II related properties and a list of the more notable non-World War II-related properties is presented on the following pages. The listings were presented in the above noted report and are presented in this Comprehensive Plan for reference purposes.

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Tax Id. Lot #	AHRS #	Address	Property Name
n/a	49-UNL-00428	Overland Rd. vicinity	P.O.W. Camp
02-05-240	49-UNL-00055	Base of Dutch Harbor Spit	Bunker & Submarine Net Anchor
03-07-615	49-UNL-00387	13/37 S. Fifth St.	U.S. Army Chapel
03-07-957	49-UNL-00389	21 Armstrong Ct.	U.S. Army Mess Hall
04-03-405	49-UNL-00426	519 Biorka Dr.	Commanding Officer's Quarters
04-09-350	49-UNL-00397	81 Captains Bay Rd	World War Warehouse & Cabana
04-09-400	49-UNL-00393	34 Captains Bay Rd.	Agnes Beach Property
06-02-420	49-UNL-00394	E. Broadway Ave. & Loop Rd.	Williamsburg Cabanas

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Tax Id. Lot #	AHRS #	Address	Property Name
06-04-050	49-UNL-00414	1149 E. Broadway Ave.	World War II Cold Storage Building
06-04-200	49-UNL-00406	E. Broadway Ave.	U.S. Army Mobilization Warehouse Foundation Ruins
06-04-260	49-UNL-00407	1497/1513 E. Broadway Ave.	Bush Property
06-05-100	49-UNL-00408	Whittern Ln.	U.S. Army Mobilization Warehouse
06-05-225	49-UNL-00409	E. Broadway Ave. & Whittern Ln.	U.S. Army Mobilization Warehouse Foundation Ruins
06-09-100	49-UNL-00410	1757 E. Broadway Ave.	Williwaw Services Building

Notable World War II-Related Properties

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Tax Id. Lot #	AHRS #	Address	Property Name
03-07-203	49-UNL-00335	484 Bayview Ave.	Shaishnikoff Building
03-07-217	49-UNL-00338	28 N. Second St.	Blue Fox; Elbow Room
03-07-312	49-UNL-00349	149 W. Broadway Ave.	Henry Swanson House
03-07-314	49-UNL-00350	161 W. Broadway Ave.	Messersmith House
03-07-318	49-UNL-00395	174 W. Broadway Ave.	Rod House
03-07-320	49-UNL-00353	166 W. Broadway Ave.	Tcheripanoff
03-07-326	49-UNL-00354	136 W. Broadway Ave.	Tutiakoff House
03-07-358	49-UNL-00366	159 Riverside Ave.	Mushovic House / Dentist Office
03-07-417	49-UNL-00371	115 W. Broadway Ave.	Marco Roller Rink
03-07-427	49-UNL-00372	88 W. Broadway Ave.	Aleutian Adventure Sports
03-07-502	49-UNL-00376	308/316 Bayview Ave.	Svarny / Hope House
03-07-514	49-UNL-00380	45 W. Broadway Ave.	Merculieff House
03-07-603	49-UNL-00384	232 Bayview Ave.	Fletcher House
03-07-605	49-UNL-00385	220 Bayview Ave.	Shaishnikoff House
03-07-607	49-UNL-00386	208 Bayview Ave.	Johnson House
03-07-706	49-UNL-00388	82/88 King St.	Jesse Lee Home Dormitory
04-03-444	49-UNL-00427	438 Biorka Dr.	Roraback House
04-04-250	49-UNL-00390	n/a	Manson's Saltery

Notable Non-World War II-Related Properties