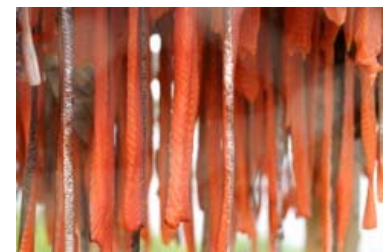


# City of Dillingham Comprehensive Plan

2006



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Photos on the cover are provided by Jed Smith, Bristol Bay Times.

148 Dillingham residents completed a public opinion survey for this project.

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City of Dillingham Staff: John Fulton, City Manager, Noel Purdy, Planning Director.

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- City of Dillingham Comprehensive Plan Update (1998)
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## Executive Summary

### City of Dillingham

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**Purpose:** To enhance the quality of life in our community.

**Vision:** By 2015, to have an infrastructure that supports a sustainable, diversified and growing economy.

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The City of Dillingham received a grant from the Bristol Bay Economic Development Corporation to update its community comprehensive plan. As a first class city in the unorganized borough, the city is required by Alaska Statute to have a comprehensive plan. The last comprehensive plan that was adopted by the City Council was in 1985. A subsequent update in 1998 to Chapter Six (Goals and Policies) of the 1985 plan was adopted by the City Council.

The 2006 Community Comprehensive Plan update is a complete overhaul, as it has been over 20 years since the plan was fully updated. While elements from previous planning efforts were incorporated into this plan, it includes more recent data and statistics on Dillingham, as well as an updated land use plan, and priority goals and objectives determined by stakeholders. New to the current comprehensive plan update, are a proposed implementation strategy, action plan, organization chart, and performance evaluation measures. A discussion on

the organizational setting, interrelationships and roles and responsibilities of the groups that make-up the City structure is also included in the implementation strategy.

In the 20 years since the last complete update, the local and regional economy has been through one boom and bust cycle as a consequence of the commercial salmon fishery that underpins it. In response to this, regional entities, such as the Community Development Quota, Bristol Bay Economic Development Corporation, and the Bristol Bay Native Association, have spearheaded efforts to restructure the fishery, as well as to restructure the attitudes of those affected by it.

BBEDC has conducted studies that evaluate the race-for-fish mentality of the commercial fishery and have proposed new strategies that focus more on infrastructure development, quality enhancement, and regional marketing. While BBEDC works directly to enhance fisheries development, BBNA has worked

steadfast to assist Bristol Bay villages and communities that are affected by the ups and downs of the fishery in the face of increased energy costs. BBNA has taken the lead on evaluating alternative energy sources and tourism development. As a regional hub, Dillingham benefits directly and indirectly from the efforts of these regional entities.

The Curyung Tribal Council continues to work with the City of Dillingham in maximizing their respective resources to deliver services and improve infrastructure. In recent years, Curyung Tribal Council has assisted the City with solid waste management, transportation planning, and water/sewer upgrade and expansion efforts. Most recently, the Curyung Tribal Council completed a Long Range Transportation Plan; an excerpt is appended to the comprehensive plan. The Tribe has also played a critical role in helping the City acquire funds from Alaska Native Tribal Health Consortium to improve existing water treatment facilities in the core townsite, as

well as to help develop a new water source in the Neqleq Subdivision. This relationship will continue to garner infrastructure improvements and quality service delivery community-wide.

Consistent staff turn over at both the City of Dillingham and Choggiung, Ltd. over the last ten years has precluded forward progress on the ANSCA 14 c (3) conveyances. Goals to complete the conveyances and to develop a management plan of these lands after conveyance are included in this plan. Choggiung continues to develop subdivisions within Dillingham City limits which increase the tax base and prospect for increased revenue. Choggiung may develop lands in the rural residential class of the land use plan that are near Mission Subdivision and along Emperor Way adjacent to Creekside Subdivision. Existing transportation infrastructure is in place for this development.

Land use patterns have not changed over the last 20 years. While the population has steadily increased in Dillingham while other Bristol Bay communities have decreased, population projections in the 1985 comprehensive plan did not come to fruition. The 1985 comprehensive plan projected that Dillingham would have a population of 3500 by the year 2000, based on an annual growth rate of 4%; the current population is 2422. The average rate of population growth from 1990 to 2002 was 1.72%. Thus, the land use plan proposed does not deviate from the recommendations of the 1985 plan as it was predicated on a population growth rate that was two times the actual growth rate. Recent out migration trends from rural Alaska to Anchorage and Fairbanks will likely continue until the cost of energy, goods and services decreases.

Other recommendations proposed in this plan are based on three, basic givens:

1. Dillingham is a hub community in Southwest Alaska and must maintain this status.
2. The local and regional economies are interdependent; fishing, government, and support service industries are the underpinning.
3. Successful, comprehensive planning can only be realized with a coordinated implementation strategy that includes local and regional partnerships and is approached with a continuity of purpose in mind.

More specifically, outlined in *Section Five: Goals, Objectives and Actions* of this plan, are recommendations proposed by stakeholders. These recommendations focus on six functional areas of community planning: **economic development, transportation, land use, public utilities, and community facilities & programs.** Overarching goals for each of these areas are as follows (and are not ordered according to priority):

Goal 1 – Land Use: Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community.

Goal 2 – Government: Ensure equitable and efficient provision of public services based upon available resources.

Goal 3 – Public Utilities: Provide adequate, reliable public utilities which serve the most residents with the least cost to the users.

Goal 4 – Transportation: Provide transportation systems that keep pace with community development and insure the movement of goods and people in a safe and efficient manner with little impact to the environment.

Goal 5 – Economic Development: Diversified economic base and continued economic growth which is compatible

with and enhances the community's health and safety, and environmental conditions.

Goal 6 – Community Facilities & Programs: Provide adequate, affordable and accessible community facilities.

Specific objectives and actions are proposed in *Section Five* in order to achieve these goals.

*Section Seven: Implementation Strategy*, delves into the organizational structure of the City in more detail and proposes an action plan that identifies timelines and assigns tasks to achieve the goals and objective set forth in *Section Five*. A keen understanding of the organizational setting sets the tone for this section. A commitment to regular and consistent plan evaluation by the Planning Commission and City Council is strongly recommended; this will preserve the intent of the Comprehensive Plan and a continuity of purpose.

# Section One:

## Planning for Community Development

(Pages 1-5)

- What is a Comprehensive Plan?
- Planning in Alaska
- History of Comprehensive Planning in Dillingham
- 2006 Comprehensive Plan Update Methodology

### What is a Comprehensive Plan?

A comprehensive plan is a guidebook for the general public and government officials to utilize in achieving orderly and coordinated development of the entire community. A **comprehensive** plan, through its goals, objectives and action tasks, provides a framework for making decisions regarding physical, social, and economic development, both public and private.

A formally adopted comprehensive plan is a public declaration of the general policies, which guide, not bind, actions of the city council. In Alaska, first class cities such as the City of Dillingham legally are required to adopt a comprehensive plan and review it every two years.

A comprehensive plan is based upon some key functional areas of community planning concerned with major public facilities and the services designed to support community development. These key functional areas include economic development, land use, public utilities,

government, transportation, and community facilities/programs. Recommendations for plan implementation are often included in a comprehensive plan.

#### Planning in Alaska.

In Alaska, planning is a legal function vested in municipalities, boroughs, and cities. Alaska Statutes Title 29 specifies that planning powers are mandatory for certain entities including first class cities in the unorganized borough such as the City of Dillingham.

The entities that perform the functions of planning and platting for the city are the city council and planning commission. The mayor appoints members of the planning commission from a list of candidates recommended by the city council. The planning commission is both an advisory and regulatory body. As an advisory body, functions of the planning commission include preparing and recommending to the city council a comprehensive plan, a subdivision ordinance, and, if

applicable, a zoning ordinance and official map. Once the city council enacts these recommendations into law via ordinance, both the planning commission and city council, as regulatory bodies, implement these ordinances.

One of the primary advisory functions of the planning commission is to prepare and recommend a comprehensive plan to the city council. The city council must adopt a comprehensive plan based upon the recommendations of the planning commission but may modify the plan. Every two years the planning commission must review the comprehensive plan and present recommendations based on the review to the city council.

Although there are numerous benefits for a community with an up-to-date, useable comprehensive plan, it is important to understand some of the limits of a comprehensive plan. A comprehensive plan by itself does not control where growth occurs. Goal and

objective statements within the comprehensive plan set the basic tone for planning or community activities. Means other than goal and objective statements are meant to implement the comprehensive plan. Action statements, an annual Capital Improvement Project Plan (CIP), and an annual Strategic Plan, are just a few tools used to implement the Comprehensive Plan.

#### History of Comprehensive Planning In Dillingham.

Numerous studies and four major planning projects have been conducted in Dillingham over the last 35 years. Of these, two comprehensive plans and one update were adopted by the City. In 1971, the Planning and Technical Department of the Alaska State Housing Authority (ASHA) completed a comprehensive development plan. It was a product of ASHA's Community Comprehensive Planning Assistance activities for the City of Dillingham. In cooperation with the community, analytic studies of the social, economic, and physical characteristics of the community were conducted.

In 1982, the State of Alaska Department of Community and Regional Affairs produced a community profile for Dillingham. The profile was two poster sheets which included a facilities and land use map and a comprehensive description of the community. The Dillingham area was flown and photogrammetric mapping was done. The facilities and land use maps on the community profile, though dated, have proved useful to the city for planning purposes.

The comprehensive descriptions of Dillingham in the community profile included history, climate, environmental considerations, population, economy, land ownership, transportation, health and social services, housing, schools, electricity, heat and fuel, sewer, solid waste, water and communications.

In 1981, the State of Alaska Department of Community and Regional Affairs provided funding to the City of Dillingham for the updating of its 1971 Comprehensive Plan. The 1981 Comprehensive Plan Update included a

community attitudes survey and maps of baseline data. A soils matrix was developed for the area comparing soil types with suitability limitations such as slope, flood potential, drainage, water table and permafrost.

In 1982, Phase II of the Comprehensive Plan Update was conducted by a private consulting firm to update the land use planning element of the 1971 Comprehensive Plan. In the Phase II update, some land classifications were developed, recommendations were made for each classification and some measures were proposed for plan implementation. Although the Dillingham City Council did not adopt by ordinance either the Phase I or Phase II updates, both updates contain environmental and land use information which are important elements of the 1985 comprehensive plan update, and have also been incorporated into the current update.

In 1985, the City updated the comprehensive plan in order to produce a concise, useable plan. Public

participation in the comprehensive planning effort guided the direction of the plan. Then the plan was submitted to the planning commission for their review. On October 8, 1985, the planning commission passed a resolution recommending the city council adopt the plan. The comprehensive plan was presented to the city council for review and was subsequently adopted by ordinance, December 5, 1985. Minor modifications to the plan were made according to city council recommendations.

In 1998, the City of Dillingham updated Chapter Six, Goals and Policies, of the 1985 comprehensive plan. It was adopted by the City Council on January 8, 1998.

The City of Dillingham received a grant from the Bristol Bay Economic Development Corporation in 2004 to update the Comprehensive Plan.

2006 Comprehensive Plan Update Methodology.

Like the 1985 comprehensive plan update, the present is grounded in community participation. The City of Dillingham held a community workshop in June 2005 to identify goals and needs for future planning and development. It was advertised and promoted on KDLG public radio, the Bristol Bay Times, in an email campaign, and by flyers posted around town. Community members were asked to write down and prioritize what was important to them under the established areas of: economic development, transportation, land use, government, public utilities, and community facilities/programs. After priorities were established, community members broke into working groups to develop objectives for the top three priorities identified under the respective, established areas.

In August of 2005, a public opinion survey was mailed to all box holders in Dillingham. The results are attached.

Information from the community workshop and community surveys were used to create draft goals,

objectives, and actions. A joint workshop between the City Council and the Planning Commission was held in the winter of 2006 that focused on consensus-building toward these goals, objectives and actions.

An implementation strategy is proposed with associated timelines, further priority actions and tasks, and those who will complete them. An organizational chart is included. The proposed implementation strategy is just one tool toward realizing the goals and objectives of this plan.

Land use maps that show existing development patterns and propose future uses are also included with this update.

Also included in this update are appendices that include executive summaries for the Water Sewer Master Plan that was adopted by the City Council in 2003, as well as the Curyung Tribal Council's Long Range Transportation Plan which was adopted by the Tribe in 2005.

## Section Two: Community Background

(Pages 6-52)

- Location, geography, climate, physical conditions, natural hazards, water resources, environmental concerns, history, government
- Economy: Bristol Bay Fishery, Fisheries Development, Bristol Bay Regional Seafood Marketing Association, fish processing, subsistence
- Transportation, utilities, energy, oil, gas and mineral development, tourism

### **Location**

Dillingham is located at the extreme northern end of Nushagak Bay in northern Bristol Bay, at the confluence of the Wood and Nushagak Rivers. It lies 327 miles southwest of Anchorage, and is a 6 hour flight from Seattle. It lies at approximately 59.039720° North Latitude and -158.4575° West Longitude. (Sec. 21, T013S, R055W, Seward Meridian.) Dillingham is located in the Bristol Bay Recording District. The area encompasses 33.6 sq. miles of land and 2.1 sq. miles of water. Dillingham is accessible only by air and sea. Dillingham is a regional hub for transportation, medical and governmental services ([www.commerce.state.ak.us](http://www.commerce.state.ak.us)).

### **Geography**

Dillingham is located at the head of Nushagak Bay and at the mouth of the Wood and Nushagak Rivers. The community itself sits at the edge of rolling tundra, with ridges of spruce and birch trees. Rivers ox bow through the land, and pristine lakes and streams abound. To the north, rugged mountains criss-cross the horizon.

Dillingham is surrounded by 1.2 million acres of Wood-Tikchik State Park, the largest state park in the United States. The park is known for its spectacular stair-step lakes, connected by short rivers. The Togiak National Wildlife Refuge encompasses over 4000 square miles and is only accessible by plane or boat. Here, the topography not only includes rivers, jagged peaks, glacial valleys, and tundra wetlands, but rugged sea cliffs and beaches.

### **Climate**

The primary climatic influence is maritime, however, the arctic climate of the Interior also affects the Bristol Bay coast. Average summer temperatures range from 37 to 66 degrees Fahrenheit. Average winter temperatures range from 4 to 30 degrees Fahrenheit. Annual precipitation is 26 inches, and annual snowfall is 65 inches. Heavy fog is common in July and August. Winds of up to 60-70 mph may occur between December and March. The Nushagak River is ice-free from June through November ([www.commerce.state.ak.us](http://www.commerce.state.ak.us)).

### **Physical Conditions**

The physical conditions of an area set the limits for human settlement and land use planning. Features of the physical conditions which are reviewed here for their implications on land use planning are: soils, natural hazards, and water supply. This chapter is a synthesis of the information in the 1971 Comprehensive Plan and the Comprehensive Plan Updates: Phase I and Phase II, (1981 and 1982).

### Soils

The City of Dillingham was once covered by glaciers, and the topography of the area is characteristic of areas where deposition by continental glaciers occurred. The land within the city limits is mostly rolling hills with many irregularly shaped moraine knolls and ridges separated by flat, wet lands and muskeg. Here the deposits from the retreating glaciers interrupt the stream drainage and result in formation of many small lakes and ponds in association with the wetlands. The upland moraine hills are mantled by a thick layer of silty, wind-laid material called loess. This material is a mixture

of silt blown from unvegetated flood plains and hills adjacent to the melting glaciers, and volcanic ash from the Aleutian Range to the east and south. Beneath this mantle of loess, the substratum is mostly a coarse grained sand and gravel type of material.

#### Topography and Drainage

Consistent with its geological history, the topography of Dillingham is mainly a mixture of wet lowlands, gentle hills and moraine deposits.

There are only a few areas with slopes too steep for development. Most noteworthy are the steep coastal bluffs that extend from the Townsite to the end of Wood River Road. These steep-sided waterfront slopes are erosion-prone, offer poor access and limit the feasible sites for development of marine transportation facilities. Apart from these areas, slopes are not a major planning constraint. In fact, areas of moderate slope generally reflect favorable surface drainage and soils conditions characteristic of moraine deposits.

#### **Natural Hazards**

The two chief natural hazards to be considered at Dillingham are floods and erosion. Under the National Flood Insurance Program, the flood and erosion prone areas have been mapped in detail. This information is available as part of the flood plain management study and as part of the mapped data for the Comprehensive Plan Update: Phase I. The City adopted a revised flood plain management ordinance in September 1982 to satisfy the requirements of the National Flood Insurance Program. FEMA is currently updating floodplain mapping in Alaska.

Major areas of concern for floods are the lowlands immediately west of the Dillingham Townsite which are subject to flood from an unfavorable combination of tides, offshore winds and storm surges. Flood hazard is highest when fall storms coincide with high tides. This exposure to flood hazards is an important constraint on town development since it limits the available options

for water-related development in a settlement whose economy is heavily dependent on efficient marine transportation and commercial fishing facilities. This problem is compounded by the fact that the elevated bluffs which are above flood level afford poor access to dock facilities for transfer of marine shipments. Also, these coastal bluffs are exposed to the erosive force of the same storm tides that cause floods in coastal lowlands.

The most obvious erosion area in the Dillingham area is the shore on Nushagak Bay which fronts the Dillingham townsite. As high tides occur, waves cut in to the toe of a bluff fronting the townsite.

A second erosion area extends from high shores at Kakanak northeasterly around Nushagak Bay to the entrance to the Dillingham boat harbor. This shoreline is low-lying fine silt overlain by peat and muskeg. Waves from southerly quadrants induce attack to these fine-grained materials which remain in suspension and are

carried away by currents in the bay.

The City of Dillingham received a Homeland Security Grant in 2005 to complete a Hazard-Mitigation Plan which will address natural hazards; it should be completed by the end of 2006.

### **Water Resources**

Dillingham relies upon groundwater resources both for its community water utility and for individual water supplies. Neither of the main streams, Squaw and Scandinavian Creeks, is considered to have potential for water supply. The waters of the Nushagak and Wood Rivers above Nushagak Bay are too turbid for use as freshwater supplies. Surface waters from lakes are no longer used in any major way for water supply.

Approximately 600 known wells ranging from 20 feet deep to more than 200 feet deep have been drilled in the Dillingham area. Groundwater is recharged from infiltration of rainfall, snowmelt, and stream flow.

Natural seasonal fluctuations of water levels are typically less than 6 feet. Water levels are lowest during June and July, when water demand is greatest (fish processing is most intensive), and at certain times during winter because of low recharge. Much of the domestic and commercial water is supplied by the distribution system.

### **Air Quality**

Dillingham is not in a non-attainment area. Alaska Department of Environmental Conservation (ADEC) reports that there are currently no known air quality problems in Dillingham. Monitoring devices are not in place. No known air quality studies have been performed in the area, and no known air quality permits have been issued to the City by ADEC. Currently, the only potential industrial source of air pollution is from the electrical utility run by Nushagak Electric.

### **Environmental Concerns**

There are no sites currently listed by EPA as superfund,

toxic waste, or hazardous release sites. Potential sources of contamination are likely to be limited to spills of gasoline, diesel, aviation fuel, and other petroleum distillates.

### **History**

The First Alaskans to the area arrived about 7000 year ago and probably included the forbearers to the Eskimos, Aleuts Aleutiq and Athabascan people that now inhabit the Bristol Bay. At the time the Russians arrived in Bristol Bay the primary residents in the vicinity of Dillingham were the Yup'ik. The point of land upon which Dillingham is located, was a common seasonal stopping point for Native Alaskans who depended solely on the fish, game and plants that were abundant in the area. The Yup'ik word for the point of land is "Cur-yung" which (loosely translated means "dirty water" and may refer to the place as the point where the clean and muddy waters of the Wood and Nushagak Rivers meet), was the name given to the point of land that provided access to both the Wood and Nushagak Rivers.

With the arrival of the Russians, the area became a trade center and Alexandrovski Redoubt (Post) was erected in 1818 immediately across the Bay from the current site of Dillingham. By 1837 this site became a community known as Nushagak. Native groups from the Nushagak Region, the Kuskokwim Region, the Alaska Peninsula and Cook Inlet mixed together as they came to visit, trade or live at the post.

The first salmon cannery was constructed at Carmel across the bay from Dillingham and east of Nushagak in 1884. The next two canneries were built on the Dillingham side in 1885 and 1886. Ten more canneries were established within the region of Nushagak Bay over the next seventeen years. By the early part of the last century the small settlement area previously known as Curyung had become known as Snag Point.

The name Dillingham became the accepted name for the community only in the 1940's apparently because of some curious and confusing circumstances surrounding

the location of the post office. A post office was established at Snag Point in 1904. Somehow the name Dillingham Post office became the popular name for the Snag Point post office and it later was officially designated the Dillingham Post Office and the name Snag Point eventually fell from use. In 1904, however, the post office at Snag Point and the town surrounding the same were named after U.S. Senator Paul Dillingham, who toured Alaska extensively with his Senate subcommittee in 1903.

Dillingham was the name given to the area where the post office at Kanakanak was built. Judge James Wickersham officially named the area to honor his friend U.S. Senator William Paul Dillingham who toured Alaska extensively (but not Bristol Bay) with his Senate subcommittee in 1903. The area around the hospital and orphanage eventually became known as Kanakanak. The Snag Point post office was closed in 1907 and all postal service on the west side of Nushagak Bay was transferred to the "Dillingham" post office at Kanakanak.

In those days the location of the post office was no small matter.

Mail came infrequently by ship or dog team and was only dropped at the post office. There were no roads connecting Kanakanak and Snag Point. A six mile journey was a major undertaking.

The Nushagak and Togiak regions and all of Bristol Bay suffered catastrophic losses during the worldwide influenza epidemic of 1918-19. Entire families died, and many Native settlements, including Curyung, virtually disappeared. In 1920 the U.S. Government expanded its small hospital at Kanakanak into an orphanage to provide shelter for the many small children orphaned by the epidemic. It has been reported that the epidemic left no more than 500 survivors in the Nushagak Drainage.

The area's population began to grow as people of many nationalities came to work in the canneries and began to settle in the area permanently, usually drawn by the rich

fish and wildlife. Many of our indigenous Alaska Natives can trace some of their ancestry to ancestors of Russian, Asian and Scandinavian immigrants.

The Dillingham townsite was established under the U.S. Townsite Act of 1891 and surveyed in 1947. The City was incorporated in 1963 and currently operates under a strong-manager form of government. The Curyung Tribal Council is the federally acknowledged Indian tribe for the Alaska Natives of Dillingham and enjoys government-to-government relationship with the United States as well as the responsibilities, powers, limitations and obligations of other tribes.

Native Allotment Act of 1906 provided for conveyance of 160 acres of public domain to adult Natives. In the early 1970's, when people became aware of the Act, hundreds of parcels were claimed and have since been certificated in the Bristol Bay Region. Then in 1971, the Alaska Native Claims Settlement Act was passed by Congress. This Act resulted in the creation of the Bristol Bay Native

Corporation and Choggiung Ltd., the Native regional and village corporations respectively.

Today, Dillingham is an established community with city limits that encompasses 33.6 sq. miles of land and 2.1 sq. miles of water. Fish and game resources continue to be the economic engine in the Bristol Bay and Dillingham area, whether for subsistence, commercial or recreational purposes.

### **Government**

The City of Dillingham has been a first class city since 1972. The city was initially incorporated as a second class city in 1963. The City of Dillingham is a strong-manager form of government. The City Manager is responsible for all aspects of city business and reports to the Mayor and City Council. All departments and fund operations work under the direction of the City.

The City Council is composed of six, elected council seats and the mayor each with three year terms. The School

Board has five seats all elected by the public and have three year terms. The Planning Commission is a seven member body and each seat is appointed by the City Council for three year terms.

The City provides many services including water/sewer, landfill, dock, small boat harbor, public safety, public works, fire/rescue, library, planning and senior center (see *Section Four: Community Utilities, Facilities, and Services* for more detail on city services and programs).

The City of Dillingham has two public schools serving over 520 students.

The Curyung Tribal Council is the federally acknowledged Indian tribe for the Alaska Natives of Dillingham and enjoys government-to-government relationship with the United States as well as the responsibilities, powers, limitations and obligations of other tribes.

The municipality collects sales: 6%, property: 13.0 mills,

special: 10% alcohol tax; 6% gaming tax; 10% accommodations tax.

Other governmental agencies and service providers in Dillingham include:

- The University Alaska Fairbanks, Bristol Bay Campus
- Bristol Bay Area Health Corporation
- Bristol Bay Economic Development Corporation
- Bristol Bay Housing Authority
- Bristol Bay Native Association
- Bristol Bay Native Corporation
- U.S. Fish and Wild Life
- Alaska Department of Fish and Game
- Alaska Troopers
- Choggiung Limited, Inc.
- Nushagak Cooperative
- Alaska Department of Transportation

## **Economy**

Dillingham is the economic, transportation, and public service center for western Bristol Bay. Commercial fishing, fish processing, cold storage and support of the fishing industry are the primary activities. The salmon industry remains one of the cornerstones of the Alaska, the Bristol Bay and the Dillingham economy. While changes in the global salmon market have had great economic impacts, visitors will continue to see residents of the area participate in commercial fishing.

The city's role as the regional center for government and services helps to stabilize seasonal employment. Many residents depend on subsistence activities, and trapping of beaver, otter, mink, lynx and fox provide cash income. Salmon, grayling, pike, moose, bear, caribou, and berries are harvested.

The previous information was gathered by the Alaska Department of Economic and Community Development and is accessible at [www.commerce.state.ak.us](http://www.commerce.state.ak.us).

The following information was gathered by Northern

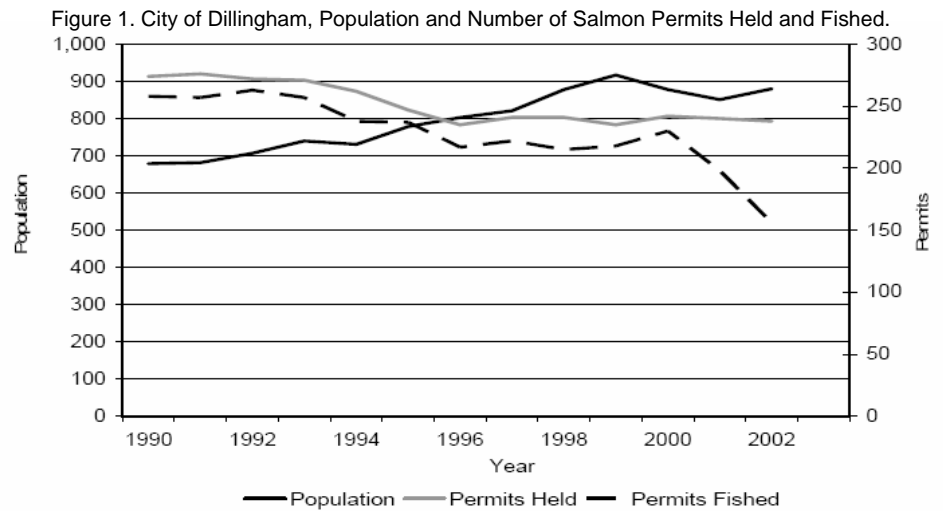
Economics and is included in a study funded by the Bristol Bay Economic Development Corporation, *Community Impacts of Restructuring the Bristol Bay Salmon Fishery*, November 2004. This report is accessible at [www.bbedc.com](http://www.bbedc.com).

**Bristol Bay Fishery – Impact on Dillingham.**

In recent years, low salmon prices and smaller harvests have had an impact on the area’s economy. As a result of this downturn, many fishermen have dropped out of the fishery. In 2002, only 1,183 drift net fishermen operated their vessels, well down from the more than 1,800 that usually participated through the 1990s. Bristol Bay drift net permits that sold for an average of \$248,802 in 1989 fell to the \$20,000 range by 2002. Because the Census Area’s revenues largely depend upon the fish taxes generated by local processors, the decline of the fisheries led to adverse budgetary consequences for local government.

Figure 1 shows a comparison between the City of Dillingham population and the number of salmon permits

held and fished. The axis labels on the left side of the figure are for the population values, while the axis labels on the right side of the figure correspond to the permits held or fished by City of Dillingham residents. Although the number of permits held has remained relatively constant from 1996 through 2002, the actual number of permits fished has declined rapidly since the fishing disaster of 1997. The price paid for salmon, and the capital and operational costs, have kept many fishermen from using their commercial permits in recent years.



Source: CFEC 2004 and DCED 2004

Unlike many of the communities located within the Bristol Bay Salmon Fishery, Dillingham has experienced a population increase in recent years. This is likely because the local Dillingham economy is based on more than commercial fisheries and attracts residents from other regional communities that are seeking alternative employment opportunities in either education, government or other industries based in the regional economic center of Dillingham.

Table 1 shows the values used to generate Figure 16, including the annual percent change in population, permits held, permits fished, and the rate of change from 1990 to 2002 for each of these categories. Notice the steep decline in the number of permits fished from 2000 to 2001 (13 percent decline), and from 2001 to 2002 (21 percent decline). The annual rate of change from 1990 to 2002 has been a 1.72 percent increase in population, while the number of permits has declined by 1.17 percent annually, and the number of permits fished has declined by over 4.11 percent annually.

Notice that between 1999 and 2000, the population of Dillingham increased by over seven percent.

The average annual revenue for resident fishermen of Dillingham, and total pounds harvested has decreased in recent years. Figure 2 graphs the annual pounds harvested in comparison to the average annual revenue for each fisherman from 1990 to 2002. The axis labels on

Table 1. City of Dillingham Population and Salmon Permits Held and Fished, 1990-2002

	Population		Permits Held		Permits Fished	
	Total	Percent Change	Total	Percent Change	Total	Percent Change
1990	2,017		274		258	
1991	2,118	5.01	276	0.73	257	-0.39
1992	2,130	0.57	272	-1.45	263	2.33
1993	2,192	2.91	271	-0.37	257	-2.28
1994	2,156	-1.64	262	-3.32	238	-7.39
1995	2,179	1.07	247	-5.73	237	-0.42
1996	2,223	2.02	235	-4.86	217	-8.44
1997	2,248	1.12	241	2.55	222	2.30
1998	2,318	3.11	241	0.00	215	-3.15
1999	2,302	-0.69	235	-2.49	218	1.40
2000	2,466	7.12	242	2.98	230	5.50
2001	2,472	0.24	240	-0.83	198	-13.91
2002	2,475	0.12	238	-0.83	156	-21.21
	rate of change: 1.72		rate of change: -1.17		rate of change: -4.11	

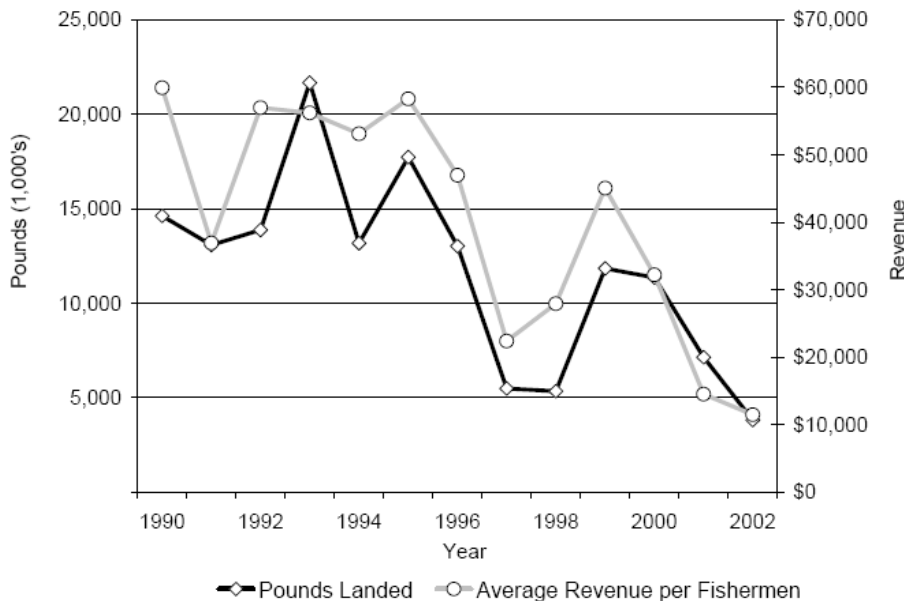
Source: CFEC Database and DCED 2004

the left side of the figure correspond to pounds harvested by Dillingham fishermen, while axis labels on the right side of the figure correspond to the revenue

earned by each fisherman. In 2002, the period low was hit for both categories, with pounds harvested dropping to less than 5 million, and average revenue per fisherman falling to less than \$12,000.

The City of Dillingham collects a 6 percent sales tax, a property tax of 13.0 mills, 10 percent liquor tax, 6 percent gaming tax, and a 10 percent accommodation

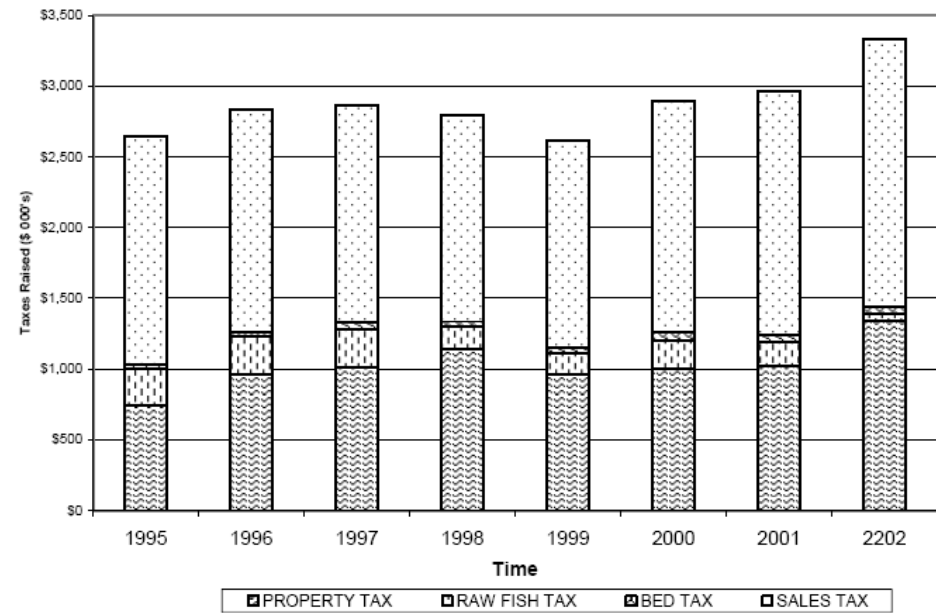
Figure 2. Average Salmon Harvested and Annual Revenue per Dillingham Resident Fisherman



Source: CFEC 2004

tax. Figure 3 shows the City of Dillingham revenues from

Figure 3. City of Dillingham Revenues from 1990-2002.



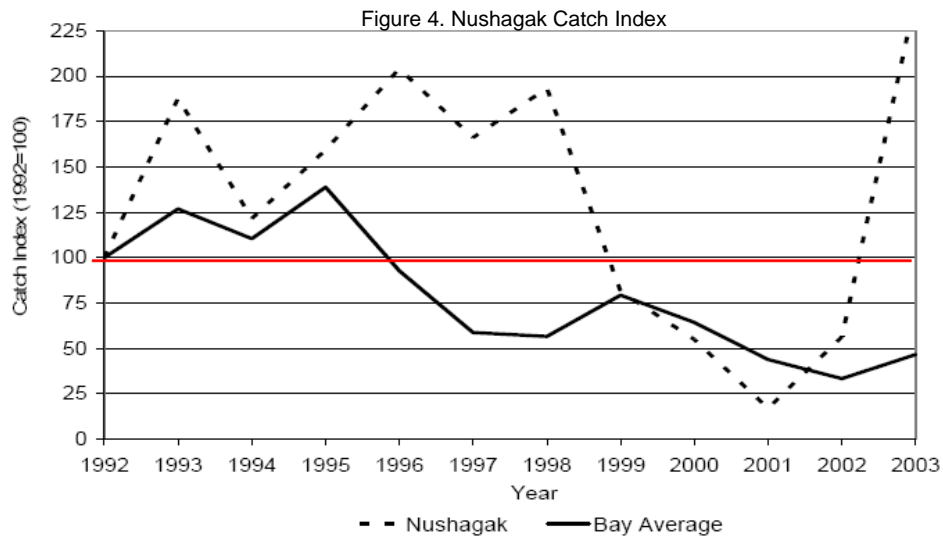
Source: Alaska Department of Revenues 2004

Note: The ADR was unable to supply Dillingham fish tax data.

1990 to 2002. The raw fish tax rate is one percent.

Figure 4 presents the fish catch index for the Nushagak District for 1992 through 2003. Again, the index is set with 1992 as the base catch year at 1992=100. The catch index for the Nushagak District is quite unique for the Bristol Bay fisheries. This uniqueness is evident when comparing the dashed line representing the catch index for the Nushagak District to that of the Bristol Bay

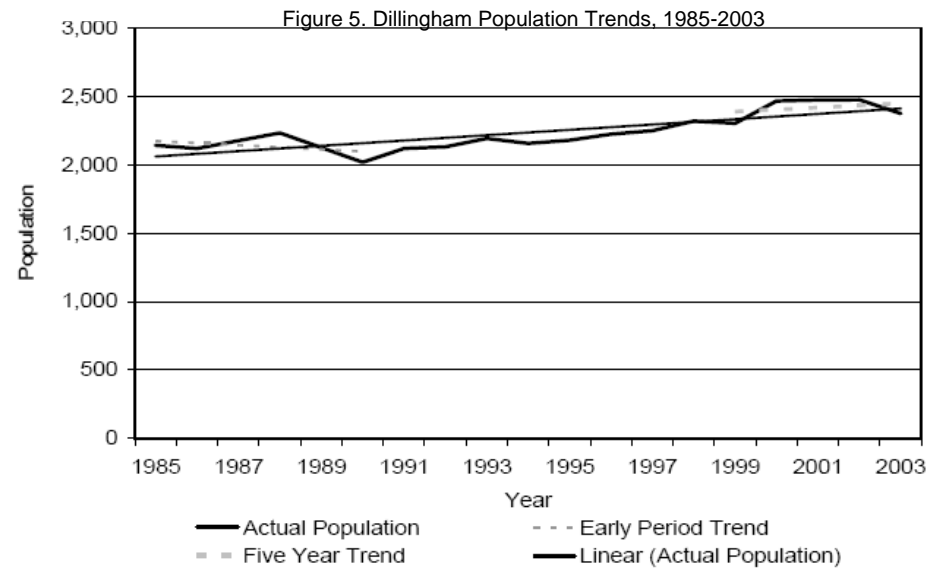
average index. Over the past decade, this district has had much better returns than the rest of the bay on average. However, even this district experienced significantly smaller runs in 2000, 2001, and 2002. In 2003, the district recovered significantly.



Source: Alaska Department of Fish and Game 2004

Figure 5 shows the population trends from 1985 through 2003 for the City of Dillingham. This figure shows that the population of Dillingham has been on a relatively upward trend during this period. A linear trend is

presented for the entire period, and shorter time period trends are also shown. As mentioned previously, the population growth experienced in Dillingham is likely due to the diversity of industries located in Dillingham and the immigration of area residents to Dillingham seeking work.



Source: DCED 2004

Therefore, Dillingham has been affected by the local fishing disasters in a way opposite of that of most Bristol Bay area communities, experiencing a population

increase rather than a population decline. However, population growth such as is occurring in Dillingham can strain a local community's resources, particularly when a portion of the tax base is highly variable and declining.

Table 2 shows employment by type of industry for Dillingham according to the 2000 Census. The majority of employees (over 35 percent), are employed by industries labeled agriculture, forestry, fishing and hunting, and mining. This includes many different types of employers, and likely does not account for all the local residents that are employed in the commercial fishing industry, because the census occurs in April every ten years, and asks respondents what they did for employment in the previous week. Thus, those involved with fishing at other times of the year (including the summer salmon season), are not included in this category. Therefore, the level of residents employed in the commercial fishing industry is likely underreported.

Table 2. Dillingham Employment by Type of Industry, 2000 Census

Type of Industry	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	592	35.6
Construction	49	2.9
Manufacturing	57	3.4
Wholesale trade	22	1.3
Retail trade	46	2.8
Transportation and warehousing, and utilities	129	7.8
Information	68	4.1
Finance, insurance, real estate and rental and leasing	30	1.8
Professional, scientific, management, administrative, and waste management services	29	1.7
Educational, health and social services	305	18.3
Arts, entertainment, recreation, accommodation and food services	153	9.2
Other services (except public administration)	78	4.7
Public administration	105	6.3

Source: U.S. Census Bureau, Census 2000, SF-3.

### Fisheries Development

The salmon fishery in Western Alaska has struggled over the past decade. Bristol Bay residents suffered with low fish returns in 1997 and 1998, then watched hopefully as runs rebounded somewhat in recent years. However, just when fish runs strengthened, global prices for sockeye salmon tumbled. As a result, the economic value of the fishery is lower today than it was in 1997 when the runs were poor.

A number of strategies being discussed could help the salmon fishery regain a share of its former economic

value. These include restoring salmon runs, improving handling practices and upgrading infrastructure. With declining traditional markets and stronger salmon returns, the Dillingham Census Area may explore shifting its production capacity away from traditional product forms like headed and gutted salmon into finished products currently favored by U.S. markets. Investing in boneless, skinless production equipment and placing a greater emphasis on new product development will help Bristol Bay red salmon emerge as a more competitive product in all salmon markets.

The Dillingham Census Area might also take advantage of successful marketing strategies underway in other areas to maximize the value of its fish. The Bristol Bay Economic Development Corporation, the local Community Development Quota Corporation, is spearheading the effort to improve quality enhancement by promoting icing infrastructure throughout the bay, as well as fostering the development of the Bristol Bay Regional Seafood Development Association.

The previous information was provided by the State of Alaska Economic Information System – Department of Commerce, Community and Economic Development, [www.commerce.state.ak.us](http://www.commerce.state.ak.us).

Bristol Bay Regional Seafood Development Association.

Bristol Bay salmon account for roughly 1/3 of the total value of all Alaska salmon. It is the single most valuable salmon fishery in Alaska. But ex-vessel value for Bay sockeye is lower than sockeye harvested in most other Alaska regions - and the price gap is growing wider. Until recently, no broad-based organization existed to promote Bristol Bay seafood, to work on improving quality or address infrastructure needs - all of which will help improve ex-vessel prices.

Bristol Bay permit holders are now changing this. Recently passed state law authorizes the establishment of Regional Seafood Development Associations (RDSA's). Under this new law, an RSDA may market and promote the region's seafood, seek improvements to the area's infrastructure, work to raise quality. An RSDA may also

conduct market research, education and product development.

On May 19, 2006 Bay driftnet permit holders approved a 1% assessment on their harvest. That tax will be deducted from drifter's fish tickets starting in 2006. Tax revenues from the drift fleet will start flowing to the BB-RSDA in late 2007.

A board elected by assessed permit holders will control the BB-RSDA. In the Spring of 2007, driftnet and setnet permit holders will elect representatives to sit on the BBEDC board. This elected board determines policies, priorities and specific programs ([www.bbrsda.com](http://www.bbrsda.com)).

The following information is provided by the State of Alaska Economic Information System – Department of Commerce, Community and Economic Development, [www.commerce.state.ak.us](http://www.commerce.state.ak.us).

## Herring

Alaska herring is a prized commercial seafood product. Traditional industry practices dictate that fish tenders buy herring directly from fishermen on the fishing grounds. A majority of the catch is frozen and shipped overseas, where it is further processed and sold. A tremendous value-added opportunity appears to be lost under this scenario. The value of herring could be increased through a number of strategies, including industry tax incentives to attract shoreside processing infrastructure, and an examination of export trade laws, tariffs and non-tariff trade barriers affecting the sale of secondary processed herring from Alaska. Research into this issue could begin with an examination of the commercial herring fishery in British Columbia, Canada, where exporting unprocessed herring is limited to 25% of the total harvest.

Western Alaska's healthy, sustainable herring resource is dedicated almost entirely to the sac roe market. Besides developing the value-added herring processing capacity

described above, the industry could further profit from the fishery by sorting herring by gender and selecting the lower-value male herring for the commercial bait market. Pursuing other avenues, such as the strong European canned pickled herring market, is a way for the industry to diversify and possibly increase prices.

### Halibut

Dillingham Census Area residents are becoming increasingly involved in the halibut fishery. The region has access to a fair amount of halibut Community Development Quota through its CDQ group, the Bristol Bay Economic Development Corp. BBEDC manages the halibut 4E and 4D fishery. Residents possess the skills needed to longline for halibut, making this fishery is a good candidate for the next large-scale fishery in the region. In an effort to accumulate sufficient harvest to support operations, residents need to accumulate halibut Individual Fishing Quota. They must be purchased and could be acquired through state and federal loan programs.

### Groundfish

The Bering Sea groundfish fishery represents a promising opportunity for the region's residents. The fishery includes species such as pollock, sablefish, Pacific cod, king crab and tanner crab. As revenues from other fisheries continue to dwindle, movement into the groundfish industry will likely grow. Groundfish fisheries are not year-round; they are generally conducted during the winter months, which allows considerable free time for subsistence and other village activities.

Although the groundfish fishery occurs just off the coast of Western Alaska, local participation has been limited. A major contributing factor of this lack of involvement is the absence of deep-water ports in the area capable of accommodating groundfish harvesting vessels

Dillingham area residents have an opportunity to earn a living in the groundfish fishery, and perhaps own revenue-producing assets, by working with BBEDC. The CDQ program was created in 1992 to help local residents

gain access to the groundfish industry. In 2000, the group facilitated groundfish-related employment for more than 210 Western Alaska residents who earned about \$750,000.

#### Emphasis on less capital intensive fisheries

The Bering Sea is home to a number of fisheries. Some are better suited for smaller vessels, from 60-feet to 120-feet, while others utilize larger vessels, 300-feet or more. Given the expense of the larger vessels, employment and eventual ownership in smaller operations will likely provide more immediate opportunities for local residents. Several considerations in this regard include:

- **Utilize Community Development Quota groups.** CDQ groups own groundfish operations. If qualified individuals from the region attain the skills necessary to operate these vessels, there may be opportunities for ownership in the future.
- **Labor force development.** The groundfish industry is dangerous and strenuous. With a small

population base, the number of individuals who participate in this industry will be few. Work force developers may focus on these individuals and support them to encourage their success.

- **Capital accumulation.** As local residents increase in rank, salary and experience within groundfish operations, they may decide ownership is the next appropriate step. These vessels can be expensive and require significant purchasing power. As Dillingham Census Area residents work in groundfish operations, putting aside funds for future investment will be important.

#### Sport Fishing

Sport fishing is a valuable use of the fish resources. The region has the potential to market itself as an attractive sport-fishing destination. Continual development of this industry should involve locals and may be most effective if partnerships are established with sport fishing operations that have good access to markets.

## **New Fisheries Development**

Healthy stocks of arctic char, pike, Dolly Varden, rainbow trout and whitefish make up a significant part of the local subsistence fishery. These stocks may provide the basis for new commercial fisheries, at least for in-region sales, if stock assessments are able to show sufficient resources and subsistence concerns are addressed.

## **Economic Issues for Fisheries Development**

### Salmon Run Restoration

The Alaska Board of Fish has established a management regime called stocks of concern to assist in identifying and developing plans to rebuild failing salmon runs, including several important runs in the region. Focused management efforts by government resource agencies, the seafood industry and local communities are essential to building a healthy coastal and upriver fishery. Several strategies that can promote salmon restoration include:

- **Maintain "stocks of concern" status.** Keep stressed stocks on the forefront of Alaska Department of Fish and Game management activities.
- **Management coordination.** Encourage cooperation among the various managing agencies, including the Alaska Department of Fish and Game, U.S. Fish and Wildlife Service, and the North Pacific Fishery Management Council.
- **Monitor habitat.** Maintain strict accounting of escapements and habitat.
- **Research.** Continue to study the causes of salmon declines in Western Alaska.

### New Focus

There is a growing recognition by Alaska communities, government and the seafood industry that widespread structural changes will be needed if the state is to compete with farmed salmon and other protein sources.

The glut of farmed salmon on world markets has lowered salmon prices, which in turn has brought a significant amount of attention to the inherent inefficiencies in the state's salmon industry. Several strategies to address these inefficiencies are under review. The following summary provides a general breakout of problem areas and possible solutions.

### Harvesting

Inefficiencies in the harvesting of salmon may be addressed by reviewing the following areas:

- Equipment/technological savings: Various technologies and equipment that have not been used by the salmon industry or in certain regions could be utilized. These might include devices to increase catch efforts, as well as equipment to enhance on-board processing and quality practices.

- Operational improvements: Reviews of fishing vessel operations may help weed out inefficient systems and practices.
- Fleet consolidation: Several schemes that would reduce the number of vessels on harvest grounds are under review. These include buy-back options and permit stacking.
- Vessel size and gear type: Salmon vessels are limited in length depending on the fishery. It may be advisable to consider eliminating or changing vessel size restrictions. Further, other methods of harvesting salmon besides those currently allowed in specific regions may be considered.

### Processing

Many processing facilities in Alaska are old -- some have been around for more than 100 years -- and have expanded without adequate reviews of their functional efficiencies. Likewise, the processing technology is often antiquated and may not be producing the types of

products that will boost sales to new consumers. Work may be initiated to analyze areas such as:

- Utilize value-added and more efficient production equipment in conjunction with marketing efforts. Production equipment may be readily available that will increase yields, support new products and lower associated costs. Existing technology could be explored to determine whether it would be applicable to the Alaska salmon industry.
- Expand the use of resources. Issues surrounding fish waste and poor utilization of product may be addressed in an effort to develop new products and maximize profits. Identification of technologies to create new products may include fish meal, oils and fuel.
- Lower costs and increase productivity. Production equipment is one way to lower costs and increase profits for processors. Reduced costs may come with changes in labor requirements. Increased

profits may result from extracting greater yields or producing higher value products.

- Provide incentives for change. There are certain incentives that might promote increased efficiencies. Tax incentives for new capital equipment that produces a high-end product is an example.

#### Quality

Alaska salmon is known in the marketplace as having inconsistent quality. Test programs are underway to develop a process that would establish quality standards that begin on the fishing grounds and reach all the way to the grocery store or food service provider. Production costs are higher in remote locations like the Dillingham Census Area. To make matters worse, fewer available fish means higher production costs as the cost of processing per pound increases. While these factors may be outside the control of local fishermen and processors, improved product handling will help maximize the value of the salmon and could result in better ex-vessel prices.

Improved handling begins by rapidly chilling the fish in order to lock in the natural high quality. However, recent information compiled by the Commercial Fisheries Entry Commission shows that only 12 (2%) of the 579 vessels registered in the Dillingham Census Area have refrigeration equipment, compared with 16% of vessels statewide. A number of quality enhancement techniques may be effective in Western Alaska. Several include:

- Positive harvest incentives. Fishermen may see higher prices for iced and bled fish.
- Quality control program. Establish quality control programs that monitor the quality of fish from the time of catch through to the point of sale.
- Positive processing incentives. Plant managers earn greater commissions for producing higher-grade species.
- Incentive for cooling equipment. Propose tax incentive programs and other low-interest outlets

to increase refrigeration equipment on commercial vessels.

- Mandatory ice provisions. Create a program to ensure that fishermen delivering in a day have ice on board before heading out to the fishing grounds.
- Quality training. Processors and harvesters participate in seafood handling training programs.
- Inspecting Hire neutral, third party quality inspectors.

### Market Strategy

Not only does the Alaska salmon industry need more marketing funds, but as innovative marketing programs come on line, it will be important to develop a statewide salmon marketing plan. This plan should consider the following points:

- Product forms and branding attributes: In conjunction with a quality seal program, Alaska

could shift its focus to developing products that earn the greatest return. Marketing efforts could support this new production focus. Further, branding efforts should be relatively consistent in order to avoid sending conflicting messages to consumers that may ultimately damage the greater marketing effort.

- Untapped markets: Exploration of untapped or under-utilized markets may lead to an increase in Alaska salmon's presence.
- Target under-utilized species and harvests: Targeted marketing efforts may increase the success and maturation of under-utilized species and harvests.
- Capital infusion: A marketing plan must identify adequate funding sources.
- Incentives to make changes: Marketing programs could be established that provide public funds to salmon industry participants who increase product

quality, develop new products and conform to overall marketing plans.

### Regulatory Review

Changes to regulations affecting the salmon industry may deserve consideration. The industry may operate more efficiently if modifications are made to various management structures without negatively impacting areas such as resource sustainability and food safety. Issues for review may include:

- Taxation practices: There may be inconsistent and confusing taxation practices among industry participants. If warranted, some changes to the tax structure could increase industry incentives for development.
- Gear restrictions: Harvest gear is highly regulated. A review of harvest regulations may consider whether changes are warranted.

- Exclusive fishery restrictions: Existing regulations prohibit salmon vessels from harvesting in more than one area per season. Consideration could be given to changing this and other such restrictions.
- Area management practices: Creating a more flexible local management structure may lead to greater efficiencies through timely in-season management. There may be specific changes to allow for liberalizing local management.
- Harvest to market issues: Regulations may need to consider how harvest management affects the salmon products in the marketplace. Consideration of how harvest management may improve the marketability of the product and promote the highest and best use of salmon is important.

### Freight

High freight costs are one of the greatest impediments to maximizing the value of seafood in Alaska. The cost of shipping product to global markets is prohibitive due to

the lack of infrastructure to service larger cargo planes. The following might help lower the cost of freight:

- Enhance key transportation nodes. Government agencies and local communities should work to lengthen runways in key communities to allow for direct flights of large aircraft to and from Anchorage.
- Regional coordination. Spreading processing activities throughout the region is not cost effective, given the lack of resource and volume and the freight costs. Instead, the region could consider aggregating production capacity to a few central areas. Communities could develop some form of profit-sharing system to ensure that all communities benefit from economic opportunities. This may include a sharing of employment opportunities, lodging and other services that facilitate processing operations.
- Employment of technology. Processors may explore the latest technologies to increase yields

on their products. Removal of skin and bone may reduce the freight costs considerably.

### Other Input Costs

Energy, labor and other inputs are costly for the Alaska salmon industry. Fuel efficiencies and experimental projects may lead to cheaper forms of energy. While untenable to employment efforts, production facilities may need to introduce technological improvements to processing equipment that minimize labor costs. There are a number of other inputs to the fishing industry. If some of these could be competitively provided in-state, as opposed to being imported from outside Alaska, the industry may witness additional cost savings.

### Capital Recruitment

At a time when the salmon industry cannot afford significant reinvestment, there is a tremendous need for capital. Public and private funding sources should be explored in conjunction with each of the above areas as they relate to a common revitalization plan. Creative

financing techniques, such as tax incentives, will be important to review.

### Resource Assessment

Comprehensive resource assessments on the available resources in the area are not available. Without adequate information, it is difficult to gauge the potential of establishing other commercially viable fisheries. Funding, directly for resource assessment, is necessary to evaluate possible alternative fisheries.

### Barriers to Groundfish Fishery

The United States began to develop its Bering Sea groundfish fisheries in 1976, following the passage of the Magnuson Act, which established U.S. jurisdiction over coastal waters out to 200 miles. By 1989, the U.S. fishing fleet had fully utilized the available harvest. The Community Development Quota program was established in 1992 to help local residents gain access into the groundfish industry. No other mechanism promotes involvement of Western Alaskans with offshore Bering

Sea resources. At this time, the U.S. groundfish fleet is fully developed. Any future involvement in the fishery by Western Alaskans is expected to occur only gradually.

The groundfish industry is going through a period of consolidation. Recent congressional legislation and fishery management plans have emphasized privatizing the public fishery resource. This has made it more expensive to enter the fishery. For example, the Individual Fisheries Quota (IFQ) halibut management system limits access to those individuals with an established history in the fishery, or those who later bought halibut quota shares. New entrants must now come up with the cost of vessel and gear, and pay the price to access the fishery. As some of the initial entrants into the groundfish fishery leave the industry, those who remain become more entrenched.

Involvement in Alaska's groundfish fishery operations requires considerable investment and expertise. Factory trawler companies are multimillion-dollar operations. Their employees must possess sophisticated business and

technical skills to compete in the industry. These companies not only employ seasoned captains, engineers, plant managers, maintenance crews, deckhands and processors, but headquarters are staffed with accountants, human resource professionals, administrators, lobbyists, marketing arms and sales forces.

#### Limited Investment Capital

Investment capital must be accumulated locally if residents are going to participate in the economic development of their offshore resources. A long-standing problem in the Census Area has been the outflow of cash from the region. Most items consumed in the area are purchased through Anchorage or other out-of-region locations. However, some products used in the fishing industry could be developed locally. Bait herring, in particular, could be harvested in-region and sold to halibut fishermen. Gear repair, net production and other fisheries-related services could be provided locally. One approach to accumulating capital in an area with a

limited labor pool is to start with a simple production and follow phased stages of development. As capital increases along with expertise, expansion of production will continue, bringing higher returns to participants.

## **Fish Processing**

### Onshore

At present, three seafood processor operations in the Dillingham Census Area are listed with the Alaska Department of Environmental Conservation. They are located in Togiak, Dillingham and New Stuyahok. With decreased prices for sockeye salmon, production is down for all three.

The number of processors in the Dillingham Census Area fell dramatically over the last few years. Mid-decade profits brought many processors to the area, but market conditions of late have left very few players.

### Offshore

The BBEDC owns 20% of the F/T Arctic Fjord and has access to roughly 2% of the Bering Sea pollock through its CDQ allocation. This puts the group in control of about 2.5% of the total pollock processing activity in the Bering Sea. Arctic Fjord also participates in other fisheries. BBEDC also owns 50% of the Bristol Leader, a 167-foot freezer longline vessel, giving the CDQ group some access to processing operations in cod, sablefish and halibut.

## **Subsistence**

The Dillingham Census Area economy has a mix of cash and subsistence economies with a relatively high dependence on both. According to Alaska Department of Fish and Game surveys, the total annual harvest of wild foods is about 1.75 million pounds, or about 369 pounds per person. Subsistence activity is significantly higher in the smaller communities outside the hub community of Dillingham, where the cash economy predominates. While the average annual wild-food harvest was 242 pounds per person in the City of Dillingham, it ranged from 363 pounds to 830 pounds per person in the

outlying villages.

### **Transportation**

Transportation access within the Dillingham Census Area presents significant challenges. This extensive rural region consisting of 11 small, widely scattered communities is located in the northeast corner of Bristol Bay where severe seasonal weather conditions prevail. Substandard airports, inadequate marine facilities and lack of roads impede the movement of people and goods.

Aviation is the principle means of transporting people to communities in the Census Area. A lack of interconnected roads means lighter goods such as mail and perishable food typically move by air. While airfreight comprises less than 2% of all Southwest Alaska freight movement by volume, in the Dillingham Census Area airfreight accounts for about 20% of the total freight moved. Air service plays a major role in the movement of high value, time-sensitive items and serves communities seasonally inaccessible by water. The U.S. Postal Service Bypass

Mail program provides a significant amount of this freight and passenger service.

Bulkier, heavier materials like dry goods, fuel and building materials arrive by water. Dillingham Census Area communities depend on ports and harbors and barge transfer sites for commercial freight purposes. There is relatively little funding dedicated to building these facilities, which are fundamental for economic development to occur in the region.

As the Census Area's small population continues to grow at a rate slower than the rest of the state, justifying new expensive transportation infrastructure projects in the region - especially new airports and roads - remains a challenge. Residents favor projects that improve airport facilities and winter trail travel over inter-regional roads. Emerging transportation patterns for the near future will emphasize a combination of aviation improvements, winter trail safety upgrades and marine facility upgrades. Winter trail improvements and marking projects are ongoing. A number of Dillingham-area communities have

recently started installing high-visibility trail markers along portions of winter trails, part of a regional system of winter trails connecting nearby census area communities extending from Naknek to Goodnews Bay. Between 1994 and 2001, the Dillingham Census Area received \$43.5 million for transportation-related capital improvement projects, with airports receiving 18% (\$8 million), roads 77% (\$33 million), and ports and harbors 5% (\$2 million).

#### Air Transportation

Demand for better air connections, increased service and safer travel between communities in Dillingham Census Area reflects a trend found throughout rural Alaska. Local leaders, air service carriers and state aviation planners have agreed to undertake runway safety improvements, and upgrade navigational aids instead of building new airports, runways or adding new terminals. According to Alaska Department of Transportation and Public Facilities officials, annual reductions since 1983 in the department's operating and maintenance budget has resulted in a focus on facility maintenance in the area

instead of building new facilities. In some cases, this required the closing of facilities or restricting airport operating hours. Although current federal aviation funding to Alaska is \$80 million - up 30 % from four years ago - the amount is half of what the State needs to fully fund statewide aviation infrastructure. None of these funds may be used for operation and maintenance of facilities. During the past seven years, the Department of Transportation and Public Facilities spent \$8 million in Dillingham Census Area on aviation improvements. The DOT/PF and the Federal Aviation Administration are currently updating the Dillingham Airport Master Plan.

#### *United States Postal Service Bypass Mail Program*

Bypass mail, a U.S. Postal Service (USPS) fourth-class mail distribution system, is a vital economic component of air transportation in a region that includes Dillingham Census Area. Communities that serve as postal hubs enjoy significant economic benefits through employment, services and regular air schedules. The Dillingham airport serves as the Census Area's postal hub. The bypass mail rate structure is designed to make mail delivery to rural

communities affordable. Despite a lack of ground delivery services in most rural Alaska communities, the Postal Service charges ground delivery rates for fourth-class mail delivered to rural communities by air. For example, to send a 65-pound package from Anchorage to Dillingham via a private freight carrier would cost \$30.45. Sending the same package via bypass mail would cost only \$9.04, less than one-third as much. In Alaska, this program amounts to more than \$100 million annually, and is responsible for moving as much as 100 million pounds of freight each year.

#### *Bypass Mail Program Issues*

Last year, the U.S. Postal Service reported a deficit of more than \$2 billion. Much of this deficit was attributed to the bypass mail program. Should Congress decide to reduce the size and scope of the program, it could drastically affect the way not only mail, but also other consumer goods reach rural areas in Alaska that are off the road system. Strategies being discussed to manage the cost of Postal Service activities and still meet increasing demand in the area include adding more

airport hubs, lengthening runways to accommodate larger aircraft, flying larger payloads, and improving scheduling to maximize deliveries.

#### Land Transportation

##### *Regional Roads*

The lack of long-distance roads and the limited number of inter-village and year-round roads connecting the Dillingham Census Area with other parts of the region keeps communities isolated from the rest of the state. A top consideration for improving transportation access to area communities involves high freight costs in the region. Freight shipping costs impose significant constraints on the region's ability to develop and support a stable, diversified economic base. A comprehensive analysis on freight movement costs and interregional roads may be found in the report "Freight Impact Analysis of Potential Alaska Peninsula Roadway Segments, 1999-2000."

During the summer of 2001, state transportation planners working with local communities studied the benefits and costs of new roads with other transportation needs in the area. One road priority for the near-term that emerged from this process was the construction of a two-lane bridge connecting the Aleknagik community on the north and south shores of Aleknagik Lake. Separation of the village has resulted in the duplication of government services and the loss of community cohesion. Expected benefits of the road link between the north and south shores include improved public safety, access to health care and enhanced local economic opportunities.

Long-term planning calls for local, state and federal transportation authorities to secure important regional transportation corridors for future travel needs. These include: the Pacific Marine corridor, Cook Inlet to Bristol Bay corridor, Alaska Peninsula corridor, and Dillingham to Bristol Bay corridor.

### Winter Trails

Traditional winter trails are the only means of transporting essential supplies to rural communities at times when winter storms prevent air travel. These trails also provide an important means of intercommunity contact throughout the year. Several Southwest Alaska census areas, including Dillingham, are connected by a system of trails linking communities from Goodnews Bay to Naknek.

### Water Transportation

Ships, ocean barges and river barges account for nearly three-fourths of goods shipped within the Dillingham Census Area. Alaska Marine Highway System freight haul makes up less than 1% of the region's total freight movement. Large tidal ranges and limited docking facilities present numerous challenges to marine shippers operating in the Census Area. In the Dillingham - Bristol Bay region, it is common for barges to be grounded at low tide and to spend a tide cycle on the beach

discharging cargo. Barge-mounted cranes are typically used.

### *Barge Facilities*

Most Southwest Alaska commercial freight traffic moves by private barge lines. Dillingham communities, especially the City of Dillingham, depend on serviceable marine facilities for commercial and transportation purposes.

Upgrading existing barge facilities and building new facilities could improve water and land-related transportation activities in the Dillingham Census Area by increasing the frequency of trips by vessels capable of handling more freight. However, the state has not funded barge terminal projects in the past, leaving that up to the private sector. Residents end up paying more for freight when barge transfer infrastructure is inadequate or absent. The U.S. Army Corps of Engineers funds some navigation projects, but funding levels are low and do not approach the funding needs in the Census Area for surface transportation or aviation facilities. Without dedicated federal-funding sources to build marine

facilities, comparable to funding available at the national level for aviation and road projects, inadequate marine transportation infrastructure will continue to impede economic progress in the region. The Denali Commission may provide a source of future funding to help address a dearth of marine facility infrastructure in the region.

The City of Dillingham completed construction of an All-Tide Dock in 2006. Property to expand dock operations was recently acquired by the City of Dillingham and more acquisitions are under way. A dock plan should be completed to address operations transitions and expansion.

### Ports and Harbors

Characteristics of marine ports have a bearing on marine shipping costs. Ports with shallow water - like those found in the Dillingham area - are more expensive to serve than deep-water ports because freight moved through shallow parts requires additional vessels, personnel, and handling. A 1999 Alaska Department of

Transportation and Public Facilities study of the Census Area classified marine facility into three types:

- Commercial: Able to accommodate vessels of 20 feet of draft engaged in interstate and international cargo shipment.
- Community: Able to accommodate vessels of less than 20 feet of draft involving movement of people, and community supplies, as well as fish products and interstate cargo.
- Fishing and Recreational Boat Moorage: Provides permanent or transient commercial fishing vessel moorage for boat 100 feet or less.

Community-class marine facilities exist in Aleknagik, Clarks Point, and City of Dillingham. The City of Dillingham also has commercial fishing and recreational boat moorage facilities. The City of Dillingham is currently seeking grant funds to create a Harbor Development Plan.

The previous information is provided by the State of Alaska Economic Information System – Department of Commerce, Community and Economic Development, [www.commerce.state.ak.us](http://www.commerce.state.ak.us).

### **Transportation Planning in Dillingham**

The Curyung Tribal Council recently completed a Long Range Transportation Plan that identifies priority road projects in Dillingham. A summary is attached as an appendix. The Curyung Tribal Council and the City of Dillingham work together to leverage available funding sources to achieve community transportation goals and priority projects.

The Curyung Tribal Council recently established its Indian Reservation Roads Program with the BIA. This program, based on a tribal-share formula, provides approximately \$250,000 a year to the Tribe for community transportation projects. The top two priorities in this plan are Tower Road and Wood River Road upgrades.

Other plans that include Dillingham's transportation

projects are the City's CIP, the Department of Transportations Southwest Alaska Transportation Plan, and DOT's Statewide Transportation Improvement Plan.

The Denali Commission created a grant program in 2006, Denali Access Transportation, per the federal transportation bill, SAFETEA-LU, that provides a funding mechanism for waterfront and road projects. The City of Dillingham received a grant in 2006 from this program for boat ramps upgrades and parking enhancements in the Small Boat Harbor. A grant from BBEDC was used as match.

The Alaska legislature passed HB291 in 2006 that provides a grant program for municipal-owned harbor infrastructure improvements.

In addition, the City works with the Army Corps of Engineers to make improvements at the Small Boat Harbor, such as shoreline erosion and bank stabilization projects.

In 2006, the Bristol Bay Native Association hosted an Economic Summit where strategies to improve transportation planning were explored. Key outcomes of this discussion were to educate communities on funding mechanisms, as well as to develop a "lead" agency or group in the region to maximize resources and to avoid duplication of efforts by various tribal and governmental agencies.

The following transportation projects are top priorities for Dillingham:

- Tower Road Upgrade
- Wood River Road Upgrade
- Downtown Streets Rehabilitation
- Small Boat Harbor Improvements

### **Utilities**

The utilities sector includes water, sanitation systems, solid waste treatment and disposal, and bulk fuel storage. Clean water and safe sanitation systems are essential for the Dillingham Census Area's economy. Communities involved in seafood processing - a major

employer in the area - require safe sources of potable water. Water, sewer and solid waste facilities provide skilled employment and on-the-job training for residents involved in the operations and management of sanitation systems. Also important is availability, safe storage and timely distribution of bulk fuel used to power electrical facilities that run water pumps and sanitation systems in area communities, as well as providing energy for heating and transportation.

In recent years, the City of Dillingham has received grant funding from Alaska Department of Conservation and the Alaska Native Tribal Health Consortium landfill improvements, as well as water and sewer improvements.

Major utility issues include the need for improved utility management practices and the limited ability in communities to pay for the operation and maintenance of utility facilities. Perhaps the most important issue is the need for better planning to ensure that utility facilities constructed in a community are appropriate for that

community in terms of both need and affordability. The City of Dillingham will conduct water and sewer, as well as landfill rate studies in the next few years, in an effort to sustain operations and maintenance of these utilities.

### **Water and Sanitation**

Rural drinking water and sewer systems remain the focus of a major effort by state and federal government to implement much-needed upgrades. Statewide, nearly 66% of rural Alaska households use piped or closed haul systems - twice the number of households that were on these systems compared with a decade ago. Most of this progress has occurred over the past decade as communities continue to convert from honey bucket systems to flush/haul, home septic or community septic systems. These improvements are especially noteworthy considering the major environmental and technical challenges of designing and constructing sanitation facilities in rural Alaska. 2000 Census data indicates that Dillingham has 1000 housing units of which 90% have covered pipes or closed haul systems.

The Environmental Protection Agency and Indian Health Service each contribute about \$10 million annually for water and sanitation projects in rural Alaska. Statewide, roughly 127 state/federal water and sewer projects are underway. When completed, the percentage of Alaska households with access to basic, safe water and sanitation will increase to 85 %.

The City of Dillingham adopted a Water/Sewer Master Plan in 2003 and is implementing it in logical phases and through grants and low interest loans obtained from ADEC and ANTHC.

The ADEC and Alaska Rural Water Association will be providing technical assistance to the City of Dillingham in 2006 to create a wellhead protection plan, which will outline mitigation and planning measures to protect community water sources.

### **Solid Waste Disposal**

Improperly controlled solid waste in rural Alaska communities is a significant problem. Most rural Alaska

communities use open landfills to dispose of their solid waste and many of the landfills do not meet recent changes in federal solid waste laws. Current estimates indicate as many as 90% of rural communities use disposal sites best characterized by the "open dump" which presents environmental, health, and safety concerns. An open dump is defined as a solid waste disposal facility that fails to comply with federal environmental and public health performance standards. Properly functioning solid waste systems should safely dispose of such hazardous wastes as batteries, used motor oil or refrigerator coolants.

Alaska's solid waste regulations closely resemble federal regulations. However, Alaska has a special congressional exemption to certain federal requirements. Federal solid waste regulations direct that small, local landfills be closed and replaced with new regional solid waste facilities, sealed and routinely monitored. The State successfully argued the impracticality of these changes for rural Alaska, citing as factors the extreme remoteness of Alaska rural landfills, a lack of adequate transportation

infrastructure, and high replacement costs. The Alaska Department of Environmental Conservation has regulatory authority over landfill sites in the state and has developed the four following landfill classifications:

- **Class 1 Municipal:** Accepts more than 20 tons per day of solid waste.
- **Class 2 Municipal:** Accepts between 5 - 20 tons of solid waste per day.
- **Class 3 Village:** Accepts less than 5 tons of solid waste per day.
- **Class 3 Camp:** Accepts less than 5 tons of solid waste per day in remote locations (mining camps, fish camps, logging camps, lodges)
- **Non-Municipal:** Pertains to landfills that accept industrial, mining, oil, and wood waste.

The City of Dillingham operates a class 2 landfill. The old landfill site was closed out three years ago. A new cell site, transfer station, and burn box have been incorporated to current operations.

Bristol Environmental and Engineering Corporation is currently under contract with the City to design a second cell site for future landfill expansion, as well as to update the Solid Waste Management Plan.

### **Bulk Fuel Storage**

Demand for heating oil and gasoline in the region is increasing due to growing population, an increase in the number of new homes with oil stoves, and more snow machines, cars and trucks, all-terrain vehicles, and boat engines. In addition, water and sewer system upgrades discussed above will require additional power, which in turn requires more fuel. Diesel fuel typically arrives by barge. Communities in the Dillingham Census Area depend on the majority of their bulk fuel shipments from supplies arriving at the City of Dillingham. One principal carrier, Northland Services, makes seven to nine trips to the Census Area annually. Bulk fuel storage in Dillingham is provided by private enterprise.

## **Utilities Issues**

### Operation and Maintenance Costs

As progress continues in constructing basic utility systems, communities with new systems must be able to operate and maintain them. The associated costs can be a significant challenge for small communities without economies of scale. According to a 1999 statewide Rural Utility Business Advisor (RUBA) survey analysis, 64% of 134 small villages charging for water and sewer services operate at a loss. Researchers at the Alaska Institute of Social and Economic Research examining sustainable utilities in rural Alaska, made the following observation in report currently under development:

To supplement customer fees, communities use other locally generated revenues, (taxes, bingo receipts, gravel sales, etc.) state revenue sharing, and Tribal funds to help cover operations and maintenance expenses. One solution would be to develop appropriate fee schedules and effective collection policies. More important is the need for careful planning of projects, including

substantial community involvement, which produces system designs appropriate for the community. Another strategy is to investigate alternative technologies that might be more effective in small rural communities. Both of these strategies are identified in Section Five: Goals, Objectives and Actions of this plan.

## **Energy**

Like most other areas in rural Alaska, communities in the Dillingham Census Area depend heavily on imported oil for power generation and space heating. Recent increases in the cost of fuel and declines in income from the Bristol Bay salmon fishery have rekindled efforts to identify ways to lower energy costs and utilize local energy sources. Near-term opportunities for energy cost reductions are in the areas of wind power, diesel generation efficiency, and energy conservation. More than half of the regional shareholders live outside of the region in part, due to the high cost of energy.

### Current Power Generation and Consumption

Power generation in the seven communities in the Dillingham Census Area is exclusively fueled by diesel. Dillingham and Aleknagik, which are connected by an electrical intertie, consume 77% of the energy within the Census Area. After the Power Cost Equalization subsidy, power costs vary considerably—from 14 cents per kilowatt hour in Dillingham to 34 cents per kilowatt hour in Ekwok. Similar to other areas, Dillingham Census Area customers purchase most of their power during the winter. However, the influx of people associated with the Bristol Bay fishery has resulted in a second peak period in July.

### Energy Planning

In 2006, the Bristol Bay Native Association hosted an Economic Action Summit, where a major focus was placed on addressing the high cost of energy in Bristol Bay. Strategies are being developed to reduce the cost of energy and include exploration of wind power and

biomass energy, as well as the establishment of fuel cooperatives, and options to displace diesel. The high cost of energy was determined to be “public enemy number 1.” Regional leaders determined that short term goals to reduce energy costs were to support fully funding a Power Cost Equalization and a PCE endowment and to support augmenting Low Income Home Energy Association Program. Long-term goals were to become non-reliant on diesel by 2025; establish fuel coops; finding storage for bulk fuel purchases; and developing a Regional Energy Plan.

### **Oil and Gas Development**

In 2004, the Alaska Department of Natural Resources issued a preliminary finding for proposed Bristol Bay exploration license. Through the finding process, the ADNR proposed to allow exploration licensing within Nushagak Bay, but with the stipulation that exploratory drilling can only be conducted directionally from onshore locations.

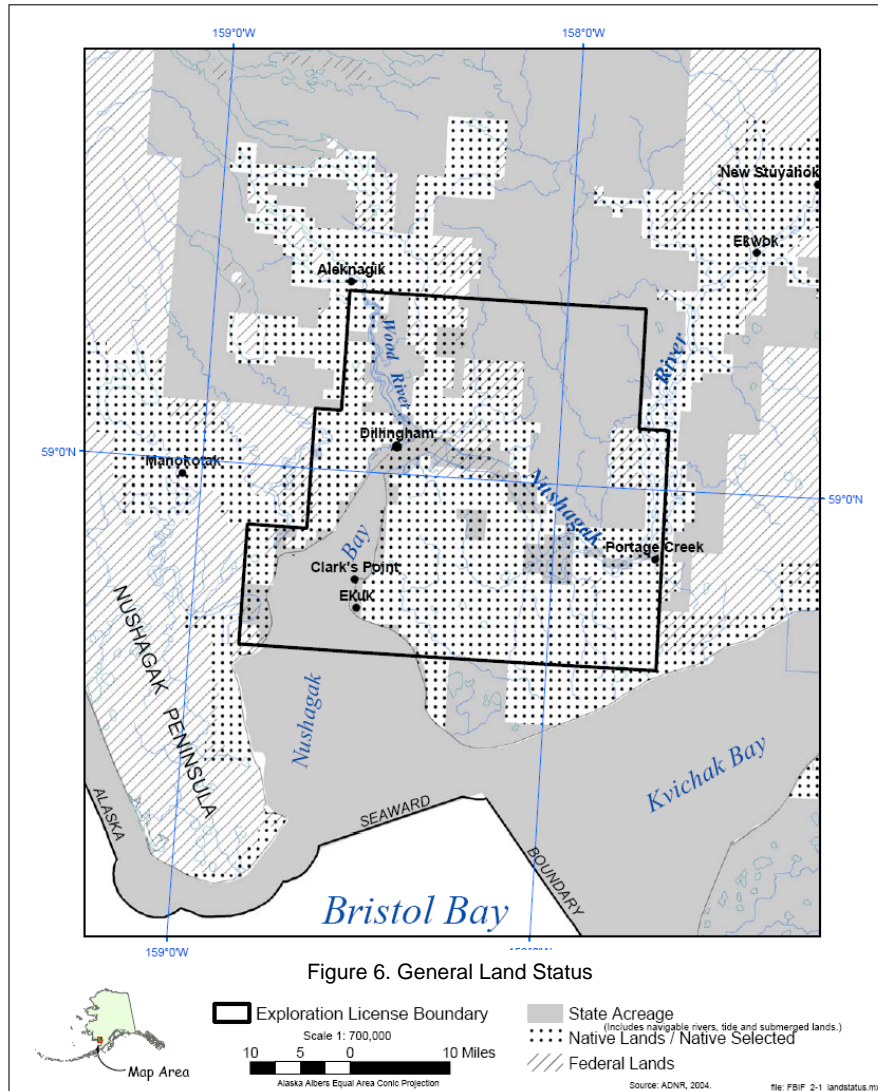


Figure 6. General Land Status

The license area lies within the Dillingham Census Area, and is not within an organized borough. The State of Alaska identifies any area of the state that is not within the boundaries of an organized borough as a single unorganized borough. As an unincorporated area, the Dillingham Census Area is recognized as part of the unincorporated borough. Land ownership is a mixture of Native, state, federal and private holdings. As the largest private landowners in Southwest Alaska, the Native corporations have the greatest potential for resource development.

The Bristol Bay lowlands' greatest potential is as a gas province. For the most part, potential gas is expected to be of biogenic origins, but where the Tertiary section is thickest and deeply buried thermogenic gas may also be encountered. Based on well and outcrop data, the non-marine sections contain coals capable of releasing methane gas. Of great uncertainty, however, is the maturity and rank of the coals and their ability to deliver

gas in economic quantities. Estimates at this stage are very difficult to make for either in-place or recoverable gas reserves. It would seem reasonable, however, to hypothesize a number in the multiple BCF's (billion cubic feet) of gas up to 1 TCF (trillion cubic feet).

In general, the possibility of encountering gas from coals or from conventional clastic (sandstone or conglomerate) reservoirs is considered fair to moderate in the license area. The chance of encountering economic oil accumulations would seem quite low.

No petroleum exploratory wells have been drilled to date in the Bristol Bay/Nushagak lowlands. Further to the southwest along the Alaska Peninsula ten wells have been drilled into the onshore extension of the Bristol Bay basin. None of these wells were a commercial success but most had fair to moderate shows of gas and/or oil.

The previous information is an excerpt from the Proposed Bristol Bay Exploration License, Preliminary Finding of the Director, March 3, 2004, and is accessible at

<http://www.dog.dnr.state.ak.us/oil/products/publications/bristolbay/bif/bbch2.pdf>.

### **Bristol Bay Energy Development Investigations**

The ADNR requested \$750,000 in the Governor's FY07 Capital budget for planning dollars to further investigate hydrocarbon potential as a means to meet current and future energy demands of the region, as well as to spur economic activity. The scope of work entails a phased evaluation lowlands east of Dillingham and potentially other lowland areas surrounding Bristol Bay via geologic exploration, seismic acquisition, and stratigraphic test drilling.

The Bristol Bay Native Corporation, City of Dillingham, Curyung Tribal Council and the Bristol Bay Native Association encourage environmentally responsible development of oil and gas that does not adversely impact fishery and wildlife habitat resources. All of these agencies recognize the need for low cost energy; the BBNA has taken the lead on finding alternatives for low

cost energy by developing the Bristol Bay Alternative Energy Task Force. Goals and objectives are outlined in Section Five that address the City's regional role in energy development.

### **Mineral Development**

At this time, there are few prospects or mineral occurrences in the Dillingham Census Area that are likely to be economical due to low metal prices, market demand or the lack of power supply and other infrastructure. At present, there is insufficient information about these prospects to estimate their economic viability.

#### Economic Opportunities for Mineral Development

Under the right circumstances, three mineral prospects in the Census Area could be commercially viable. The Kemuk Mountain iron prospect is very large, but would need to contain sufficient platinum-group metals to raise mine revenues to an economically viable level. The Shotgun gold prospect and the Sleitat tin-silver prospect

also have development potential, but both must see an increasing commodity price, better access and an affordable source of power to be potentially economic.

#### Economic Issues for Mineral Development

There is insufficient information about any of the prospects in this Census Area to speculate on the economic viability, but all are far from any infrastructure, and would be costly to access and develop. Furthermore, there is no power available, and until the projects are substantially advanced, no specific requirements can be estimated.

Detailed airborne geophysical surveys would positively supplement the reconnaissance-scale aeromagnetic surveys and the geologic mapping completed by the U.S. Geological Survey.

Known Mineral Materials within the Dillingham Census Area

*Coal*

There are no known coal resources within the Dillingham Census Area.

*Non-Metallic (industrial) Minerals*

There are probably substantial resources of sand, gravel and rock within the area, but no systematic geological surveys of these resources have been completed.

*Metallic Minerals*

- **Shotgun Hills (Gold, copper, lead, zinc, arsenic, molybdenum).** First discovered by Cominco, NovaGold Resources drilled about 10,000 feet of core. From this drill program a resource of almost 1 million ounces of gold at a grade of 0.038 ounce of gold per ton in a series of quartz veins and rhyolite dikes was determined. This prospect is similar to the Donlin Creek deposit to the north in the Bethel Census Area.

- **Sleitat (Tin, tungsten, silver, copper, zinc, arsenic, bismuth).** This prospect is about 84 miles northeast of Dillingham and 80 miles west of Iliamna. The tin and tungsten minerals occur in coarse quartz-mica-tourmaline-topaz veins called greisen. There are two major greisen zones estimated to contain 28.6 million tons of rock grading 0.37% tin, 0.04% tungsten, and about 0.5 oz./ton of silver, for a total of 128 to 212 million pounds of tin.
- **Kemuk Mountain (Iron, titanium, platinum, palladium).** Humble Oil drilled into this buried 2.2 billion-ton iron deposit in 1958 while investigating a large aeromagnetic anomaly. It is about 40 miles northwest of Dillingham. Reports indicate 2.2 billion tons of 15% to 17% iron, 2% to 3% titanium and some platinum-group elements. Select samples of the 1958 core, which was recently returned to Alaska, confirms the presence of platinum and palladium. Further work is needed to evaluate this prospect.

- **Cinnabar Creek (Mercury, antimony).** Produced about 525 flasks from small shears in basalt dikes. The cinnabar is associated with the antimony ore stibnite.
- **Kagati Lake (Mercury, antimony).** Prospect contains small shears with antimony and mercury, but in a granitic body, not basalt.

The previous information was provided by the State of Alaska Economic Information System – Department of Commerce, Community and Economic Development, [www.commerce.state.ak.us](http://www.commerce.state.ak.us).

### Pebble Copper/Gold Mine

The Pebble Mine project is a controversial proposal to build a very large open pit gold mine in southwest Alaska, near Lake Iliamna. The Murkowski administration and the mining industry favor the idea, while many fishermen and local villagers oppose it. The site sits at the headwaters of two major Bristol Bay drainages (Nushagak and Kvichak), and potentially poses a large

threat to the region's salmon. Dillingham is located at the mouth of the Nushagak/Mulchatna watershed where the Kuktuli River drains into it. The City of Dillingham passed Resolution 2006-21, Opposing Large Scale Mining and the Proposed Pebble Copper/Gold Mine in the Bristol Bay Region on April 20, 2006.

### **Tourism**

Tourism in the Dillingham Census Area is heavily dependent on a world-class sport fishing industry that draws thousands of visitors each year. People also travel to the area to kayak the spectacular stair-step lakes of Wood-Tikchik State Park or visit the Walrus Islands State Game Sanctuary to see the largest walrus haul-out sites in North America and the largest concentration of sea birds in the state. Visitors come to the Census Area to hunt moose and caribou, raft rivers and take flightseeing tours. Many of the region's attractions can be explored independently or through guided services in Dillingham and other communities.

Cultural attractions near Dillingham include the Russian Orthodox Church, the old village of Nushagak, old community buildings and the Samuel K. Fox Museum that features a collection of traditional Yup'ik Eskimo sewing, hunting and food gathering implements and artifacts. Native arts and crafts are available in most of the area's communities.

Although visitation in this region is lower than other parts of the state, the quality of visitor experience is unsurpassed by other areas. The most recent comprehensive survey of out-of-state visitor patterns, opinions and expenditures — Alaska Visitors Statistics Program III, 1993-94 — found that 76% of visitors to Southwest Alaska were more likely to return within five years. This compares with the 33% to 41% of visitors to other parts of the state who indicated they would return.

### Tourism Planning

Dillingham is a hub community in Bristol Bay and Southwest Alaska and is ideal for tourism development.

Section Five: Goals, Objectives and Actions, includes promoting Dillingham for tourism. While the City cannot be the lead agency for such development, it can work with other local and regional entities to do such.

In 2006, the Bristol Bay Native Association hosted an Economic Summit where tourism development in Bristol Bay was explored and strategies for development identified. The following outcomes were produced:

#### *Solutions & Strategies:*

##### 1. Find the Right Market

Conduct market research to determine who would visit the region, what they want to do when they get there, and how much they are willing to spend.

##### 2. Target that Market

Come up with a marketing plan that will find the people who actually want to come to Bristol Bay, and offer them the tourism opportunities they want.

### 3. Engage in Cooperative Marketing

Share marketing costs and build brand identity for the region. Create region-wide marketing plan and web portal. Organize a marketing partnership. Work with regional and statewide entities to promote brand and product.

### 4. Build a Strong Image of Bristol Bay

Work to create a consistent identity and experience, increase Bristol Bay's reputation as a tourism destination.

### 5. Lower Cost of Travel

Work with air carriers and other operators to find the "break-even" point for travel expenses, set trip minimums to be sure costs are covered and combine services with other vendors to share costs for clients. Find other ways to off-set costs.

### 6. Lower Operational Costs

Share booking services and use web technology to allow multiple businesses to share an office, staff person, phone line and related expenses.

### 7. Increase Access to Start-Up Costs

Work with regional and state partners and private enterprises to create low-interest loan programs for business start-up and expansion.

### 8. Increase Workforce Capacity, Business Know-How

Utilize ample existing business training opportunities and technical assistance to improve new businesses' chances of success. Work to establish business mentoring program with area businesses and through AFN or other regional or statewide organizations. Train youth to become involved in successful businesses and learn valuable skills that will help in growing tourism businesses.

9. Inventory Existing Cultural Resources  
Register traditional place-names, historic sites, places of cultural importance, traditional stories and people. Plan and document ways to use these resources for tourism development, as well as ways these resources are to be protected and reserved from commercial uses.

Clearly, a lot is happening in Dillingham and in the Bristol Bay Region with regard to infrastructure and transportation planning/improvements, economic and tourism development. It is recommended that Dillingham continues to work with local, state, and regional agencies and groups to maintain its hub status in Southwest Alaska. Pointed recommendations on how to achieve this are outlined in *Section Five: Goals, Objectives and Actions*, as well as *Section Seven: Implementation Strategy*.

## Section Three: Population & Housing Characteristics

(Pages 52-56)

- Population and housing stats from census data

Traditionally a native area with Russian and Scandinavian influences, Dillingham is now a highly mixed population of non-Natives, Eskimos, Aleuts, and Indians. Approximately 61 percent of the population is of Native heritage. Population growth has fluctuated over the years, with the highest population growth occurring in the 1930s and 1960s. The year 2000 population was 2466 individuals. The 2004 population is 2422. This population doubles in the spring and summer months due to commercial fishing and tourism.

The following tables represent population estimates from 1920 to 2004 (Table 3); the 2000 population by race (Table 4); a break out of the 2000 population by gender and age (Table 5); and population projections from 2003-2023 (Table 6). Table 4 assumes an annual growth rate of 2.6 percent, which is the average annual growth rate for the City from 1980 to 2000.

**Dillingham - Census Population –Table 3**

year	Pop	Y/Y %Change
1920	182	N/A
1930	85	-53.3%
1940	278	227.1%
1950	577	107.6%
1960	424	-26.5%
1970	914	115.6%
1980	1,563	71.0%
1990	2,017	29.0%
2000	2,466	22.3%
2004*	2,422	-1.8%

\* State Demographer's Estimated Pop Number

**Population by Race—Table 4**

Population in 2000:	<b>2,466</b>
White:	878
Alaska Native or Amer. Indian:	1,296
Black:	16
Asian:	29
Hawaiian Native:	0
Other Race:	15
Two or More Races:	232
Percent Native*:	60.90%
(*Percent reporting Alaska Native alone or in combination with one or more races)	
All or Part Alaska Native/Indian:	1,503
Hispanic Origin (Any Race):	86
Not Hispanic (Any Race):	2,380

**Population by Gender and Age—Table 5**

Male:	1,273
Female:	1,193
Age 4 and under:	241
Age 5 - 9:	228
Age 10 - 14:	257
Age 15 - 19:	178
Age 20 - 24:	113
Age 25 - 34:	290
Age 35 - 44:	464
Age 45 - 54:	381
Age 55 - 59:	122
Age 60 - 64:	69
Age 65 - 74:	81
Age 75 - 84:	31
Age 85 and over:	11

Median Age:	32.8
Pop. Age 18 and over:	1,612
Pop. Age 21 and over:	1,538
Pop. Age 62 and over:	154

**Estimated Population Projections—Table 6**

Year	Population	Year	Population
2004	2733	2014	3532
2005	2804	2015	3624
2006	2877	2016	3718
2007	2951	2017	3815
2008	3028	2018	3914
2009	3107	2019	4016
2010	3188	2020	4120
2011	3270	2021	4228
2012	3356	2022	4337
2013	3443	2023	4450

## Housing

Year 2000 U.S. Census figures reported 1,000 housing units within the City of Dillingham. Of these, 88 percent were occupied, 4 percent were vacant due to seasonal use, and 8 percent were vacant all year. The average household size was 2.75 individuals

### Housing Characteristics

<b>Total Housing Units:</b>	<b>1,000</b>
Occupied Housing (Households):	884
Vacant Housing:	116
Vacant Due to Seasonal Use:	39
Owner-Occupied Housing:	433
Median Value Owned Homes:	\$130,400
Renter-Occupied Housing:	451
Median Rent Paid:	\$815
Total Households:	884

Avg. Household Size:	2.75
Family Households:	599
Avg. Family Household Size:	3.37
Non-Family Households:	285
Pop. Living in Households:	2,433
Pop. Living in Group Quarters:	33

Ascertaining data for population and housing characteristics proved difficult; 2000 Census data proved to be the most comprehensive. It is recommended that the City of Dillingham explore a more proactive approach to enforcing municipal code, such as issuing tickets for violations, related to building and land use permits. This would help the City track indicators more effectively and be able to plan better. Not only would it be possible for the City to better plan for housing needs and land use patterns, but better enforcement could also increase the prospect for more realized tax revenue.

## Section Four:

### Community Facilities, Utilities, Services

(Pages 57-65)

- Overview
- Assessment of City Services

Around 90% of homes are fully plumbed. Dillingham's water is derived from three deep wells. Water is treated, stored in tanks (capacity is 1,250,000 gallons) and distributed. Approximately 40% of homes are served by the City's piped water system; 60% use individual wells. The core townsite is served by a piped sewage system; waste is treated in a sewage lagoon. However, the majority of residents (75%) have septic systems. Dillingham Refuse Inc., a private firm, collects refuse three times a week. The Senior Center collects aluminum for recycling, and NAPA recycles used batteries. The Chamber of Commerce coordinates recycling of several materials, including fishing web. A new landfill site with a transfer facility was constructed in 2003. Nushagak Electric owns and operates a diesel plant in Dillingham

#### **Assessment of City Services.**

Another important tool to achieving the overall goals established in a comprehensive plan is completing an annual assessment of city services. An annual assessment documents the current condition of the organization, as well as tracks progress on improvements

made and notes those that are needed. This tool should be used in tandem with annual strategic and work plan development efforts organization-wide, as well as during annual budget and capital improvement program planning.

Below is an excerpt of narrative descriptions of each City department and program. The entire 2006 assessment is attached as an appendix.

### **Administration**

Administration consists of two employees. The City Manager ensures that the policy direction set by City Council is implemented and that the City's delivery of public services is provided in an efficient and cost-effective manner. The Manager is hired by and accountable to the City Council to oversee the day-to-day operations of the City. Among the Manager's duties: prepare and recommend budget for the Council; recruiting, hiring, and supervising City of Dillingham staff; enforcement of ordinances; purchasing and contracting;

supervision of fiscal operations; and providing to the City Council complete objective information to support the City Council in its decision-making process.

### **Buildings and Grounds**

One full time employee and one temporary employee (as city funds allow) maintain all City-owned buildings, excluding the school occupied buildings. These include City Hall, Library/Museum and grounds, Downtown Fire Station and Bingo Hall, Lake Road Fire Substation, Airport Fire Substation, Potato House, Senior Center, Dock Office, Public Safety Facility, Harbor Master's House, Carlson House, City Maintenance Shop, Quonset, Storage Containers, Water Plant, (2) Well Houses, (7) Sewer Lift Stations, Landfill Office and new bath house.

Buildings and Grounds performs the scheduled maintenance of (30) oil-fired boilers, water heaters, and furnaces as well as monitoring the collection and burning of (20,000) gallons of waste oil at the City Shop. Their disciplines involve all elements of construction and

maintenance such as plumbing, electrical, mechanical, carpentry, and landscaping.

The City of Dillingham also owns the Dillingham City School District facilities, but does not maintain these structures. The School District is responsible for maintaining these city owned buildings.

### **City Clerk**

The City Clerk's office consists of one full-time employee. The clerk gives notice of time & place of council meetings; attends meetings; records and certifies all actions of the council; arranges publication of notices, ordinances and resolutions (maintaining & filing accordingly); attests deeds and documents; administers all oaths required by law, is custodian of the city seal and official records; is responsible for elections, is the registrar for the city and works closely with the state election office for absentee voting and overseeing elections; and is responsible for the code book &

updates. The clerk assists the City Manager in preparing the agenda & information for the council packet.

The clerk assesses personal property, enters personal and business property onto Access program for billing purposes, works closely with the assessors on real property for accuracy, prepares tax roll for certification, prints & mails tax bills, and works closely with Finance/Collections on real and personal property foreclosures. The Finance Director, Accountant, Collections and the City Clerk meet bi-monthly to discuss collections and progress on large accounts.

### **Community Services**

Community Services has one officer (CSO) and is responsible for the enforcement of Animal Control Ordinances; the licensing of domestic animals, disease control to include rabies, and the remediation of bear and other wildlife incursions in the City.

The Community Service Officer also provides the City of Dillingham and the Dillingham Department of Public

Safety services relating to public intoxication as the first point of contact the Department has with persons who are intoxicated or incapacitated in public places. The CSO provides referrals of intoxicated or incapacitated individuals to appropriate medical and/or sobriety services. Additionally, the CSO assists with the development of programs that involve the Department with the citizenry, such as the Friday "Game Night", a yearly "bicycle amnesty" where bicycles which became Department property are offered to the public.

### **Corrections**

The Corrections Division of the Dillingham Department of Public Safety has one full-time supervisor and four full-time correction officers and provides safe, appropriate housing for a variety of misdemeanor and felony inmate classifications, ranging from those serving time locally (average length of stay of one (1) week to ten (10) days, with a twenty (20) day cap) and inmates awaiting judicial process (arraignment, trial or sentencing), to those being transferred to other facilities. The Dillingham Jail receives the majority of its funding from a contract with

the State of Alaska. The facility maintains an eight (8) bed cap. The facility processes detainees from a variety of regional sources including the Dillingham Police, Alaska State Troopers, Department of Corrections Adult Probation, Togiak Police and regional village VPSO's. During the calendar years 2000 to 2005 an average of 551 persons per year were processed through the facility. In calendar 2005 a total of 602 persons were booked through the facility for a total of 2,825.5 man-days billed to DOC, or an average of 7.8 man days of incarcerate time per day, each day, every day of the year.

In addition to detention and associated administrative activities, the Corrections Division of the Dillingham Department of Public Safety coordinates community work service and provides much of the janitorial services and some light maintenance on the Department of Public Safety facility. Additionally, through the Corrections Division inmates are provided access to a commissary, church services, bible study, substance abuse education, and resources for adult learning, provided through the

University of Alaska Bristol Bay Campus Adult Learning Center.

### **Dispatch**

The Dispatch Center staffed by one full-time supervisor and four full-time police dispatchers serves as the receptionist for visitors to the Department of Public Safety, coordinates jail visitation, receives correspondence and shipments, and directs citizens to appropriate resources. Dillingham provides the only 24-hour emergency contact in the region; dispatchers manage over 31,000 calls each year, including E-911 emergency calls. Dispatchers handle incoming DPS calls and for numerous other agencies that include; police, fire, ambulance, State Troopers, mental health, and village public safety officers. They also coordinate air life response, search and rescue, and monitor the VHF emergency channel.

### **Department of Motor Vehicles**

The Department of Motor Vehicles (DMV) staffed by one clerk offers full service vehicle registration, licensing, and testing of motor vehicle drivers. In a single year, more

than 1,100 vehicle registrations were issued along with almost 900 driver's licenses and 81 road tests. The DMV office also manages bicycle registrations, provides notary services, and processing of police report requests. The DMV office manages the Department of Public Safety's computerized records system and document records.

### **Dock**

One Dock Superintendent and one Dock Assistant operate the facility seasonally from April through October with support from Public Works on an as needed basis. Duties include record keeping, loading and unloading of vessels, and general longshoreman duties. Approximately 40 million pounds of freight crossed the dock in the year 2001.

### **Finance**

The finance department staff consists of six people; Finance Director, Assistant Finance Director, Accountant, two accounting techs and a part time file clerk. Operations include accounts payable, accounts receivable, cash receipts, journal entries, utility billings, payroll, grant

reporting, budgeting, collections, fixed assets, front counter assistance, fund and account analysis, annual audit, CAFR, and other projects as needed.

### **Fire/EMS**

The Dillingham Volunteer Fire Department & Rescue Squad is comprised of 35 volunteers, two full-time employees (the Fire Coordinator & the Equipment Technician), and during the summer, one seasonal EMT is employed for two months.

The department provides fire and EMS coverage 24 hours a day, 7 days a week, to the entire city. The Fire Department & Rescue Squad also responds outside the city limits. On average, they respond to 300 rescue calls and about 20 fire calls per year. This year, 3,201 hours were volunteered for training. Approximately 1,407 hours were volunteered in rescue and fire calls. The fire department has been instrumental in obtaining an ISO rating of 5 within 1,000 ft. of a hydrant and an 8 outside

of the core town site. This has resulted in a significant savings in insurance costs for the community.

### **Harbor**

The Dillingham Small Boat Harbor staffed by one full-time and one seasonal employee, provides facilities and moorage for commercial and recreational boats. The leased Wood River site has a developed boat ramp that is supported by adequate parking, and refuse collection. Kananak Beach offers beach access with no facilities. At the harbor proper, mooring floats, walkways, restroom facilities, fresh water, electricity, campground, telephone, refuse, oil, waste oil collection, and used nets collection, safety information, radio monitoring and coordination of City services support an annual fleet count of about 600 boats. In addition to offering harbor facilities and services, the Harbormaster also participates in off shore rescues and coordination of maritime search efforts.

### **Landfill**

Two full-time employees, as landfill operators, one part-time landfill attendant maintain State certified Class II

Landfill in safe and sanitary condition. Department receives, burns, compacts and buries MSW, and construction debris; receiving and evacuation of freezers and refrigerators for disposal. Charges and collection of fees are done in accordance with City Resolution.

### **Library**

The City of Dillingham Library staff consists of one full time librarian, one part time library aide, one part time student intern, and one part time DCSD library assistant. The library functions as a consortium library and serves the school district, UAF as well as the public.

The library contains over 16,000 items including books, videotapes, CD-ROM computer programs, books on tape and CD, and magazines. Throughout the year, the library purchases current magazines, best-selling novels, non-fiction, and other materials for the residents of Dillingham. The library offers these materials to our patrons at no charge.

The library is a well-used City facility. In fiscal year 2003, the library's attendance was 13,654 patron visits. 13,138 items were circulated during FY03. The library offers 8 computers to patrons for Internet access; these are in almost constant use. Librarians also provide access to the museum and Chamber of Commerce.

### **Museum**

The Samuel K Fox Museum is currently not staffed, the facility is city owned and many of the artifacts contained within have been donated to the city or purchased with City funds.

### **Police**

The police department is comprised of 2 sergeants, 5 patrol officers and the Chief of Police the patrol division offers police protection 24/7/365. Police respond to more than 5,000 calls for service annually, over 600 of which involve reported criminal acts, and make about 300 custodial arrests each year. Police are also involved in community education programs offering bicycle safety,

D.A.R.E. education for school age children, firearms safety, and off-road vehicle safety.

Patrol officers responded to approximately 6000 requests for service in calendar 2005. Of these requests approximately 650 involved investigations resulting in criminal charges, either by arrest or referral, against approximately 350 persons. Patrol officers are also involved community education programs through presentations at schools and civic organizations, D.A.R.E. education.

### **Planning**

The Planning Department, staffed by one full time employee, is responsible for city planning and land use related matters within the City of Dillingham. The primary focus of the Department is the implementation of the Comprehensive Plan. Implementation tools include administering subdivision and land use regulations, flood plain and land use permits, the street addressing system, annual update of the Capital Improvement Plan, capital project planning, participate in the STIP process, and

grant applications. A great deal of useful information and assistance is available to the public through the Planning Department relating to land information and development matters.

### **Streets and Roads**

Four employees (Public Works Director, Public Works Foreman and two Heavy Equipment operators) maintain all paved and gravel City roadways and parking lots. This includes snow removal, sanding, sweeping, grading, and asphalt patching. Seasonally, employees thaw culverts and remove debris, remove ice from boat ramps, and place and remove floats at the Boat Harbor.

Two employees (two mechanics maintain in excess of (60) vehicles and motorized heavy equipment). Mechanics called upon to design and fabricate equipment and materials as needed by other departments.

Note: Public Works employees operate as a cohesive unit. When needed, they will assist in tasks other than those to which they are specifically assigned. These include dock operations; sewer and water repairs, maintenance, construction; and landfill operations.

### **Senior Center**

The Dillingham Senior Center consists of three employees; one full-time and two employees that work at the Senior Center for six hours and two hours for City Hall, and operates primarily from a State of Alaska Nutrition, Transportation and Services grant for Meals, Transportation, and Support Services. The program consists of providing a nutritionally prepared meal five days a week to seniors who visit the center as well as home deliveries. The transportation program is designed to keep elders active and be able to remain at a high level of independence. This service is available to all seniors 60+; and all others that fall under our grant umbrella.

Support Services consists of the social service aspect for the seniors, assisting with paperwork for Social Security, Adult Public Assistance, Guardianship, and housing, shopping, chore service, care coordination and other needs as requested.

The Senior Center budget is responsible for the maintenance of the Senior Center, Bingo Hall, the Potato House, and have two vehicles. It also provides recreational programs for the seniors to meet their health & fitness needs.

### **Water and Sewer**

One Public Works employee is specifically assigned to monitor the water and sewage plants, four wells, and seven sewage pump stations; however, checks are required 7 days per week so the entire Public Works Department assists. The position requires continuing training to obtain and then maintain certification as, Water Distribution Level I, Water Treatment Level I, Wastewater Collection Level I, and Wastewater Treatment Level I. All Public Work's assist in maintenance and repair of water, sewer, and storm drains in an area extending from the Dillingham Airport to the HUD subdivision at the end of Tower road.

An annual review of City services is recommended and to coincide with the City's budgeting process.

## Section Five:

### Goals, Objectives, Actions

(Pages 66-90)

- Purpose of goals, objectives, action in Comprehensive Plan
- Goals, objectives, and actions

It is through goal, objective, and action statements that the comprehensive plan guides physical, economic, and social development of the community.

#### Definitions:

- Goal: a desired condition or future state  
Objective: a directive aimed at a goal  
Action: a specific task or program for achieving goals and objectives

The following goals and objectives are an inclusive picture of Dillingham and were determined by community members, city officials and staff through various means including a public opinion survey, public workshops and public hearings. Government, economic development, land use, transportation, utilities, and community programs/facilities are all addressed in this section with regard to future planning and development. The order in which these goals, objectives and actions are not indicative of assigned priority nor are they in themselves implementation tactics. An implementation strategy is proposed in Section Seven.

# Land Use-Goal 1:

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Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community.

## Objective 1.1

Explore options to enhance Downtown Dillingham aesthetically and functionally.

**Action 1.1.1** Statewide Transportation Improvement Plan project: Dillingham Downtown Roads Rehabilitation

**Action 1.1.2** Develop special land use district in the town center to maintain and encourage economic viability.

**Action 1.1.3** Provide more public spaces such as parks and encourage the preservation of natural habitat areas.

**Action 1.1.4** Develop sidewalks downtown that are safe, well lit and link to other pedestrian trails.

**Action 1.1.6** Research tax incentives to encourage businesses downtown to clean up and maintain property and public facilities such as sidewalks and landscaping.

**Action 1.1.7** Research public/private parking improvements downtown.

**Action 1.1.8** Provide pedestrian friendly facilities to encourage walking around downtown Dillingham.

**Action 1.1.9** Promote an alcohol free zone.

**Objective 1.2**

Ensure responsible land use balancing residential and commercial development and open space preservation.

**Action 1.2.1** Expand water and sewer infrastructure to service all of the Dillingham core town site.

**Action 1.2.2** Work with developers and private property owners to utilize existing infrastructure, limit sprawl and encourage urban infill development

**Action 1.2.3** Inventory existing open spaces and establish plan to encourage preservation of more.

**Action 1.2.4** Require that all proposed subdivisions are brought before the Planning Commission.

**Action 1.2.5** Work with Choggiung, Ltd. to complete transfer of 14(c) (3) conveyances to the City of Dillingham per the Alaska Native Claims Settlement Act.

**Action 1.2.6** Develop municipal management plan for public lands conveyed to Dillingham by Choggiung Ltd. pursuant to Section 14 (c) (3) of the Alaska Native Claims Settlement Act.

**Action 1.2.7** Promote the reservation and dedication of open space in subdivisions during the platting process.

**Action 1.2.8** Reserve easements for expansion of utilities during subdivision process.

**Action 1.2.9** Research mechanisms to preserve viewsheds, such as utilizing context sensitive design principles and restricting building heights

### **Objective 1.3**

Rid the community of junk cars and abandoned dwellings.

**Action 1.3.1** Research brownfield development in Dillingham and inventory potential sites for redevelopment that could provide for economic benefit to a private enterprise that specializes in salvaging junk cars and parts.

**Action 1.3.2** Research EPA grant funds to conduct a site assessment of the old landfill to determine feasibility of brownfield redevelopment.

**Action 1.3.3** Research and institute zoning practices that preclude property owners from accumulating junk cars/garbage/dwellings in a residential area

and/or require offenders to put up privacy fences.

**Action 1.3.4** City to explore providing incentives and/or create public education program that encourages the remediation of junk cars/dwellings from residential areas.

**Action 1.3.5** Encourage the establishment of neighborhoods associations to be the enforcement mechanism of municipal codes and subdivision covenants.

**Action 1.3.6** Develop a management plan to address abandoned dwellings.

## Government-Goal 2:

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Ensure equitable and efficient provision of public services based upon available resources.

### Objective 2.1

Establish sustainable recycling program.

**Action 2.1.1** Identify city department responsible for participation of recycling services and find a site (landfill).

**Action 2.1.2** Appoint advisory committee to identify city's role in community and regional recycling.

**Action 2.1.3** Develop implementation plan that includes funding options, budget, timeline, etc.

**Action 2.1.4** Provide incentives and education to schools and the public for residents and businesses that recycle.

**Objective 2.2**

Provide an environment that supports community needs and a positive business climate.

**Action 2.2.1** Provide tax incentives for businesses and residents to create and maintain a clean, safe and healthy environment .

**Action 2.2.2** Identify incentives for new businesses.

**Action 2.2.3** Assess tax collections system for efficiency.

**Action 2.2.4** Create public awareness campaign to educate the community on how tax revenues are spent by the City.

**Action 2.2.5** Research various annexation options and borough formation feasibility to increase tax base.

**Objective 2.3**

Employ a Grant Writer

**Action 2.3.1** Continue to fund staff to serve as grant writer for the organization.

## Public Utilities-Goal 3

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Provide adequate, reliable public utilities which serve the most residents with the least cost to the users.

### Objective 3.1

Provide adequate and quality water supply to the City.

**Action 3.1.1** Identify new water source, construct new water treatment plant adjacent to new water source, and replace existing water treatment plant in downtown Dillingham. These tasks are in the Dillingham Water and Sewer Master Plan as Phase 1.

**Action 3.1.2** Continue to apply for grant funds and low interest loans in order to develop new water source and ensure the quality of existing water source.

### Objective 3.2

Carry out Water and Sewer Master Plan adopted in 2003.

**Action 3.2.1** Continue to identify grant opportunities and low interest loans to

implement the phases outlined for water and sewer upgrades and expansion within Dillingham.

**Action 3.2.2** Update the Water and Sewer Master plan in 2008.

**Objective 3.3**

Explore alternative energy sources to reduce energy costs and promote a competitive market.

**Action 3.3.1** Research wind and wave power and other alternative energy sources.

**Objective 3.4**

Insure that the provision of water and sewer services is being covered by user fees.

**Action 3.4.1** Conduct rate study for both water and sewer fees.

**Action 3.4.2** Research special assessments and local improvement districts to fund/pay for system expansion.

# Transportation-Goal 4

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Provide transportation systems that keep pace with community development and insure the movement of goods and people in a safe and efficient manner with little impact to the environment.

## Objective 4.1

Implement Long Range Transportation plan as guide for future development of roads system in Dillingham.

**Action 4.1.1** Adopt a community Long Range Transportation Plan.

**Action 4.1.2** Work closely with Curyung Tribe to maximize funds available from Alaska Department of Transportation and Public Facilities, the Bureau of Indian Affairs and Federal Highways, and the Denali Commission in order to implement phases of the Long Range Transportation Plan.

## Objective 4.2

Utilize ADOT&PF funds to construct and upgrade roads in Dillingham.

**Action 4.2.1** Submit Tower Road Extension to STIP.

**Action 4.2.2** Submit Squaw Creek Road upgrade to STIP.

**Action 4.2.3** Apply for TRAAK projects for inclusion in the STIP.

**Action 4.2.4** Bike paths should be requested with construction and/or rehab of all STIP road projects.

**Objective 4.3**

Establish public transit system for Dillingham.

**Action 4.3.1** Develop public transit plan.

**Action 4.3.2** Research funding opportunities for public transit development.

**Objective 4.4**

Provide safe and quality facilities at the Small Boat Harbor that promote economic development.

**Action 4.4.1** Develop Small Boat Harbor Plan that addresses facility improvement and expansion such as lease lot plan; parking facilities; signage for vehicle movement; boat weigh; and public viewing area.

**Action 4.4.2** Maintain consistent meeting schedule with Harbor Advisory Committee.

**Objective 4.5**

Provide safe and quality facilities at the Dillingham Dock that promote economic development.

**Action 4.5.1** Develop a Dock Plan that addresses facility improvements, operations and expansion.

# Economic

## Development-Goal 5

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Diversified economic base  
and continued economic  
growth which is compatible  
with and enhances the  
community's health and  
safety, and environmental  
conditions.

### **Objective 5.1**

Encourage small business development within Dillingham.

**Action 5.1.1** Explore tax incentives for business owners to encourage growth.

**Action 5.1.2** Develop lease lots in the small boat harbor.

**Action 5.1.3** Provide basic affordable infrastructure; upgrade and expand water and sewer service. (see Goal 3).

**Action 5.1.4** Work with area agencies and private entities to determine what facilities and infrastructure are needed to support local private enterprise.

### **Objective 5.2**

Support the fishing industry.

**Action 5.2.1** Identify infrastructure to support value-added fish processing and the feasibility of the City providing it.

**Action 5.2.2** Utilize BBEDC community seed and infrastructure matching fund grants to fund fishery-related infrastructure projects.

**Action 5.2.3** Support legislation that supports the fishing industry.

**Objective 5.3**

Promote Dillingham as a hub for southwest Alaska.

**Action 5.3.1** Work with area agencies to promote Dillingham’s tourism potential in a responsible manner such that development does not adversely impact our renewable/natural resources.

**Action 5.3.2** Explore the establishment of zoning in the central business district in order to clean up Dillingham.

**Action 5.3.3** Promote ecotourism and cultural heritage tourism opportunities within Dillingham; work with the Chamber of Commerce and other agencies to facilitate.

**Action 5.3.4** Play a role in a coordinated effort to identify tourism opportunities in the region.

**Action 5.3.5** Lobby developers and investors that Dillingham is a potential site for gas pipeline.

**Action 5.3.6** Promote All-Tide Dock as link to marine transportation highway and as link to the villages.

**Action 5.3.7** Support facility improvement/enhancements at the airport.

**Objective 5.4**

Support extraction of natural resources in the region that will realize the greatest long term benefit to the City, and which will not adversely impact fish and wildlife populations and habitats.

**Action 5.4.1** The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers.

**Objective 5.5**

If oil and gas development occur, ensure that it benefits the region's residents and will not adversely impact fish and wildlife populations and habitat.

**Action 5.5.1** The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers.

**Objective 5.6**

Maintain the opportunity for continuation of the subsistence lifestyle in the Dillingham area.

**Action 5.6.1** Maintain public access to subsistence use areas.

**Action 5.6.2** The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers.

**Objective 5.7**

Support the development of a multi-purpose community center.

**Action 5.7.1** Dispose of city-owned land to owner of multi-purpose community center.

**Action 5.7.2** Contribute to community effort by providing technical assistance with planning and grant writing.

**Objective 5.8**

Encourage beautification and integration of art into City landscape and businesses.

**Action 5.8.1** Provide resources for citizen initiative projects that enhance neighborhoods and the community.

**Action 5.8.2** Institute zoning practices that ensure beautification.

**Action 5.8.3** Research options, such as an ordinance, to allow signage that enhances community character.

# Community Facilities & Programs – Goal 6

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Provide adequate,  
affordable and  
accessible  
community  
facilities.

## **Objective 6.1**

Improve the school facilities.

**Action 6.1.1** Renovate existing facilities at the high/middle school and elementary school.

## **Objective 6.2**

Work with community stakeholders to develop a multi-purpose community center.

**Action 6.2.1** Allocate city owned land for the use of multi-purpose community center.

**Action 6.2.2** Contribute to community effort by providing technical assistance with planning and grant writing.

## **Objective 6.3**

Develop and maintain a community recreation program.

**Action 6.3.1** Create a parks and recreation plan which identifies areas for immediate and future facility location, priorities for each facility and funding mechanisms to operate and maintain those facilities.

**Action 6.3.2** Develop a trails plan that is inclusive of nature trails, hiking trails, bike paths, and boardwalks to unique locations.

**Objective 6.4**

Explore opportunities for the museum.

**Action 6.4.1** Maintain an active museum advisory board.

**Action 6.4.2** Explore opportunities for use of historic buildings and sites.

## Section Six:

### Land Use Planning and Development

(Pages 83-91)

- Overview and purpose
- Land use classifications: residential (rural and urban), commercial, industrial, public facilities, unclassified, public/open space reserve

A land use plan is a general guide to future land use patterns. The City of Dillingham Comprehensive Plan Update: Phase 2 comprised an important part of the land use plan for the 1985 Comprehensive Plan Update. Pertinent segments of that plan are also included here.

Other components of the land use plan are the land use goals and objectives found in Section Five and on the appended, updated land use maps. At the time of the 1985 update to the comprehensive plan, land surveys necessitated by the ANCSA 14(c)(3) reconveyancing of land from Choggiung, Ltd. to the City of Dillingham were being conducted. Only a portion of these conveyances have been surveyed and deeded to the City however, much more work is yet to be done. Once goal identified in Section Five is to develop a management plan for these conveyances. For land use planning purposes, it is important that the surveys of these conveyances once completed, be appended to the comprehensive plan update. Appended to this plan, are maps from the

Water/Sewer Master Plan that show water/sewer utility expansion plans.

The land use plan is a general picture of desirable future land use patterns. If it is adopted as official city policy, it can direct public and private decisions about land use toward an orderly development pattern. The plan should provide consistent policy direction to the city's ongoing decisions about land use and community facility siting. In this way, the plan can help reduce the costs and inconveniences of piecemeal development.

Future land use is not always determined by current land ownership. Some sites that are owned by the city are classified for residential use because that appears to be the best ultimate use of those sites. The city can plan to dispose of these lands at the appropriate time. Conversely, some private property is proposed for public use classification, to be acquired at a future date for some public improvement. Thus, use and ownership status are two different matters, although it often

happens that public use sites wind up in public ownership and vice-versa.

Most of the lands classified in the plan for future use and development are vacant at present. In some important instances, however, particularly in the Townsite vicinity, the plan proposes conversion of already developed land to new or more intensive uses. When outdated uses and structures are redeveloped for new uses, the vitality of the central business district and surrounding residential areas is maintained and restored. In practice, this is typically a spotty and erratic process, especially where personal attachments to family homesites and businesses, difficulties in construction finance, financial risk and other obstacle factors can hinder redevelopment. For this reason, the amount of land classified for conversion to commercial and urban residential use exceeds the amount that is likely to be redeveloped. Primarily, the plan defines those areas of the original Townsite and elsewhere

whose location will make them attractive for more intensive use as Dillingham grows.

### **Residential**

Residential development is the most extensive single land use. The residential land use class provides for two levels of density, urban residential and rural residential, and two levels of neighborhood development. The Land Use Plan does not "favor" the urban or rural residential lifestyle. Rather, the residential plan is designed, first, to offer residents a choice of living arrangements to fit their own lifestyle and economic preferences and, second, to stage the installation of public utilities and services to residential tracts so as to assure a high level of use and benefit from city expenditures for capital improvements.

### **Urban Residential**

This class comprises lands served with community sewer and, usually, water utilities and suitable for intensive residential use. The amount of land proposed for urban

residential use is ample for current and future population projections. If this acreage becomes fully developed and more urban residential land is needed, then part of the lands reserved for rural residential use can be reclassified for urban residential use.

The areas proposed for urban residential are in line with existing land use patterns, as well as planned water/sewer upgrades and expansion. The Dillingham Townsite, the Windmill Hill/airport area, and the Snag Point subdivision are included in this class, plus adjacent areas that are suitable for future residential expansion. These areas are already serviced by or planned for the community sewer system and most of them receive city water. Intensive residential development of these areas will enable the city to defer major additions to the utilities system until the growth potential of these neighborhoods is fulfilled by filling in vacant lots and more intensive reuse of underused lots. This will help save on capital improvements and will also help keep down the operating and maintenance cost of utilities.

Residential construction around the downtown core shows a trend toward duplexes and apartment buildings. This shift toward higher residential densities in the central area is a natural progression as Dillingham grows. The plan anticipates the continued upgrade of existing residential land in the periphery of downtown to higher densities. City planning policy should promote the spread of intensive residential uses such as apartments and other multi-family dwellings around the town center.

As the supply of urban residential land becomes exhausted, tracts classified as rural residential can be improved for higher density residential use.

Proposed plats for new subdivisions should be reviewed to assure that the lot and street design, utilities easements, etc., are consistent with eventual installation of community utilities.

Implementation of the urban residential classification will use one or more of a combination of tools. The most important tools will be subdivision review to ensure that plans of subdivision for urban residential tracts observe appropriate development standards and the annual review and adoption of a municipal capital improvements program to coordinate installation of the basic infrastructure (roads, water and sewer, power and telephone, drainage improvements, etc.) that support development at higher residential densities.

#### Rural Residential

This class includes all sizable tracts that satisfy the criteria of good soils and drainage, freedom from natural hazards, suitability for onsite water and sewer, and accessibility, and which are not designated for another specific use. The areas proposed for rural residential classification are on or near the existing road system.

More specifically, rural residential areas include tracts rated by the Soil Conservation Service as having soils and

slopes that can be built on with a minimum of foundation and drainage problems. Also, these sites tend to be satisfactory for onsite water supply and wastewater disposal systems. Finally, as these sites tend to have better tree cover, with higher elevation and scenic views, they generally provide a more attractive setting for homesites.

Beyond compliance with existing subdivision, flood plain and other city ordinances, no special planning controls are recommended for the rural residential areas.

#### Commercial

It is a good planning principle to cluster similar commercial uses rather than disperse them far and wide. Clustering related commercial uses, especially uses that generate a lot of traffic, is more convenient for customers. It also allows shops to share customers as well as common facilities such as parking areas.

The demand for commercial land uses at Dillingham is expected to grow in step with population and economic growth. The commercial land use plan provides for three main sorts of future commercial development.

First, the plan proposes expansion of the traditional and established central business district in downtown Dillingham. Commercial development in the downtown with regard to private enterprise has slowed in recent years however Delta Western Fuels is planning to construct a new office building. Expansion of public facilities, such as the University of Alaska Bristol Bay Campus, the Curyung Tribal Council Building, and the City dock operations, has occurred. This class consists of businesses and office buildings and many existing commercial facilities. About three-quarters of all commercial uses are now located in the downtown district.

Consolidation of trade and commercial services will most likely continue and commercial uses, including offices,

will steadily increase their prominence in the downtown area. This trend implies that some of the underused parcels and older residential buildings will be replaced or converted to commercial uses.

The major obstacle to successful expansion of the downtown commercial district is the cramped street patterns and lack of adequate parking. The Downtown Roads Rehabilitation project in the STIP, will improve traffic flow, parking, pedestrian facilities and traffic safety caused by numerous encroachments and inadequate rights-of-ways.

The supply of sites for new businesses and expansion of existing businesses is also a serious constraint on downtown commercial development. It is noteworthy that a number of the major commercial buildings (Bristol Inn, National Bank of Alaska, Choggiung's Kanquiquaq office building) built over the years have been on underused or improved sites outside the old core area. There still are scattered underused parcels and sites

with poor soils and drainage scattered throughout downtown that could be redeveloped or reclaimed for commercial uses. The city should support this trend which upgrades the use of scarce downtown sites and which, with proper traffic planning and parking arrangements, could relieve some of the congestion downtown.

Appropriate commercial development within the boat harbor and related industrial activities should be encouraged. This facility is a natural and commercially attractive location for marine-related commercial activities.

Other locations ideal for commercial development are those convenient to more populous residential locales outside of the core townsite should be sited. The Windmill Hill/Airport area is an example of this activity. Provisions could be made for the emergence of additional neighborhood commercial areas at the Aleknagik/Kanakanak/Squaw Creek roads intersection if

population growth rates and economic stimulate such development.

### Industrial

Future industrial land use development pattern the existing uses to date. Significant existing industrial uses include fish processing plants and related dock facilities, petroleum storage and public utility plants.

Although the vacant acreage classified for industry is substantial, engineering conditions will permit only a fraction of these tracts to be developed. The bulk of these tracts are located within identified flood hazard areas or wetlands and the coastal zone. This is largely unavoidable because most of Dillingham's industrial activity is marine-oriented, and the most feasible sites are naturally on low lying coastal lands in the periphery of the boat harbor. Thus, there are no ideal choices. It is necessary to find a planning balance that fits both the community's primary economic functions and the shortcomings of these sites.

The proposed approach classifies these sites for marine-related industrial use on the condition that appropriate development standards will be met on a case-by-case, site-by-site basis. There are building practices, such as drainage improvements, landfill, piles, and special foundation designs, that can make industrial development in these districts acceptable. In some cases, development may need to be limited to selected industrial uses that are not flood-damage prone, e.g., open storage areas and seasonal uses. In recognition of the importance of these vacant lands for expansion of the fisheries and marine-related industries, and the overlapping problems of flood plain, wetlands and coastal management they raise, it is proposed that a special management district be defined within which a coordinated process for review and approval of development proposals can be instituted.

The prime area classified for industrial development includes the existing industrial complex comprised of the city dock, the PAF boat yard, the Peter Pan cannery

facilities, plus the industrial and vacant coastal lands in the vicinity of the boat harbor and beyond. Recent land acquisitions by the City of land owned by Omni Enterprises and Pollack, will be utilized to expand dock and cargo storage areas, as well as accommodate truck access.

At Wood River, a fish processing plant may be reopened; a public boat launch is leased by the City of Dillingham. This site has serious limitations for all-tide regional port use due to restrictive channel depths and width and the combination of ice and tide conditions. However, the upland offer about forty acres of staging area and so may be suitable for certain industrial functions. Therefore, it is proposed for industrial classification.

The lower part of Squaw Creek has become established as an industrial area serving the commercial fisheries and is classified for industrial uses.

#### Public Facilities

This class includes many sites already used for existing public facilities and which should remain dedicated to those uses for the indefinite future. It also includes proposed sites for future public improvements.

Examples of existing sites include the school, airport, hospital, city hall, senior center, public safety buildings, boat harbor, numerous public office buildings, maintenance buildings and yards, cemeteries, and miscellaneous other public uses. The plan provides for retention of these sites in public use, making provision for expansion where it appears that expansion will be warranted.

Secondly, the plan identifies sites that may be needed for new public facilities to serve new residential areas and to improve the standard of public services for a growing community.

Because of the process the city went through to identify future city land requirements, many of the site needs for

future community facilities have been identified and will be provided for by lands proposed for reconveyance.

#### Unclassified

Unclassified lands comprise the residue of private lands in areas with poor building conditions. They also include some small tracts and isolated sites that are buildable but were not identified as suitable for extensive development. Thus, unclassified lands may in some instances be suited for rural residential development or other uses to be considered on a case-by-case basis.

#### Public Open Space/Reserve

This class includes sites that have been reserved for public open space.

## Section Seven:

### Implementation Strategy

(Pages 92-127)

- Organizational Setting: Relationships
- Roles and Responsibilities
- Coordinated Plan Implementation
- Public Involvement Fosters Trust and Transparency
- City of Dillingham Organization Chart
- Explanation of Roles and Responsibilities
- Action Plan (Based on Section Five: Goals, Objectives, Actions)
- Plan Evaluation

Approval of this plan by the Planning Commission and City Council does not indicate that it will be carried out. A comprehensive plan is implemented through various means including ordinances, programs, budgets, and other actions. Adoption of these goals, objectives, and action tasks is the necessary first step to plan implementation. This section offers a coordinated, integrated strategy for implementation. Previous comprehensive plan updates did not propose an implementation *strategy*.

#### **Organizational Setting: Relationships.**

Perhaps one evident omission from previous comprehensive plan updates undertaken by the City of Dillingham, is a *coordinated* implementation strategy that addresses the relationships between the various advisory and policy-making bodies, staff, agency partners and stakeholders. Key to implementing a plan, is having a basic understanding of the organization and its relationship to others within its' own structure, and in the community, region, and state. These relationships are

the underpinning of community planning and development. Without regard for the sensitivity of an organization to the direct and indirect effects of decisions and actions made or not made by these players, planning efforts can be inhibited. As such, this section includes an organizational chart that attempts to define and explain the relationships between all of these bodies.

### **Roles & Responsibilities.**

Not only must it be clear who or what the various advisory groups and governing bodies are within the organizational structure and how communication flows, it's imperative that their respective roles are clearly defined. Without a clear and concise understanding of defined roles, and further, responsibilities, the interrelationships of these bodies and groups, are bound to be fractured and the organization stunted as a consequence. This can have a negative effect on community planning. Thus, this section also attempts to define the roles and responsibilities of those identified in the organizational chart.

### **Coordinated Plan Implementation.**

Beyond the intent of explaining the organizational setting and how it affects plan implementation, another omission from previous comprehensive planning updates was an action plan with associated timelines for completion of identified goals, objectives and tasks. One way this can be accomplished is through annual strategic planning efforts. It is recommended however, that the timelines proposed in this implementation strategy mirror and or guide those inputted into strategic plans, or vice versa, as it is further recommended that this section, and Section Five: Goals, Objectives and Actions, be reviewed at a minimum by the Planning Commission every two years. The reasoning for this is two fold; one, plans within the organization should reflect one another in that a strategic or work plan is achieving the overarching goals established in the comprehensive plan, and; second, it should be understood that plans are dynamic and living and should never constrict the organization. Consistent plan review and awareness of comprehensive planning will foster fluid implementation efforts

organization-wide. Further, it is also recommended, if the proposed implementation strategy is adopted, that a roundtable or workshop with all of the various staff, advisory committees, etc. organization-wide, to discuss everyone's role and responsibilities are with implementing the comprehensive plan.

The overall intent of this holistic approach to community planning is to prevent reactionary decisions that are the result of poor planning.

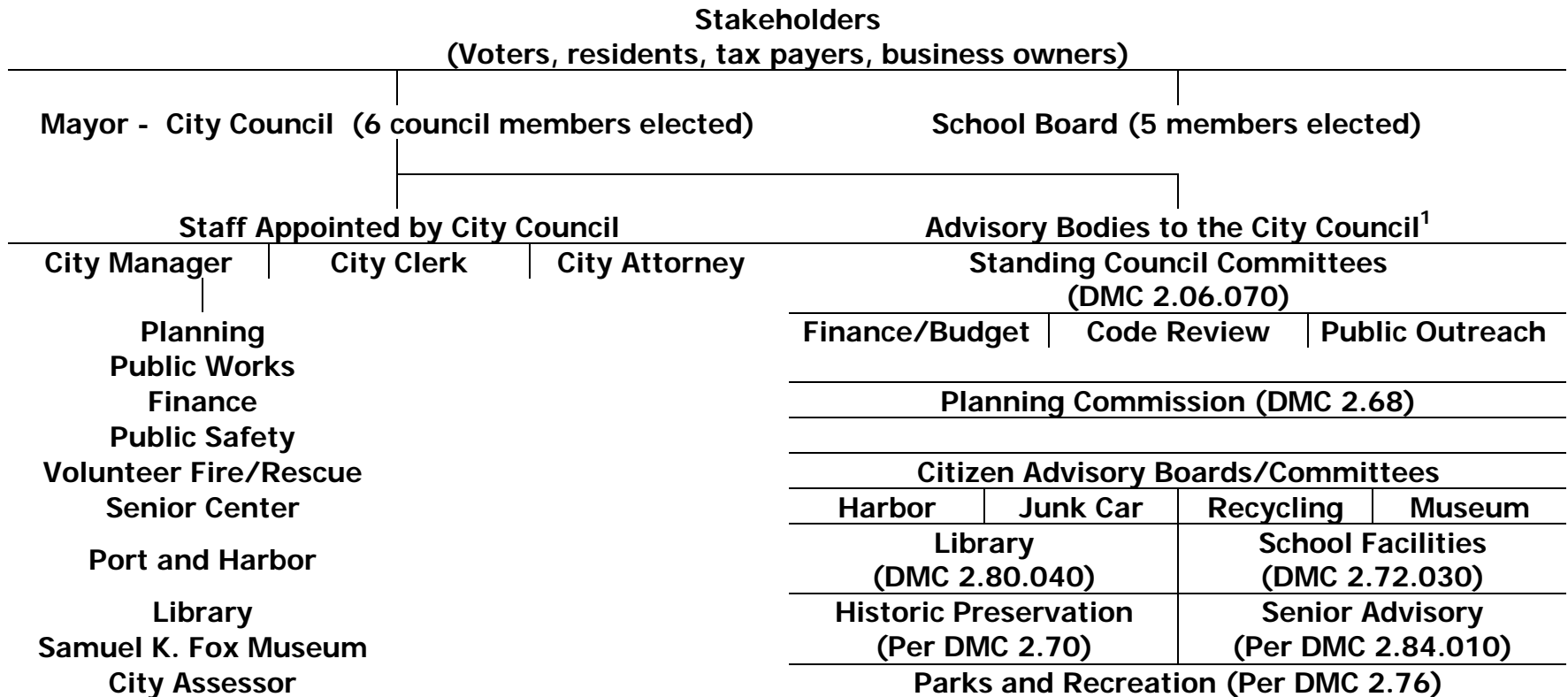
#### **Public Involvement Fosters Transparency & Trust.**

Very little attention has been given to the significance of transparency in government and public involvement in previous comprehensive planning updates. It is appropriate to discuss these issues in this section because without public involvement and the perception of transparency in government, a plan means nothing and implementation may fail and or be done under false pretenses.

Community planning must include stakeholders. Stakeholders must be invited and their input documented. This bottom-up approach fosters buy-in and trust in those that implement the plan on behalf of stakeholders. Public involvement lends integrity to a plan, and subsequent implementation. It also reinforces transparency in government.

If stakeholders aren't asked for input or feedback, then a plan has no real footing as it doesn't include the wants and needs of those it affects. The perception that government doesn't care about those it serves is perpetuated and lack of confidence in administrators and elected officials reinforced. It is incumbent upon administrators and planning staff to invite the public for participation. Included as an **appendix** to this plan is a toolkit for improving public participation from the *International Association for Public Participation*. In addition, a coordinated plan for public involvement could be developed by the public outreach committee.

## City of Dillingham – Organization Chart



<sup>1</sup> Several groups advise the City Council on program, policy, and development matters. Some of these groups are appointed by the City Council and are required per Dillingham Municipal Code and are established in perpetuity, whereas other groups are formed to advise the Planning Commission and/or the City Council on current issues in the community. The standing council committees, planning commission, historic preservation, senior commission, library board, parks and recreation and schools facilities are established by Dillingham Municipal Code. (See Roles and Responsibilities on the next page for these respective groups).

## Roles and Responsibilities

- **City Council (CC):** Establish and review policy for all city services, departments and programs; oversee administration of the city; supervises City Manager.
- **Mayor:** Preside as council meetings; act as ceremonial head of the city; sign documents on behalf of the city per council authorization.
- **City Manager (CM):** Serves as Chief Administrative Officer and is responsible for administering all city programs, departments, and services; is appointed by the CC and serves at its pleasure.
- **City Clerk:** Serves for the primary benefit of the CC and is supervised day-to-day by the CM; gives public notice of all council meetings; keeps journal of all council activity and business; maintains Dillingham Municipal Code (DMC); calls and supervises all city elections.
- **City Attorney:** Appointed by the CC; performs all legal services of the city including those of legal advisor to the council, CM, and all departments and offices of the city; assists city clerk with maintaining DMC.
- **City Assessor:** Appointed by the CM and approved by the CC; provides assessment of the taxes levied by the city.
- **School Board:** Manages the Dillingham City School District
- **Finance/Budget Committee (FC):** Advises CC and is a standing committee; create fiscal policy,

policy statements and plans to achieve long term goals; guide long-term financial stability and promote fiscal responsibility; and completes tasks as assigned by CC.

- Composed of at least two CC members, mayor, CM, finance director or their designees
- **Code Review (CR):** Review and recommend city ordinances as assigned to CC; may recommend ordinances to be assigned; works cooperatively with city clerk and other administrative staff per mayoral approval.
  - Composed of at least two CC members, mayor, CM, and city clerk
- **Public Outreach (PO):** Conducts public meetings on neutral grounds to hear residents concerns September through May; partition areas in the community to deal with issues in that given area.
  - Composed of at least two CC members and mayor.
- **Planning Commission (PC):** Review and recommend comprehensive plan, land use regulations, annual CIP plan, including modifications; act as platting board; act upon variance and conditional use requests; and other review and support per council request.
  - Composed of seven citizens appointed by the mayor and CC; staffed by the Planning Director; meets once a month
- **Historic Preservation Commission:** Survey and inventory community historic resources;

prepare historic preservation plan; review proposed nominations to the National Register of Historic Places

- Composed of seven citizens appointed by the mayor and CC; meets twice a year.
- **School Facilities – Mayor’s Committee:** Advises and updates the CC and school board on maintenance of the schools;
  - Composed of superintendent, school board president, mayor, city manager, public works director, and buildings and grounds director; appointed by mayor and city council; meets quarterly.
- **Parks and Recreation Commission:** Recommends to the CC a city parks and recreation programs and services.
  - Composed of seven adult voting citizens, two non voting student members (one high school and one middle school); appointed by mayor and city council; meets once a month.
- **Library Board:** Establishes operational policies for library and submit to the CC for approval however must not be approved by CC before implementation; advises CC on policy and procedures.
  - Composed of five citizens appointed by the CC; is managed by the CC per DMC 2.80.030.
- **Senior Advisory Commission:** Advises CC, CM, mayor and senior center director of city’s role and participation in development and conduct of

programs intended to meet the needs of the elderly.

- Composed of seven citizens; meets once a month except June and July.
- **Harbor Committee (HC):** Advises the CC on operations, maintenance, policy, and development matters in the Dillingham Small Boat Harbor. The PC and HC, when appropriate, work together on forming recommendations to the CC regarding planning and development in the harbor.
  - Composed of eight citizens; meets at least four times a year; committee not established in DMC.
- **Junk Car Committee (JC):** Advises and recommends to the PC and CC programs and policy related to the city’s role and participation in junk car remediation.
  - Composed of at least one PC member and interested citizens; meets as necessary; committee not established in DMC.
- **Recycling Committee (RC):** Advises and recommends to the PC and CC programs and policy related to city role and participation in recycling.
  - Composed of at least one PC member and interested citizens; meets as necessary; committee not established in DMC.
- **Museum Board:** Advises the CC on operations and policies of the Samuel K. Fox Museum.

## Action Plan

### Land Use

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community					
<b>Objective 1.1</b>	Explore options to enhance Downtown Dillingham aesthetically and functionally.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Conduit for public participation and stakeholder involvement</li> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC and CD</li> </ul> <b>Code Committee (CD)</b> <ul style="list-style-type: none"> <li>▪ Review all proposed ordinances and made recommendation to CC</li> </ul> <b>Partners &amp; Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Department of Transportation (DOT)</li> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ Chamber of Commerce</li> <li>▪ Citizens &amp; Businesses</li> </ul>	1: Statewide Transportation Improvement Plan project: Dillingham Downtown Roads Rehabilitation					
	a. Maintain frequent & consistent communication with DOT; Staff	→				
	b. Hold workshops with citizens during scoping phase; DOT, PC, PD	→				
	c. Leverage all funding sources to move project forward; DOT, CT	→				
	2: Develop special land use district in the town center to maintain and encourage economic viability and responsible development.					
	a. Citizens committee to develop goals and objectives for downtown; Staff	→				
	b. Staff to develop draft ordinance that achieves goals and objectives of citizen committee		→			
	c. Recommendation to PC and CD; PC & CD recommendation to CC		→			
	3: Provide more public spaces such as parks and encourage the preservation of natural habitat areas.					
	a. Staff to advise developers; PC review Title 17			→		

**Land Use**

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community					
<b>Objective 1.1</b>	Explore options to enhance Downtown Dillingham aesthetically and functionally.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>Review/approve PC recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>Planning Director (PD); liaison to CC and staff to PC</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>Department of Transportation</li> <li>Curyung Tribal Council (CT)</li> <li>Citizens &amp; Businesses</li> <li>Chamber of Commerce</li> </ul> <p><b>Finance Committee (FC)</b></p> <ul style="list-style-type: none"> <li>Research tax incentives; recommend to CC</li> </ul>	4: Develop sidewalks downtown that are safe, well lit and link to other pedestrian trails.					
	a. Maintain effective agency relationships with DOT for Downtown Roads Rehab; Staff	→				
	b. Research development of streetscape design and maintenance program; PC and staff	→				
	c. Develop trails plan for pedestrian facility improvements downtown; PC and staff	→				
	5: Research tax incentives to encourage businesses downtown to clean up and maintain property and public facilities such as sidewalks and landscaping.					
	a. Staff work with FC and Chamber of Commerce to identify possible tax incentives; recommendation to CC	→				
	6: Research public/private parking improvements downtown.					
	a. PC and staff develop parking plan (could be component of a Downtown Revitalization Plan)	→				
	7: Provide pedestrian friendly facilities to encourage walking around downtown Dillingham.	→				
	a. See 4a, 4b, 4c					

**Land Use**

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community					
<b>Objective 1.1</b>	Explore options to enhance Downtown Dillingham aesthetically and functionally.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC &amp; FC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC and FC</li> </ul> <b>Partners &amp; Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ Citizens &amp; businesses</li> <li>▪ Chamber of Commerce</li> </ul>	8: Promote an alcohol free zone					
	a. Address in Alcohol and Drug Action Plan: CC and Staff		→			

**Land Use**

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community					
<b>Objective 1.2</b>	Ensure responsible land use balancing residential and commercial development and open space preservation.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>Review/approve PC &amp; CD recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>Planning Director (PD); liaison to CC and staff to PC</li> <li>City Manager; liaison to CC, CD, and oversees technical staff contracts</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>Choggiung, Ltd.</li> </ul> <p><b>Code Committee (CD)</b></p> <ul style="list-style-type: none"> <li>Recommends code changes to CC</li> </ul>	1: Expand water and sewer infrastructure to service all of the Dillingham core town site.					
	a. Implement and update Water Sewer Master Plan; staff					→
	2: Staff work with developers and private property owners to utilize existing infrastructure, limit sprawl and encourage urban infill development					→
	3: Staff inventory existing open spaces; PC and staff establish plan to encourage preservation of more.					→
	4: Staff work with Choggiung, Ltd. to complete transfer of 14(c) (3) conveyances to the City of Dillingham per the Alaska Native Claims Settlement Act.					→
	5: Staff develop municipal management plan for ANCSA conveyances to Dillingham					→
	6: Promote the reservation and dedication of open space in subdivisions during the platting process.					
	a. Staff & PC review Title 17; recommend to CD					→
	7: Reserve easements for expansion of utilities during subdivision process.					
	a. Staff & PC review Title 17; recommend to CD					→

**Land Use**

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community					
<b>Objective 1.2</b>	Ensure responsible land use balancing residential and commercial development and open space preservation.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC &amp; CD recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC and CD</li> </ul> <p><b>Code Committee (CD)</b></p> <ul style="list-style-type: none"> <li>▪ Review all proposed changes to city code</li> </ul>	<p>9: Maintain viewshed of the natural environment in high density, multi-use areas</p> <p>a. Staff &amp; PC research context sensitive design principles; recommend to CD</p>				→	

**Land Use**

<b>Goal 1:</b>	Establish land use policies that accommodate community growth, support the diverse needs of residents, and that protects the health, safety and welfare of the community						
<b>Objective 1.3</b>	Rid the community of junk cars and abandoned dwellings.						
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>	
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>Advisory board to CC and CD for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>Review/approve PC and CD recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>Planning Director (PD); liaison to CC and staff to PC</li> <li>City Manager; liaison to CC and CD</li> </ul> <p><b>Finance Committee (FC)</b></p> <ul style="list-style-type: none"> <li>Explore incentives to residents and property owners for removing junk vehicles</li> </ul> <p><b>Code Committee (CD)</b></p> <ul style="list-style-type: none"> <li>Review PC recommendations re: zoning</li> </ul> <p><b>Junk Car Committee</b></p> <ul style="list-style-type: none"> <li>Advise PC on junk car removal program and/or policies re: remediation and enforcement</li> </ul> <p><b>Partners/Stakeholders</b></p> <ul style="list-style-type: none"> <li>Curyung, Chamber of Commerce</li> </ul>	1: Research brownfield development in Dillingham and inventory potential sites for redevelopment that could provide for economic benefit to a private enterprise that specializes in salvaging junk cars and parts (Staff and PC)					→	
	2: Research EPA grant funds to conduct a site assessment of the old landfill to determine feasibility of brownfield redevelopment.(Staff)						→
	3: Research and institute zoning practices that preclude property owners from accumulating junk cars/garbage/dwellings in a residential area and/or require offenders to put up privacy fences (Staff, PC, CD)					→	
	4: City to explore providing incentives and/or create public education program that encourages the remediation of junk cars/dwellings from residential areas (Staff, PC, Junk Car Committee)			→			
	5: Encourage the establishment of neighborhood associations to be an enforcement mechanism of municipal codes and subdivision covenants.						
	a. Staff research and recommend strategy to PC						→
6: Develop a management plan to address abandoned dwellings (Staff).						→	

**Government**

<b>Goal 2:</b>	Ensure equitable and efficient provision of public services based upon available resources.					
<b>Objective 2.1</b>	Establish sustainable recycling program					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC, PC and recycling committee</li> <li>▪ Finance Director</li> </ul> <b>Finance Committee</b> <ul style="list-style-type: none"> <li>▪ Assist with determining scope of "incentives"</li> </ul> <b>Public Outreach Committee</b> <ul style="list-style-type: none"> <li>▪ Educate Public</li> </ul> <b>Recycling Committee</b> <ul style="list-style-type: none"> <li>▪ Advise PC, CC</li> </ul> <b>Partners/Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council (IGAP), Chamber of Commerce, residents</li> </ul>	1: Identify city department responsible for participation of recycling services and find a site (landfill). (Staff)	→				
	2: Appoint advisory committee to identify <i>city's</i> role in community and regional recycling and make recommendation to PC, CC	→				
	3: Develop business plan that includes funding options, budget, timeline, etc, if City sponsored. (Staff)		→			
	4: Provide incentives and education to schools and the public for residents and businesses that recycle (Staff, FC, PO and PC)		→			

**Government**

<b>Goal 2:</b>	Ensure equitable and efficient provision of public services based upon available resources.					
<b>Objective 2.2</b>	Provide an environment that supports community needs and a positive business climate.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve FC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; liaison to CC and FC</li> <li>▪ Finance Director</li> </ul> <b>Finance Committee (FC)</b> <ul style="list-style-type: none"> <li>▪ Research incentives; make recommendation to CC</li> </ul> <b>Public Outreach Committee (PO)</b> <ul style="list-style-type: none"> <li>▪ Educate public</li> </ul>	1: Provide tax incentives for businesses and residents to create and maintain a clean, safe and healthy environment (Staff and FC)		→			
	2: Identify incentives for new businesses (Staff and FC)		→			
	3: Assess tax collections system for efficiency (Staff and FC).	→				
	4: Create public awareness campaign to educate the community on how tax revenues are spent by the City (PO)		→			

**Government**

<b>Goal 2:</b>	Ensure equitable and efficient provision of public services based upon available resources.					
<b>Objective 2.3</b>	Employ a Grant Writer					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Council (CC)</b> ▪ Review/approve PC recommendations <b>Finance Committee (FC)</b> ▪ Review and recommend annual budget to CC	1: Continue to fund staff to serve as grant writer for the organization (CC and FC)					


**Government**

<b>Goal 3:</b>	Adequate, reliable public utilities which serve the most residents with the least cost to the users.					
<b>Objective 3.1</b>	Provide adequate and quality water supply to the City.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; oversees technical staff contracts</li> <li>▪ Planning Director; staff grant writer</li> </ul> <b>Partners/Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council, Alaska Department of Environmental Conservation, ANTHC</li> </ul>	1: Identify new water source, construct new water treatment plant adjacent to new water source, and replace existing water treatment plant in downtown Dillingham. These tasks are in the Dillingham Water and Sewer Master Plan as Phase 1 (Staff).		→			
	2: Continue to apply for grant funds and low interest loans in order to develop new water source and ensure the quality of existing water source (Staff)					→

**Government**

<b>Goal 3:</b>	Adequate, reliable public utilities which serve the most residents with the least cost to the users.					
<b>Objective 3.2</b>	Carry out Water and Sewer Master Plan adopted in 2003.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; oversees technical staff contracts</li> <li>▪ Planning Director; staff grant writer</li> </ul>	1: Continue to identify grant opportunities and low interest loans to implement the phases outlined for water and sewer upgrades and expansion within Dillingham (Staff).					
	2: Update the Water and Sewer Master plan in 2008 (Staff).					
<b>Partners/Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council, Alaska Department of Environmental Conservation, ANTHC</li> </ul>						



**Government**

<b>Goal 3:</b>	Adequate, reliable public utilities which serve the most residents with the least cost to the users.					
<b>Objective 3.3</b>	Explore alternative energy sources to reduce energy costs and promote a competitive market.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; represents City interests on regional efforts</li> </ul> <b>Partners &amp; Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Bristol Bay Native Association; lead regional entity</li> </ul>	1: Research wind and wave power and other alternative energy sources; Staff					

**Government**

<b>Goal 3:</b>	Adequate, reliable public utilities which serve the most residents with the least cost to the users.					
<b>Objective 3.4</b>	Insure that the provision of water and sewer services is being covered by user fees.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; liaison to CC and FC</li> </ul> <b>Finance Committee (FC)</b> <ul style="list-style-type: none"> <li>▪ Evaluate options for increased revenue</li> </ul>	1: Conduct rate study for both water and sewer fees; recommendation to finance committee (Staff & FC)		→			
	2: Research special assessments and local improvement districts to fund/pay for system expansion; recommendation to finance committee (Staff and FC)			→		

**Transportation**

<b>Goal 4:</b>	Provide transportation systems that keep pace with community development and insures the movement of goods and people in a safe and efficient manner with little impact to the environment.					
<b>Objective 4.1</b>	Implement Long Range Transportation plan as guide for future development of roads system in Dillingham.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>▪ Department of Transportation</li> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ Citizens &amp; businesses</li> </ul>	<p>1: Adopt a community Long Range Transportation Plan (Staff, PC, CC).</p> <p>2: Work closely with Curyung Tribe to maximize funds available from Alaska Department of Transportation and Public Facilities, the Bureau of Indian Affairs and Federal Highways, and the Denali Commission in order to implement phases of the Long Range Transportation Plan (Staff).</p>					

**Transportation**

<b>Goal 4:</b>	Provide transportation systems that keep pace with community development and insures the movement of goods and people in a safe and efficient manner with little impact to the environment.					
<b>Objective 4.2</b>	Utilize ADOT&PF funds to construct and upgrade roads in Dillingham.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations; supports by resolution funding and project requests</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC</li> </ul> <b>Partners &amp; Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Department of Transportation</li> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ Citizens &amp; businesses</li> </ul>	1: Submit Tower Road Extension to STIP; Staff		⇒			
	2: Submit Squaw Creek Road upgrade to STIP; Staff		⇒			
	3: Apply for TRAAK projects for inclusion in the STIP; Staff			⇒	⇒	⇒
	4: Bike paths should be requested with construction and/or rehab of all STIP road projects; Staff			⇒	⇒	⇒

**Transportation**

<b>Goal 4:</b>	Provide transportation systems that keep pace with community development and insures the movement of goods and people in a safe and efficient manner with little impact to the environment.					
<b>Objective 4.3</b>	Establish public transit system for Dillingham.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC</li> </ul> <b>Partners &amp; Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Department of Transportation</li> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ Citizens &amp; businesses</li> </ul>	1: Develop public transit plan (Staff, PC)					→
	2: Research funding opportunities for public transit development (Staff)					→

**Transportation**

<b>Goal 4:</b>	Provide transportation systems that keep pace with community development and insures the movement of goods and people in a safe and efficient manner with little impact to the environment.					
<b>Objective 4.4</b>	Provide safe and quality facilities at the Small Boat Harbor that promote economic development.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC &amp; HC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC&amp;HC</li> <li>▪ City Manager; liaison to CC</li> </ul>	1: Develop Small Boat Harbor Plan that addresses facility improvement and expansion such as lease lot plan; parking facilities; signage for vehicle movement; boat weigh; and public viewing area (Staff, HC, PC, CC).					
	2: Maintain consistent meeting schedule with Harbor Committee (Staff).					

**Transportation**

<b>Goal 4:</b>	Provide transportation systems that keep pace with community development and insures the movement of goods and people in a safe and efficient manner with little impact to the environment.					
<b>Objective 4.5</b>	Provide safe and quality facilities at the Dillingham Dock that promote economic development.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director</li> <li>▪ City Manager</li> </ul>	1: Develop a Dock Plan that addresses facility improvements, operations and expansion; staff					

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.1</b>	Encourage small business development within Dillingham.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>Review/approve PC recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>Planning Director (PD); liaison to CC and staff to PC</li> <li>City Manager; liaison to CC</li> </ul> <p><b>Harbor Committee (HC)</b></p> <ul style="list-style-type: none"> <li>Advises CC and PC on harbor facilities and services</li> </ul> <p><b>Finance Committee (FC)</b></p> <ul style="list-style-type: none"> <li>Research city finance policies</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>Fishermen, residents, BBEDC, entrepreneurs, processors</li> </ul>	1: Explore tax incentives for business owners to encourage growth (FC, Staff)					→
	2: Develop lease lots in the small boat harbor (HC, Staff, PC). (also see Goal 1)			→		
	3: Provide basic affordable infrastructure; upgrade and expand water and sewer service. (Staff) (also see Goal 3).					→
	4: Work with area agencies and private entities to determine what facilities and infrastructure are needed to support local private enterprise (Staff, PC).					→

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.2</b>	Support the fishing industry.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> ▪ Advisory board to City Council for all planning and development matters	1: Identify infrastructure to support value-added fish processing and the feasibility of the City providing it (Staff, HC, PC)					
<b>City Council (CC)</b> ▪ Review/approve PC recommendations; political voice of the City	2: Utilize BBEDC community seed and infrastructure matching fund grants to fund fishery-related infrastructure projects (Staff)					
<b>City Staff</b> ▪ Planning Director (PD); liaison to CC and staff to PC	3: Support legislation that supports the fishing industry (PC, CC).					
<b>Harbor Committee (HC)</b> ▪ Advises CC and PC on harbor facilities and services						
<b>Partners &amp; Stakeholders</b> ▪ Fishermen, residents, BBEDC, entrepreneurs, processors						

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.						
<b>Objective 5.3</b>	Promote Dillingham as a hub for southwest Alaska.						
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>	
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>Review/approve PC recommendations; convey formal support by resolution for issues; play political role in regionalization and economic development issues</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>Planning Director (PD); liaison to CC and staff to PC</li> <li>City Manager; liaison to CC</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>Curyung Tribal Council, BBNA, BBNC, Choggiung Ltd., Chamber of Commerce, residents</li> </ul>	1: Work with area agencies to promote Dillingham's tourism potential in a responsible manner such that development does not adversely impact our renewable/natural resources (Staff, CC)					→	
	2: Explore the establishment of zoning in the central business district in order to clean up Dillingham (Staff, PC).		→				
	3: Promote ecotourism and cultural heritage tourism opportunities within Dillingham; work with the Chamber of Commerce and other agencies to facilitate (Staff, PC)						→
	4: Play a role in a coordinated effort to identify tourism opportunities in the region (Staff, CC).						→
	5: Lobby developers and investors that Dillingham is a potential site for gas pipeline (Staff, CC).						→
	6: Promote All-Tide Dock as link to marine transportation highway and as link to the villages (Staff, CC)						→
	7: Support facility improvement/enhancements at the airport (PC, CC)						→

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.4</b>	Support extraction of natural resources in the region that will realize the greatest long term benefit to the City, and which will not adversely impact fish and wildlife populations and habitats.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations; forge cohesive political voice for City of Dillingham</li> </ul> <p><b>Partners/Stakeholders</b></p> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council, BBNA, BBNC, Choggiung Ltd., Chamber of Commerce, residents</li> </ul>	<p>1: The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers (Staff, CC)</p>					

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.5</b>	If oil and gas development occur, ensure that it benefits the region's residents and will not adversely impact fish and wildlife populations and habitat.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations; forge cohesive political voice for City of Dillingham</li> </ul> <p><b>Partners/Stakeholders</b></p> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council, BBNA, BBNC, Choggiung Ltd., Chamber of Commerce, residents</li> </ul>	<p>1: The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers (Staff and CC).</p>					

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.6</b>	Maintain the opportunity for continuation of the subsistence lifestyle in the Dillingham area.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations; forge cohesive political voice for City of Dillingham</li> </ul> <b>Partners/Stakeholders</b> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council, BBNA, BBNC, Choggiung Ltd., Chamber of Commerce, residents</li> </ul>	1: Maintain public access to subsistence use areas (CC)  2: The City should work with the Tribe, BBNA, and other agencies to convey local concerns regarding development with a cohesive voice to state and federal regulatory agencies and lawmakers (Staff, CC)					

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.7</b>	Support the development of a multi-purpose community center.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>▪ Advisory board to City Council for all planning and development matters; land disposals</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager: liaison to CC</li> </ul> <p><b>Partners &amp; Stakeholders</b></p> <ul style="list-style-type: none"> <li>▪ Curyung Tribal Council (CT)</li> <li>▪ DNR</li> <li>▪ BBHA</li> </ul>	<p>1: Dispose of city-owned land to owner of multi-purpose community center (Staff, PC, CC).</p> <p>2: Provide city staff time to grant writing and planning for a multi-purpose community center (Staff).</p>		⇒			⇒

**Economic Development**

<b>Goal 5:</b>	Diversified economic base and continued economic growth which is compatible with and enhances the community's health and safety, and environmental conditions.					
<b>Objective 5.8</b>	Encourage beautification and integration of art into City landscape and businesses.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<p><b>Planning Commission (PC)</b></p> <ul style="list-style-type: none"> <li>▪ Conduit for public participation and stakeholder involvement</li> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <p><b>City Council (CC)</b></p> <ul style="list-style-type: none"> <li>▪ Review/approve PC&amp; CD recommendations</li> </ul> <p><b>City Staff</b></p> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> <li>▪ City Manager; liaison to CC and CD</li> </ul> <p><b>Code Committee (CD)</b></p> <ul style="list-style-type: none"> <li>▪ Review all proposals to create or amend city code</li> </ul>	<p>1: Provide resources for citizen initiative projects that enhance neighborhoods and the community (CC).</p> <hr/> <p>2: Institute zoning practices that ensure beautification (Staff, PC, CD, CC)</p>					

**Community Facilities and Programs**

<b>Goal 6:</b>	Provide adequate, affordable and accessible community facilities.					
<b>Objective 6.1</b>	Improve the school facilities.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ City Manager; oversees school facility contracts</li> </ul> <b>School Facilities Committee</b> <ul style="list-style-type: none"> <li>▪ Make recommendations to the CC regarding School Renovation</li> </ul>	1: Renovate existing facilities at the high/middle school and elementary school (Staff). a. Complete Needs Assessment (staff) b. Facility Committee approve Needs Assessment; Facilities Committee c. Funding strategy; bond initiative; Staff, FC, PO d. A&E Design & Reconstruction Plan (staff) e. Facility Committee approve A&E Design & Reconstruction Plan; (FC) f. Facility Committee recommendations to CC		→			

**Community Facilities and Programs**

<b>Goal 6:</b>	Provide adequate, affordable and accessible community facilities.					
<b>Objective 6.2</b>	Work with community stakeholders to develop a multi-purpose community center.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Conduit for public participation and stakeholder involvement</li> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Council (CC)</b> <ul style="list-style-type: none"> <li>▪ Review/approve PC recommendations</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> </ul> <b>Code Committee (CD)</b> <ul style="list-style-type: none"> <li>▪ Review PC recommendations; made recommendations to CC</li> </ul>	1: Allocate city owned land for the use of multi-purpose community center; PC, CD, CC, Staff. a. Assist Department of Natural Resources with conveyance process of state owned land to the City of Dillingham (staff) b. Draft land disposal ordinance; recommend to CD and CC (staff and PC)					
	2: Provide city staff time to grant writing and planning for a multi-purpose community center.					

**Community Facilities and Programs**

<b>Goal 6:</b>	Provide adequate, affordable and accessible community facilities.					
<b>Objective 6.3</b>	Develop and maintain a community recreation program.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>Planning Commission (PC)</b> <ul style="list-style-type: none"> <li>▪ Conduit for public participation and stakeholder involvement</li> <li>▪ Advisory board to City Council for all planning and development matters</li> </ul> <b>City Staff</b> <ul style="list-style-type: none"> <li>▪ Planning Director (PD); liaison to CC and staff to PC</li> </ul>	1: Create a parks and recreation plan which identifies areas for immediate and future facility location, priorities for each facility and funding mechanisms to operate and maintain those facilities; Staff and PC			→		
	2: Develop a trails plan that is inclusive of nature trails, hiking trails, bike paths, and boardwalks to unique locations; Staff and PC			→		

**Community Facilities and Programs**

<b>Goal 6:</b>	Provide adequate, affordable and accessible community facilities.					
<b>Objective 6.4</b>	Explore opportunities for the museum.					
<b>City of Dillingham (COD): Roles, Responsibilities and Partners</b>	<b>Priority Actions and Tasks:</b>	<b>FY 07</b>	<b>FY 08</b>	<b>FY 09</b>	<b>FY 10</b>	<b>FY 11</b>
<b>City Staff</b> ▪ City Manager	1: Maintain an active museum advisory board (Staff)					
	2: Explore opportunities for use of historic buildings and sites (Museum Advisory Board).					
<b>Museum Advisory Board</b>						

**Performance Evaluation.**

It is recommended that the Planning Commission review the comprehensive plan, in particular the goals, objectives, and actions, at least every two years. Because the comprehensive plan is a living document, and prior and current updates have attempted to make it usable, a commitment by the organization to review it on a regular basis is necessary. Not only does a regular review offer the opportunity to gauge the effectiveness and utility of the plan, but it also provides an opportunity to make necessary updates and amendments, which may affect implementation efforts.

It is recommended that the action plan be reviewed on an annual basis by the Planning Commission and an annual assessment be submitted to the City Council before it commences with annual strategic planning efforts. This will help determine to what degree that annual strategic planning efforts are meeting the goals and objectives established in the comprehensive plan. An annual joint workshop between the City Council and Planning Commission is also recommended to discuss not

only the annual assessment of the action plan, but to discuss organization-wide planning projects and efforts. Whether it takes the form of a year-in-review or a look ahead, these two bodies should interface on a regular basis. It is also recommended that the City host either an annual workshop or open house with all advisory groups and governing bodies within the organization to assess the action plan and insure that progress is being made.

It is also recommended that the City conduct an annual public opinion survey to gauge plan effectiveness, as well as the wants and needs of the community.

A commitment to plan review, assessment and performance evaluation will insure that the comprehensive plan is a meaningful, functional document that guides the overall growth and development of the community and preserves a continuity of purpose.