



October 2010



# City of Dillingham COMPREHENSIVE PLAN UPDATE & WATERFRONT PLAN



Developed by the City of Dillingham with assistance from Agnew::Beck Consulting, Land Design North and PND Engineers.

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Cover photo of worker courtesy Southeast Alaska Vocational and Educational Center.

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# ACKNOWLEDGEMENTS

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## Thank You

Between November of 2009 and August of 2010 the community of Dillingham, led by the Dillingham Planning Commission, with help from Agnew::Beck and Associates, reviewed the City's history, status, current state of development, and plans for the future.

This 2010 update of the City's Comprehensive Plan tackled everything from the basic water and sewer infrastructure to the more difficult planning issues of the day: energy, economic development, use of the waterfront area, marine and land transportation, area trails, housing, and the overall health and well-being of its people.

There was very wide participation by members of the community and all the regional organizations that dedicated staff to attend the meetings on their behalf. Many members of the community picked one or two elements of the plan to focus on and then attended multiple meetings and did additional work to make sure that the plan was factual, clear, and headed in the right direction

Agnew::Beck Consulting LLC provided constant support and assistance and helped us reach above and beyond most community comprehensive plans.

We are deeply grateful to those who became involved and contributed their knowledge and experience to the improvement of our dear community.

In concert with other community and regional planning efforts, we seek and have hopes for a brighter future for all Dillingham citizens and our neighboring communities.

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Russell Nelson

Bill Rodawalt

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January 2012

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# **RESOLUTIONS**

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Resolutions from Governing Entities

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# City of Dillingham

## Comprehensive Plan Update & Waterfront Plan

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# INTRODUCTION

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## About the Project

The City of Dillingham, Alaska, has engaged in seven major planning efforts to improve the community beginning in 1963, followed by state funded planning in 1971, 1981, 1982, and 1985. The City updated Chapter 6 of the 1985 Comprehensive Plan in 1998 and partly updated the whole plan again in 2006. Due to transition at the City that plan was never completed and adopted by the Dillingham City Council. In 2009, the City contracted with Agnew::Beck, Land Design North and PND Engineers to work with the City and the community to complete a full update of the existing Comprehensive Plan. This is the Public Review Draft of the plan that presents work completed to date by citizen work groups, City staff and the consultant team.

## Purpose of the Plan

The comprehensive plan is the community's statement of what it wants to be in the future. The purpose of this plan is to provide a framework for orderly development and guidance for the City Council in its decisions.

Specific elements include:

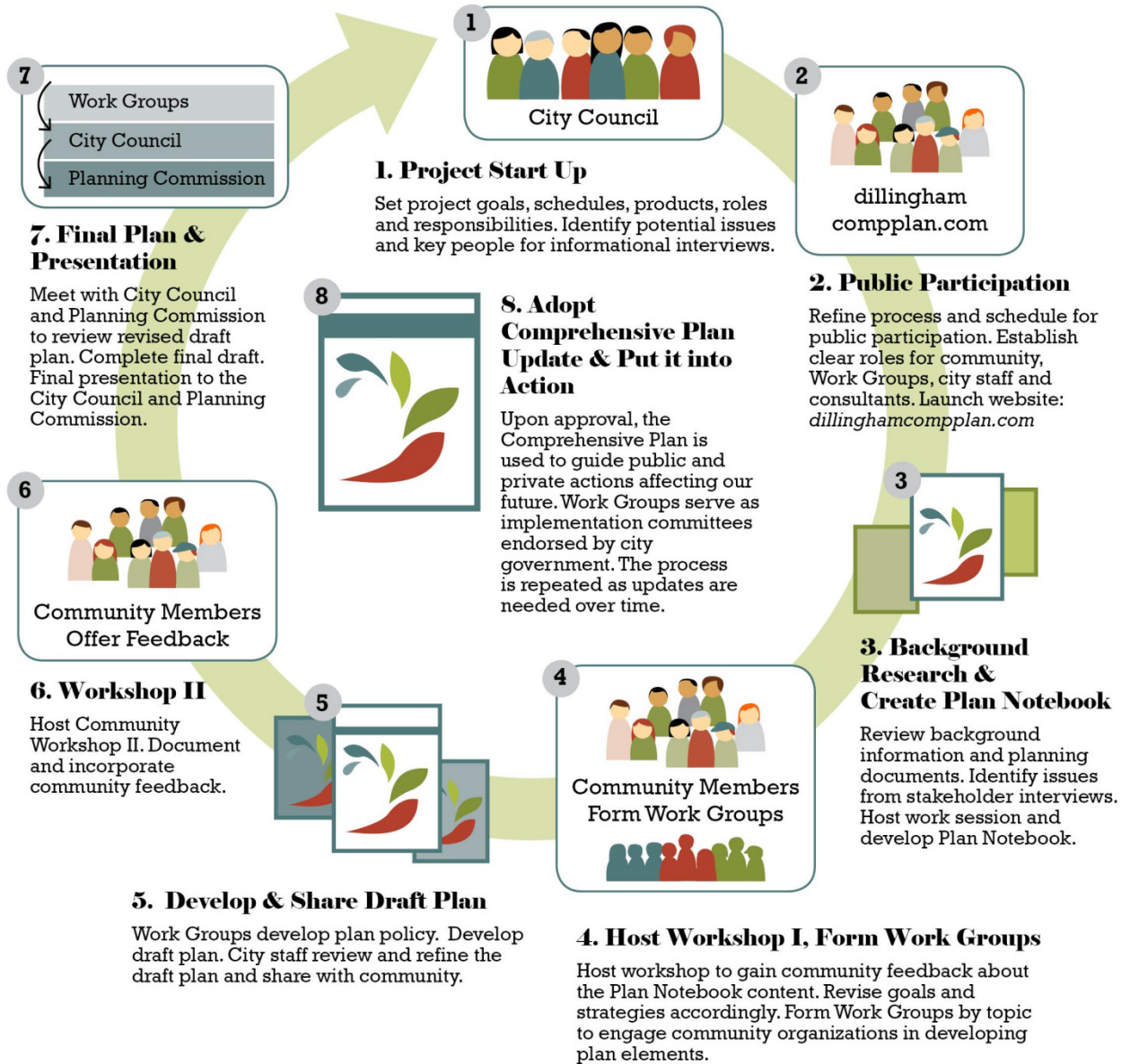
- Land Use and Housing
- 5 to 10-Year Waterfront Plan
- Transportation
- Community Wellness
- Public Services and Facilities
- Energy
- Economic Development
- Implementation

## The Role of the Planning Commission

Per Dillingham Municipal Code 2.68.160 A.(1) The Planning commission shall prepare and recommend to the city council the following: 1. A comprehensive plan consisting of maps and related texts for the systematic development of the city; 2. Land use regulations to implement the comprehensive plan 3. A subdivision ordinance; 4. The official map of the city, an annual update of a six year capital improvement projects plan; 6. Modifications to the documents specified in subdivision 1 through 5 of this subsection; and 7. A review of proposed community structures and facilities for consistency with the comprehensive plan.

Following adoption of this plan by the Dillingham City Council, the Planning Commission will establish a process to review the Plan annually in coordination with the City Council's Strategic Planning process and the annual Capital Improvement Projects planning process. The Planning Commission will maintain the comprehensive plan as an item on its agenda at its monthly meetings, monitor progress on the plan and will annually present an update on its progress to the City Council.

Figure 1.1 What is a Comprehensive Plan?



A Comprehensive Plan is ...	A Comprehensive Plan is not ...
<p>A general statement of community goals</p> <p>Long term; looks ahead 10, 20, 30 years</p> <p>A means to gain local control over changes affecting community life</p> <p>A means to acquire resources to carry out community priorities (e.g., a reference for grant applications)</p> <p>The foundation for a range of implementation actions: roads, trails, public facilities, land use policies</p>	<p>A zoning ordinance</p> <p>An application for incorporation</p> <p>A method for taxation</p>

## Support in State Statutes

In Alaska, comprehensive plans are mandated of all organized municipalities by Title 29 of the Alaska State Statutes. The key elements of the statute (Sec. 29.40.030) are summarized below:

The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the municipality, and may include, but is not limited to, the following:

- Statements of policies, goals, and standards;
- Land use plan;
- Community facilities plan;
- Transportation plan; and,
- Recommendations for implementing a comprehensive plan.

## Process to Prepare the Plan

The process to prepare this plan began in the fall of 2009. Outlined below is an overview of the planning process to date and anticipated next steps. This process captured the concerns of a broad spectrum of people including Elders, youth, business owners, employers, property owners, civic leaders and other community residents.

- Interviews and focus groups with stakeholders (September - November 2009): Initial interviews and a round of community focus groups were completed in November 2009.
- Review of relevant planning documents (September - December 2010): Consultants worked with City staff to develop a comprehensive list of relevant background documents to provide a baseline of information, including past and current planning efforts.
- Development of the Plan Notebook (November - January 2010): The Plan Notebook presented background information on the community and a collage of ideas and images for the future of Dillingham, based on interviews and conversations with community residents and a review of background documents and other research. The Notebook provided a starting point for the

community to develop a shared vision and a common set of goals and objectives for Dillingham's future.

- Community Workshop I (January 19<sup>th</sup> 2010): During the first community workshop, residents provided feedback on the Plan Notebook.
- Work Groups & Development of Draft Comprehensive Plan (January 2010 - April 2010): After the first community workshop, community residents formed four work groups by plan element: Land Use and Transportation, Waterfront, Energy and Economic Development, Community Wellness and Public Facilities. Work groups started with concepts presented in the Plan Notebook and worked together in a series of meetings to identify community goals, objectives and strategies for each policy chapter. The work groups identified a timeline for each priority and a community entity to lead each effort. This work is included in the Public Review Draft.
- Media (throughout planning process): A project website was established for the planning process so that Dillingham residents would have easy access to all project information, resource data, schedules, workshop dates, and draft documents. KDLG and the Bristol Bay Times advertised the main events of the planning process.
- Community Workshop II (May 19<sup>th</sup> 2010): At the second community workshop Dillingham residents will review the Draft Comprehensive Plan Update and provide feedback on work done so far.
- Giving Your Feedback on the Public Review Draft of the Comprehensive Plan Update (May - July 30<sup>th</sup> 2010): The City will be accepting comments on the Public Review Draft through July 30, 2010.

## Community Planning History

Since 1963, the City of Dillingham has engaged in seven major planning efforts to improve the community beginning in 1963, with updates in 1981, 1982, 1985, 1998, and 2006. Several key plans are described below:

The 1985 Dillingham Comprehensive Plan includes extensive information on the physical conditions and development suitability of land in the City. It focuses on the economic impact of the salmon fishery, and was prepared concurrently with the 1985 Dillingham Port/Harbor Development Study, which presents alternatives for Dillingham to improve economic benefits of fishery activities.

Twenty years later, the 2006 Dillingham Draft Comprehensive Plan takes a broader approach toward planning for Dillingham's future. This plan sets out a vision to, by 2015, have an infrastructure that supports a sustainable, diversified and growing economy for Dillingham. Plan goals address land use, government, public utilities, transportation, economic development, and community facilities and programs.

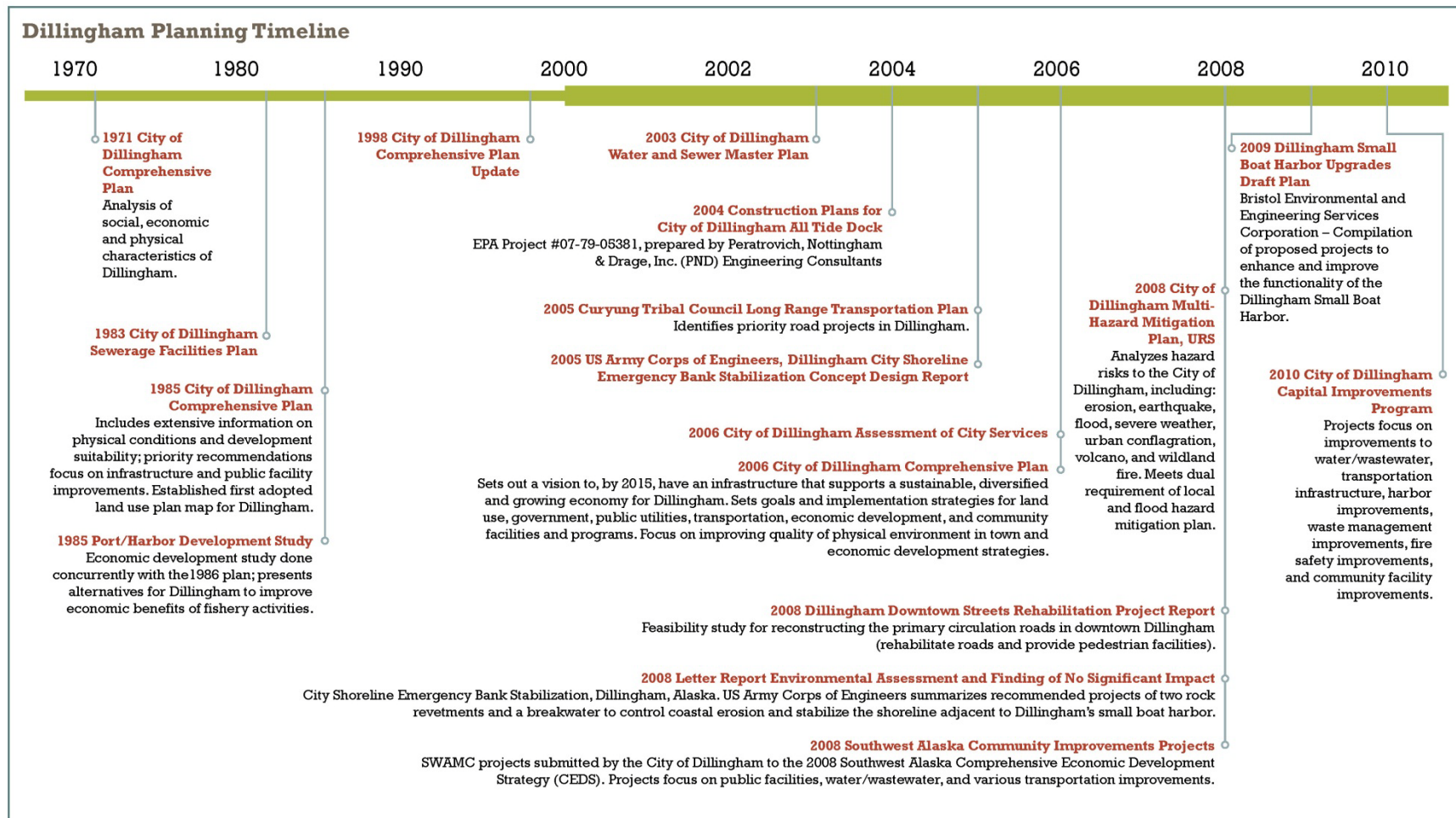
Four years later, the City faces a renewed interest in strengthening and broadening the local economy due to recent spikes in energy costs, out-migration from the city

and region, and a need to provide alternatives to unsustainable large-scale mineral exploration upstream. This 2010 update to the Comprehensive Plan takes an even broader approach, incorporating goals for sustainable energy production and consumption, wellness, economic development, land use and transportation, as well as a waterfront plan to specifically address the Dillingham harbor and waterfront.

The 2010 Comprehensive Plan Update builds upon several other recent planning efforts for the City of Dillingham, including:

- The 2008 Multi-Hazard Mitigation Plan, which analyzes hazard risks to the City of Dillingham such as erosion, earthquake, flood, severe weather, urban conflagration, volcano, and wildland fire.
- The 2009 Dillingham Small Boat Harbor Upgrades Plan, which identifies and plans for future projects within the Dillingham Small Boat Harbor. Proposed projects consist of new and renovation projects to enhance and improve the functionality of the Dillingham Small Boat Harbor.
- The Dillingham Downtown Streets Rehabilitation Project Report, which plans for reconstructing the primary circulation roads in downtown Dillingham with a focus on safety and enhancing pedestrian facilities.
- The 2003 Water and Sewer Master Plan, which identifies, plans and documents the costs and considerations for improvements and expansions to the community's water and wastewater facilities.
- The 2006 City of Dillingham Draft Comprehensive Plan, which provided priorities and goals for the City, as well as an updated draft land use plan.
- The 2008 U.S. Army Corps of Engineers City Shoreline Emergency Bank Stabilization Assessment, which describes a proposed solution to coastal erosion problems adjacent to Dillingham's small boat harbor. The 2009 Letter Report states the final outcomes of the 2008 Army Corps of Engineers assessment.
- Capital Improvement Plans, which determine and prioritize capital improvements on a yearly basis.

Figure 1.2 Dillingham Planning Timeline







# REGIONAL CONTEXT

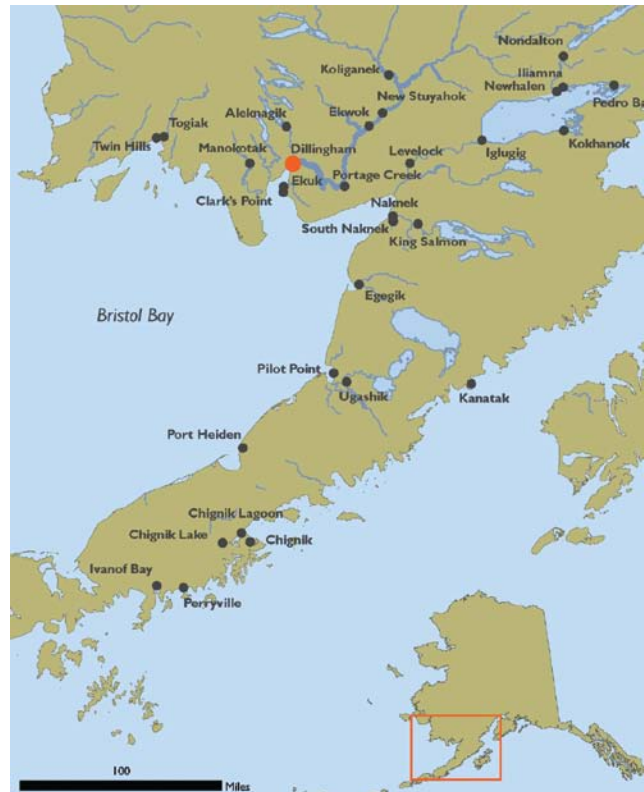
## Introduction

The Regional Context chapter gives an overview of the land, history, people, and economy of Dillingham and the Bristol Bay Region.

## Dillingham Community and Region

Located in southwestern Alaska, the Bristol Bay region consists of vast, diverse, largely roadless wilderness, punctuated by remote villages. Its boundaries extend from the village of Nondalton on the east (located on the west shore of Six Mile Lake, between Lake Clark and Iliamna Lake) to Perryville on the south coast of the Alaska Peninsula, an area encompassing over 40,000 square miles.

As of 2008, the State of Alaska Division of Community and Regional Affairs estimated the region's population at 7,374 residents. Bristol Bay villages are predominantly Alaska Native, including Aleut/Alutiiq, Dena'ina Athabascan, and Yupik.<sup>1</sup> The Aleut/Alutiiq historically inhabited the communities on the Pacific ocean side of the Alaska Peninsula, the Dena'ina Athabascan are from the areas surrounding Lake Clark and Iliamna Lake, and the Yupik traditionally inhabit the coastal villages of Bristol Bay. The map on the right shows the location of the villages in the region.



Map 2.1 Villages in Bristol Bay Region

Bristol Bay's rivers and streams support the world's largest red salmon run, which has attracted people for centuries for both subsistence and commercial fishing. Because of the long history of commercial fishing, many different kinds of people have come to Bristol Bay and settled there, making it a culturally diverse region.

<sup>1</sup> Population information from U.S. Census Bureau for Dillingham, Bristol Bay and Lake and Peninsula Boroughs.

Bristol Bay was named in honor of the Earl of Bristol by Captain James Cook in 1778 as he searched for the northwest passage to the Atlantic. At Cape Newenham he sent an officer ashore for reconnaissance who named the cape and claimed the country for King George III.

At the time of first European contact the primary residents of the Nushagak area were the Yup'ik people. The point of land Dillingham occupies was a seasonal stopping point for Alaska Natives who depended on the wildlife and plants that were abundant in the area. The Yup'ik word for the point of land, "Curyung," 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. It was the name given to the point of land that provided access to both the Wood and Nushagak Rivers.

Russian fur traders erected Alexandrovski Redoubt (Post) directly across the bay from the current site of Dillingham in 1818. By 1837 this site had become a community known as Nushagak. Native groups from the Nushagak Region, the Kuskokwim Region, the Alaska Peninsula and Cook Inlet came to the area to visit, trade, or live at the post. In 1841 a Russian Orthodox Mission was officially established at Nushagak. In 1867 Russia sold the Alaska territory to the United States.

The first salmon cannery in the Bering Sea was constructed at Kanulik across the bay from Dillingham in 1883.<sup>2</sup> 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.

In the meantime the Moravian church established a mission near Kanulik in 1886 and called its settlement Carmel. The settlement also later operated a hospital, an industrial school and started a herd of 88 reindeer. The church ceased operations there in 1904.<sup>3</sup>

By the early part of the last century the small settlement area previously known as Curyung had become known as Snag Point. The post office of Dillingham was established on Snag Point in 1904. The town of Dillingham, however, was located three miles to the southwest at what is now locally known as "Olsonville" near the present day Kanakanak hospital.

Judge James Wickersham officially named the area to honor his friend Senator William Paul Dillingham who toured Alaska with his Senate subcommittee. It was the first comprehensive investigation of Alaska by a congressional committee. A post office at Kanakanak was established in 1929 but discontinued in 1944 and the name Dillingham transferred to Snag Point where the post office had been assigned since 1904.<sup>4</sup>

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<sup>2</sup> Branson, John and Tim Troll. Our Story: Readings from Southwest Alaska, An Anthology. Alaska Natural History Association. Anchorage, Alaska. 2006

The Silver Fleece: An Economic Study of the Bristol Bay Region. 1958. Alaska Rural Development Board, Juneau, Alaska., *in*<sup>3</sup> Tryk, Nyman, Hayes. City of Dillingham comprehensive Plan. 1985

<sup>4</sup> Ibid.

A government school building was erected at the Native village of Kanakanak in 1909. Dr. Hiram French, a cannery doctor who had come up with the Alaska Packer's Association in 1908, and became head of the government hospital at Carmel in 1911, relocated the hospital facility from Carmel to the school building at Kanakanak, in 1913.<sup>5</sup>

Various diseases are said to have severely reduced the Bristol Bay Native population over the previous hundred years, since the arrival of the first Russian fur traders.<sup>6</sup> However, the losses to the Nushagak and Togiak areas and the rest of Bristol Bay during the worldwide influenza epidemic of 1918-19 were catastrophic. Entire families died, and many Native settlements, including Curyung, virtually disappeared. In 1918 the village of Kanakanak was said to have a population of about 250 people, most of whom died of influenza during the epidemic of 1918-1919.<sup>7</sup>

In 1920, the U.S. Government expanded its hospital at Kanakanak into an orphanage to provide shelter for the many young 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 fisheries and canneries and began to settle in the area permanently, usually drawn by the rich fish and wildlife. Many local Alaska Natives can trace some of their ancestry to Russian, Asian and Scandinavian immigrants.

The Native Allotment Act of 1906 provided for conveyance of 160 acres of public domain to adult Natives. In the late 1960's, when people became aware of the Act, hundreds of parcels were claimed and have since been certificated in the Bristol Bay Region. The Alaska Native Claims Settlement Act was passed by Congress in 1971, and provided for the creation of the regional Native for-profit corporation, the Bristol Bay Native Corporation, and Choggiung Ltd., the Native for-profit village corporation. Choggiung Limited is the largest private landowner in Dillingham. However, the majority of the accessible and developable land in Dillingham is in Native Allotments.

For the past one hundred twenty five years, the commercial salmon fishing and canning industry has been a dominant influence on local culture and economy. In 2001, the state declared Bristol Bay an economic disaster area because of low salmon returns and historically low salmon prices. Subsequent seasons saw modest improvements in some portions of Bristol Bay, but both fish prices and numbers of fish returning were still well below historic levels. The decline of the area's main industry has led to a decline in the economy as a whole and out-migration as a

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<sup>5</sup> Branson, John and Tim Troll. *Our Story: Readings from Southwest Alaska, An Anthology*. Alaska Natural History Association. Anchorage, Alaska. 2006, pp123-137.

<sup>6</sup> Ibid. Selection 17, C.H. Williams; E.B. Robinson; J.c. Bell, "1919 Spanish Influenza Epidemic."p 129.

<sup>7</sup> *Alaska Natives and the Land*. 1968. Federal Field Committee for Development Planning in Alaska. Washington, D.C.: U.S. Government Printing Office; and *Alaska Diary, 1926-1931*. Hrdlicka, Ales, Lancaster, Pennsylvania, the Jacques Cattell Press. 1944. Pp. 353-379., in , 1985 City of Dillingham Comprehensive Plan. P. 18.

result. More recently, the fisheries have been recovering as prices for drift net and set net permits have increased and the prices for fish have rebounded.

Today, Dillingham is the largest community in Bristol Bay with 2,264 people, and is the government, service and transportation hub for the region. Dillingham provides access to Togiak National Wildlife Refuge, Wood-Tikchik State Park and Walrus Island State Game Sanctuary. Wild resources continue to be the economic engine in the Bristol Bay and Dillingham area, whether for commercial, subsistence or recreational purposes.

## Government

The Dillingham townsite was established by the U.S. Townsite Act of 1891 and surveyed in 1947. The City of Dillingham was initially incorporated as a second class city in 1963 and became a first class city in 1972. It has a council-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 Manager.

The City Council is composed of six elected council seats and the elected mayor, each with three year terms. The School Board has five seats elected by the public and each seat is for a three year term. 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 approximately 500 students.

Two Alaska Native Tribes have their seat of governance in Dillingham. In 1993, the Curyung Tribe and the Ekuk Tribe were among many recognized by the federal government as sovereign Alaska Native Tribes. The City, the Curyung Tribe and the Ekuk Tribe pride themselves on the good working relationship they share.

Both tribes run programs that complement the city's focus on infrastructure. They host programs in the areas of health, housing, environment and tribal affairs as well.

The Curyung Tribe has programs such as BIA roads, housing, environmental and recycling programs, a traditional use area conservation plan, wellness and capacity building programs, health and social service programs; a community liaison; youth activities; tribal children's service worker, a fuel cooperative and water and wastewater projects.

The Ekuk Tribe also runs a wide variety of programs: BIA roads, Native American Housing Assistance and Self-Determination projects such as fuel and utility programs, environmental projects, Charitable Gaming business, community liaison, youth activities, tribal health program, tribal energy projects, village health and social services, seasonal community well water service, equipment rental. Ekuk assists the

fishing industry by contributing toward the Salmon Research Genetic Project being done by ADF&G.

The Tribes have contributed to many infrastructure projects. Some of the more recent ones include: the reconstruction of Lil Larry Road, (formerly Tower Road); the All-Tide-Dock (with the village of Ekwok); the Marruliit Eniit Assisted Living Facility; the Dillingham Senior Center; the Bristol Bay Behavioral Health Center, the Bristol Bay Area Health Corporation Boiler Plant Facility, and the Valerie Larson Family Resource Center.

Other governmental agencies and service providers in Dillingham include:

- Alaska Court System
- Alaska Department of Community, Commerce and Economic Development
- Alaska Department of Fish and Game
- Alaska Department of Health
- Alaska Department of Transportation
- Alaska Division of Family and Youth Services
- Alaska Legislative Information Office
- Alaska Job Service
- Alaska Sea Grant Marine Advisory Program
- Alaska State Troopers
- Bristol Bay Area Health Corporation
- Bristol Bay Economic Development Corporation
- Bristol Bay Housing Authority
- Bristol Bay Native Association
- Alaska Legal Services (non-profit)
- Head Start
- Nushagak Cooperative
- Safe and Fear Free Environment
- University Alaska Fairbanks, Bristol Bay Campus
- UAF Marine Advisory Program
- U.S. Department of Agriculture
- U.S. Fish and Wildlife Service

## Population

As a hub city for the Bristol Bay region, Dillingham has generally had a more resilient population base than outlying areas. Between 1980 and 2000, the average annual growth rate of the population in Dillingham was around two percent. Between 1990 and 2000, Dillingham grew faster than the Bristol Bay region; its growth rate exceeded the greater Bristol Bay area growth rate by nearly one percent.<sup>8</sup> More recently, both the City of Dillingham and the greater Bristol Bay area have both lost population. Between 2000 and 2008, the average annual growth rate was less than -1 percent for the City of Dillingham and over -1 percent in the Bristol Bay region.

**Table 2.2 Population, 1980-2009**

Year	DLG Population	Annual Growth	Bristol Bay Population	Annual Growth
1980	1,563		-	
1990	2,017	2.6%	7,090	
2000	2,466	2.0%	8,003	1.2%
2008	2,347	-0.6%	7,352	-1.1%
2009	2,264	-3.54%	7,243	-1.48%

Source: City of Dillingham, Alaska DCCED, Alaska DOL&WD

Between 2008 and 2009 both areas again lost population; Dillingham lost at an annual rate of -3.5 % and the Bristol Bay area population at -1.5 percent.

These more recent population declines are likely caused by a combination of factors: declining employment opportunities particularly weakness in commercial fishing, a new generation's interest in more urban life, and increases in the cost of living particularly rising energy prices. The Alaska Department of Labor and Workforce Development has developed population projections that include the components of change (e.g. births, deaths, migration) and provide low, middle and high scenarios. However, these projections do not take into account economic trends or future development. According to the Alaska Department of Labor and Workforce Development, the population of the Dillingham Census area is projected, in the middle scenario, to reach 5,181 in 2020 and 5,408 by 2030.<sup>9</sup>

## Age

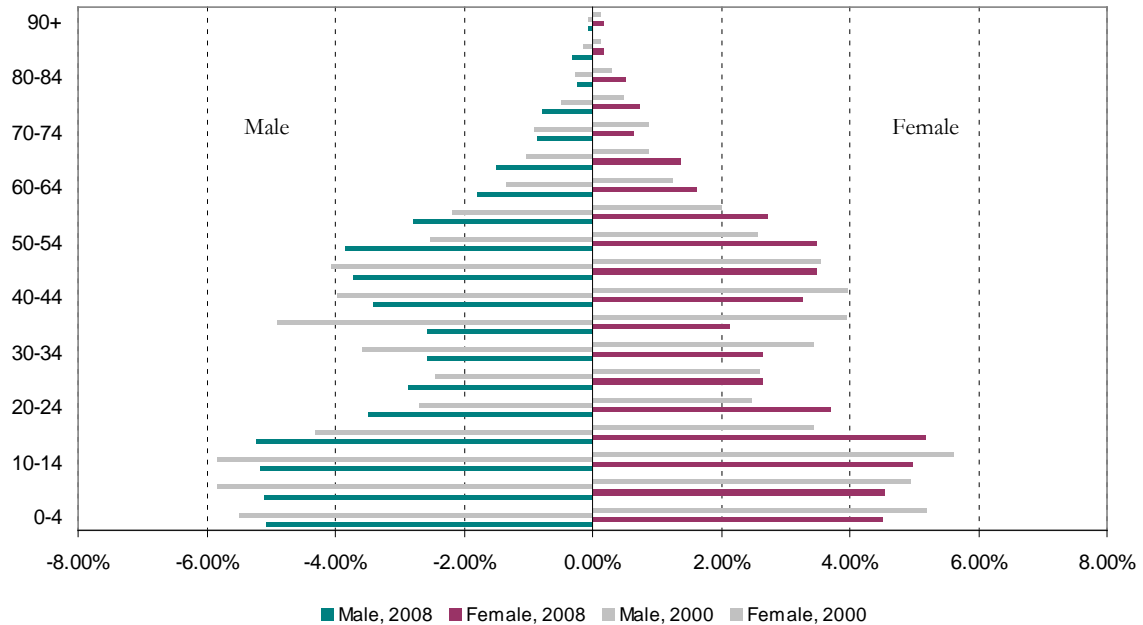
The Dillingham population is aging. Between 2000 and 2008, the percentage of the population 55 and over increased from 13 percent of the population to 16 percent of the population. The changes in specific age groups, roughly divided into the very young (age 0-4), school age (5-19), college/work (20-24), workers (25-59) and the elderly (60+), are significant. As is shown in table 2.3, there has been an increase in

<sup>8</sup> In this case, the greater Bristol Bay area includes the Dillingham Census Area and the Lake and Peninsula and Bristol Bay Boroughs.

<sup>9</sup> Source: <http://laborstats.alaska.gov>

the elderly population, as is the case elsewhere in the state and country. There was a significant drop in the working (25-59) age group and a small increase in the college/work (20-24) age group. The very young dropped slightly and school age population remained stable, as a percentage of the population. This drop in the prime workforce and increase of the older, 60+, age group, could lead to gaps in the local workforce. Long-range planning will be required to adapt to or alter this demographic shift.

**Table 2.3 Population Breakdown by Age Group in the City of Dillingham, Percent of Total Population, 2000 and 2008**

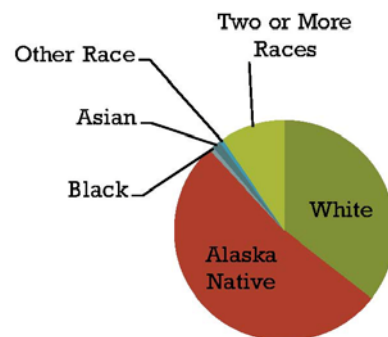


Source: Alaska Department of Labor and Workforce Development

## Race

In 2000, 70 percent of Dillingham’s population reported themselves as Alaska Native or part Alaska Native.<sup>10</sup> The non-Native portion of the population is predominantly White, but includes significant proportions of mixed-race individuals and smaller proportions of Asian and other race individuals.

**Figure 2.4 Race in Dillingham, 2000**



Source: DCCED

<sup>10</sup> Source: DCCED.

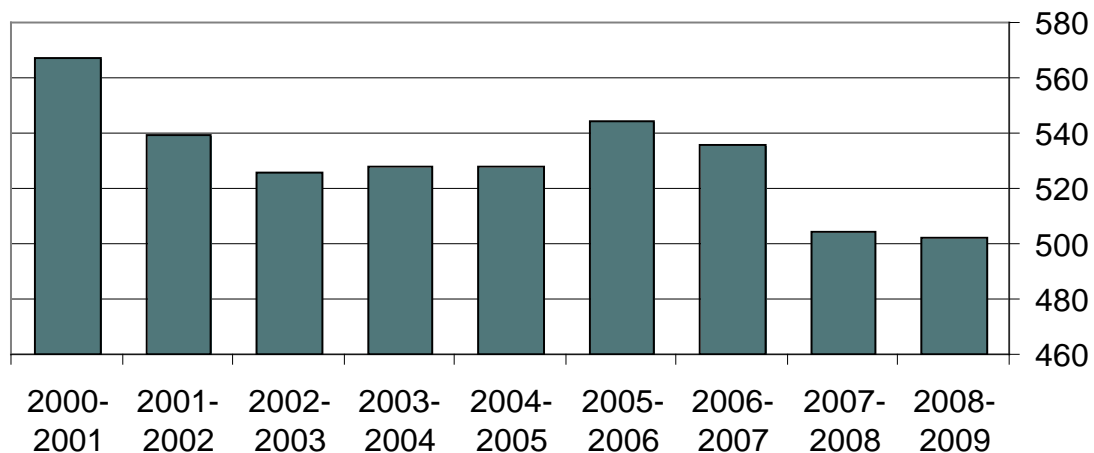
## Schools

As a first class city Dillingham is responsible for providing public school services, and operates two schools. Dillingham Elementary School serves pre-kindergarten through the 5th grade, and Dillingham Middle/High School serves grades 6-12. Enrollment in these two schools has gradually fallen between 2000 and 2008 (see Table 2.5). Decreasing school enrollment could be attributed to outmigration of working age residents with school-age children in their households. From 2000 to 2008, enrollment dropped from 567 to 508 for the Dillingham City Schools.<sup>11</sup>

The graduation rate for Dillingham Middle/High School is 50 percent compared to 63 percent statewide.<sup>12</sup> The percentage of the Dillingham Census Area population over 25 who are high school graduates is lower than the state average, with 76.6 percent for the Dillingham area and 88.3 percent statewide in 2000.

Dillingham has a relatively lower level of formal education compared to statewide averages. This could reflect a greater community orientation toward informal education and subsistence or other activities that do not require a formal high school education. As a school in a smaller rural community, offerings at the school system could be such that some students are deterred from pursuing or completing education. There may also be few local opportunities for the types of careers that would make a formal education attractive to Dillingham's youth. It may also be that the young people who do complete high school and go on to higher education attain jobs in other places and do not return to Dillingham.

**Table 2.5 School Enrollments, Kindergarten – 12th Grade, 2000-2008 for Dillingham School District**



Source: Alaska Department of Education, [www.eed.state.ak.us/stats](http://www.eed.state.ak.us/stats).

<sup>11</sup> Source: Alaska Department of Education, [www.eed.state.ak.us/stats](http://www.eed.state.ak.us/stats)

<sup>12</sup> Source: State of Alaska Department of Education and Early Development



**Table 2.6 Top 10 Employers in Dillingham<sup>13</sup>**

Bristol Bay Area Health Corporation  
Bristol Bay Native Association  
Dillingham City School District  
Bristol Bay Housing Authority  
State of Alaska – Excluding University of Alaska  
The City of Dillingham  
Omni Enterprises, Inc.  
University of Alaska  
Nushagak Electric & Telephone Coop, Inc.  
Alaska Commercial Co.

Source: Alaska DOL&WD, Research and Analysis Section

## Workforce

The local labor force in Dillingham (those aged 16 and above) numbered 1,648 people in 2008<sup>14</sup> and of those 1,173 were currently working (approximately 71 percent of the available workforce): 773 in the private sector, 91 in state government and 309 in local government.<sup>15</sup>

Table 2.7 shows the number employed, average monthly wage and percent of workers over 50 for many of the local industries. The workforce in these sectors like population in

the Dillingham area in general is aging. Workers over the age of 50 make up over 20 percent of the workforce in six industries.<sup>16</sup> Industries that tend to attract younger workers are natural resources and mining, trade, transportation and utilities, professional and business services, and leisure and hospitality.<sup>17</sup> However, many of these industries provide a lower than average monthly wage. For example, leisure and hospitality (\$1,355) and trade, transportation and utilities (\$1,795) are industries which earn less than the average monthly wages for the Dillingham Census Area in 2008 (\$2,770).<sup>18</sup>

Employment in Dillingham is largely based on state, regional and local (City and Tribal) government. The largest employer in the area is the Bristol Bay Area Health Corporation followed by Bristol Bay Native Association and the Dillingham City School District (see Table 2.6). If Dillingham's youth and young adults are to replace the aging workforce in higher paying positions, local entities must work together to

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<sup>13</sup> The specific numbers of employees was not available from the DOL&WD due to restrictions of confidentiality.

<sup>14</sup> Source: ADOL&WD

<sup>15</sup> Source: ADOL&WD

<sup>16</sup> The percentage of the population, in 2008, between the ages of 50 and 65 was approximately 16 percent of the population. Industries that have significantly more are heavily weighted to an older workforce.

<sup>17</sup> These industries have a much higher percentage of workers under 50. Natural resources and mining, less than 10 percent, trade, transportation and utilities, 20 percent, professional and business services, 15 percent, and leisure and hospitality, 25 percent, all have low percentages of workers under 50. Several industry areas have percentages of workers over 50 that are between 30 and 45 percent, e.g. state government, education and health services.

<sup>18</sup> Source: ADOL&WD.

give young people the necessary skills to compete for opportunities created as older workers retire and leave the workforce.

**Table 2.7 Industry Information for Dillingham Census Area**

Industry (not inclusive) Information for Dillingham Census Area	Residents of the Census Area (2008)		Average Monthly Wages (2009)
	Number employed	% of workers over 50	
Average Industry Wage			\$2,770
Local Government	868	30%	\$2,250
Educational & Health Services (including Hospitals)	387	32%	\$4,189
Trade, Transportation and Utilities	324	20%	\$1,795
State Government	109	43%	\$4,491
Financial Activities	99	28%	\$3,265
Leisure and Hospitality	48	25%	\$1,355
Federal Government	46	-	\$4,589
Professional and Business Services	39	15%	\$2,801

Source: ADOL&WD via <http://labor.alaska.gov/research/ee/ee20091.pdf>

## Income

The per capita personal income for the Dillingham Census Area was \$33,380 in 2007. This figure is below both the state (\$40,042) and national (\$38,615) averages (see Table 2.8).<sup>19</sup> The per capita income for Dillingham Census Area in 2007 was 86 percent of the national average; a drop from 1997 when the area was 92 percent of the national average.<sup>20</sup> The median household income in 2008 for the state (\$67,332) was above the national average (\$52,029) while Dillingham Census Area (\$50,827) was below.<sup>21</sup>

<sup>19</sup> Income figures comparing rural Alaskan locations to the state as a whole or the nation may be misleading. Residents living in rural Alaska are much more likely to be employed in seasonal or part-time work and engaged in subsistence activities (non-cash) so portions of the year, leading to lower than average annual income. This is less true in rural hubs, such as Dillingham, but should be kept in mind when reviewing these figures.

<sup>20</sup> Source: [www.bea.gov](http://www.bea.gov)

<sup>21</sup> Source: U.S. Census Bureau. Household income, as defined by the U.S. Census Bureau, is the sum of money income received in the calendar year by all household members 15 years old and over, including household members not related to the householder, people living alone, and other nonfamily household members. Included in the total are amounts reported separately for wage or salary income; net self-employment income; interest, dividends, or net rental or royalty income or income from estates and trusts; Social Security or Railroad Retirement income; Supplemental

Personal income comprises a number of sources including net earnings, dividends<sup>22</sup> and transfer receipts. Over the past decade, earnings and dividends have gone down and transfer receipts have increased. Personal transfer receipts are payments to individuals from federal, state and local governments and by businesses for which no service was performed (e.g., retirement, disability, etc). These were substantially higher in the Dillingham Census Area than the state average. Reasons for this could include a growth in retirement and disability payments as the population ages, or the replacement of employment income with federal or state benefits, as employment opportunities decrease.

Personal income growth can be an indicator of economic health, as it measures future spending. When areas are in periods of recession, consumers stop spending which drives down income growth. Based on this reasoning, the data shown in Table 2.8 appear to indicate that Dillingham is growing more slowly than the rest of the state and nation.

**Table 2.8 Total Personal Income, Dillingham Census Area**

Total Personal Income	1997	2007
Net Earnings	71.2%	69.0%
Dividends, interest, and rent	12.4%	10.1%
Personal Current Transfer receipts	16.4%	20.9%

Source: www.bea.gov

However, in Dillingham, as in many other rural communities, the picture is more complex. Because it is a relatively small, rural community, there is less retail and fewer services in Dillingham – basically, fewer local opportunities to spend money. Cash earnings are likely to be spent on goods or services that are imported (e.g., ordered off the Internet, bought on a trip to Anchorage), which does little to benefit the economic health of the city or the region.

Dillingham (like all communities of the Bristol Bay region) has a significant subsistence economy. A comprehensive household survey in 1984 found that 98% of all households in Dillingham used wild foods and the whole community produced 242 pounds per capita of wild fish, meat, greens and berries.<sup>23</sup> With fewer local incentives to spend money and a strong tradition of subsistence activities to supplement or form the basis of individual or household needs, there could be less

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Security Income (SSI); public assistance or welfare payments; retirement, survivor, or disability pensions; and all other income.

<sup>22</sup> As defined by the U.S. Census Bureau: Interest, dividends, or net rental income includes interest on savings or bonds, dividends from stockholdings or membership in associations, net income from rental of property to others and receipts from boarders or lodgers, net royalties, and periodic payments from an estate or trust fund.

<sup>23</sup> ADF&G, “Patterns of wild resource use in Dillingham: hunting and fishing in an Alaskan regional center,” Technical Paper 135. James A. Fall, Janet C. Schichnes, Molly Chythlook, and Robert J. Walker.

incentive for workers to earn money in the first place. Given these dynamics, formal sector indicators such as personal income growth are an incomplete measure of actual prosperity.

## Cost of Living

Rural Alaskan communities like Dillingham face steadily increasing costs for everything from fuel, to groceries, travel and building materials. For example, petroleum prices, which have increased throughout the world, have grown even more dramatically in Dillingham. Costs at the pump have stayed in the \$5.50-\$6.00 a gallon range in recent months. The high cost for petroleum products ripples through the entire economy, impacting the costs of transporting goods, heating homes and generating electricity.

The State of Alaska most recently updated its intrastate cost differential study in 2008.<sup>24 25</sup> The table at right presents this information, comparing the cost of living in Dillingham to other locations in Alaska. In the study, Anchorage is used as the base. Dillingham’s 1.37 index number means costs in Dillingham are 137 percent as high as in Anchorage. Alaskan communities off the road system have become even more expensive relative to Anchorage than they were the last time this study was done, in 1985.

**Table 2.9 Geographic Cost of Living Differentials, 2008**

Community	Differential
Anchorage	1.00
Homer	1.01
Ketchikan	1.04
Petersburg	1.05
Valdez	1.08
Cordova	1.13
Sitka	1.17
<b>Dillingham</b>	<b>1.37</b>
Nome	1.39
Barrow	1.50
Bethel	1.53
Unalaska/Dutch Harbor	1.58
Kotzebue	1.61

Source: Alaska DOL&WD

## Economy

The primary sectors of the Dillingham economy include commercial fishing, subsistence activities, government, service sector employment, and tourism.

Information on each of these sectors is presented below.

<sup>24</sup> The report, conducted by McDowell Group, updated the 1985 study. Full results are available on the Alaska Department of Administration website, under Alaska Geographical Differential Study, under Quick Links.

<sup>25</sup> Data was gathered from 2,547 household surveys in 74 communities, 634 retail outlet surveys in 58 communities.

## Commercial Fishing

Salmon fishing has been the mainstay of the Dillingham area cash economy for over a century and the lifeblood of the subsistence economy for many centuries prior to the opening of the first canneries. After several disastrous years due to a crash in prices and low returns in the late 1990's, employment in the fishery is stabilizing and the value of the harvest is increasing. Renewed efforts to add value to the raw resource through improved handling and processing and expedited transport to markets may strengthen these trends in future years.

**Table 2.10 Annual Catch and Value of Commercial Salmon Fishery, Sockeye Salmon**

2009	30,899	182,307	\$0.70	\$127,615
2008	27,756	163,758	\$0.68	\$111,355
2007	29,463	171,178	\$0.62	\$106,131
2006	28,726	165,200	\$0.55	\$91,000
2005	24,508	152,261	\$0.60	\$91,484

Source: Alaska Department of Fish & Game

An overview of the commercial fishing catch and permit activity is given in Tables 2.10 and 2.11. As is shown in Table 2.11, there is a significant gap between the earnings of resident and non-resident permit holders.

In 2007, the U.S. Forest Service Research Division published a paper entitled, *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. The paper estimates the economic value of wild salmon ecosystems in the Bristol Bay watershed, including subsistence, commercial fishing, sport fishing, hunting, non-consumptive wildlife viewing and tourism. The region includes the Dillingham Census Area, Bristol Bay Borough and a large portion of the Lake and Peninsula Borough. The estimated direct expenditures were \$234.4 million in 2005 for commercial fishing and processing. The report also found that nearly 100 percent of the private basic sector and 5,540 full-time equivalent (FTE) jobs in Bristol Bay are supported by the estimated \$324 million direct economic impact associated with wild salmon.<sup>26</sup> Of these jobs, an estimated 1,598 are held by local residents of Bristol Bay, 1,829 by on-local Alaskans and 2,110 by nonresidents. Three-fourths of these jobs are in the commercial fish sector, and much of the rest in recreation.<sup>27</sup>

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<sup>26</sup> Source: Duffield, et al. *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. USFS-Research Division. 2007.

<sup>27</sup> Source:

<http://www.bbna.com/PureBristolBay/Economics%20of%20Wild%20Salmon%20Ecosystems%20in%20Bristol%20Bay%202-23-2007.pdf>

**Table 2.11 Permit and Earnings Activity, Resident and Non-Resident, 2004-2008**

Year	Residency	Total Permits Issued/Renewed	Total Permits Fished	Average Pounds	Average Gross Earnings
<b>Drift Net</b>					
2009*	Resident	870	665	89,875	\$59,697
	Nonresident	993	779	124,211	\$84,502
2008	Resident	887	706	78,548	\$55,262
	Nonresident	976	763	109,648	\$80,111
2007	Resident	884	693	89,075	\$55,952
	Nonresident	978	775	118,911	\$76,568
2006	Resident	898	709	90,213	\$55,472
	Nonresident	962	766	116,913	\$74,066
2005	Resident	902	700	78,895	\$46,028
	Nonresident	960	747	107,561	\$64,711
2004	Resident	911	678	79,194	\$38,941
	Nonresident	949	733	105,765	\$53,571
<b>Set Net</b>					
2009*	Resident	674	567	39,882	\$27,031
	Nonresident	309	276	47,104	\$32,389
2008	Resident	678	575	34,963	\$24,102
	Nonresident	302	275	36,451	\$25,808
2007	Resident	676	566	37,301	\$23,115
	Nonresident	307	269	40,216	\$25,340
2006	Resident	693	579	32,459	\$18,698
	Nonresident	292	265	32,434	\$19,415
2005	Resident	697	571	35,153	\$20,197
	Nonresident	291	258	38,604	\$22,736
2004	Resident	708	541	27,687	\$13,370
	Nonresident	287	254	35,501	\$17,443

\* Data are preliminary.

Source: Alaska Commercial Fisheries Entry Commission

## Tourism

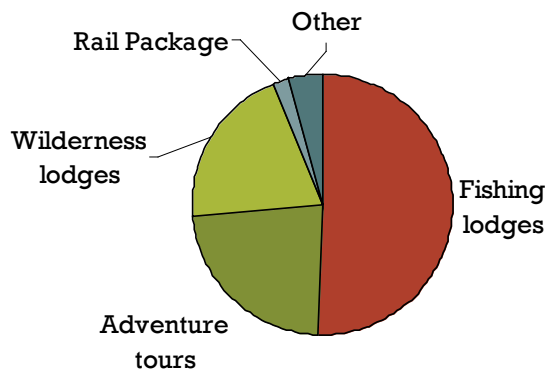
The Alaska Visitor Statistics Program (AVSP) report for summer 2006 shows that 3.3 percent of Alaska visitors (approximately 54,000) visited Southwest Alaska (includes Y-K Delta, Bristol Bay and Kodiak). Kodiak received 20,000 of those visitors, with the remaining 34,000 visiting the Y-K Delta or Bristol Bay, coming through Bethel or Dillingham. While one of the least visited regions in the state, visitors stayed the longest, with an average of 7.3 nights while the Interior had the shortest with 4.3 nights.

Sport fishing and hunting remain the dominant reasons travelers visit Bristol Bay and the Dillingham region. There are approximately 100 lodges in the greater Bristol Bay area, providing services ranging from high-end daily air service to remote sites, to more rustic accommodations and boat based services. Wildlife viewing and to a very limited degree, sightseeing and culture are secondary draws in the region. While a significant amount of money is spent by travelers to Bristol Bay, and Dillingham benefits by spending at local restaurants, hotels and B&Bs, a relatively small percentage of total visitor spending stays in the region. The majority of tourism businesses are held and operated by people from outside the Bristol Bay region.

The AVSP also examines the activities of these visitors while they were in Alaska. Of the visitors to Southwest Alaska, 47 percent purchased multi-day packages. These packages were for a variety of activities, 50 percent fishing lodges, 23 percent adventure tours, 20 percent wilderness lodges. Visitors to Southwest were the most likely out of all the regions to have already been to Alaska for vacation, with 66 percent repeat visitors. No other region in the state was above 50 percent.<sup>28</sup>

Employment in the Dillingham Census Area in the leisure and hospitality sector can also be used as a proxy for tourism when direct measures are not available. Employment in this sector has risen every year since 2004 with the exception of 2008. The 2008 decline could be due to the national economic recession that occurred that year.

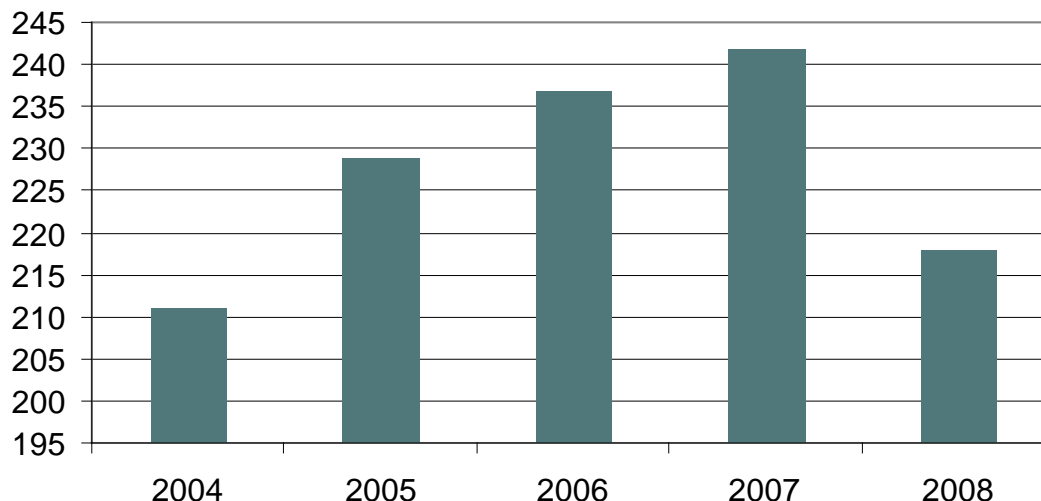
**Figure 2.12 Activities of package visitors in Southwest Alaska, 2006.**



Source: <http://www.commerce.state.ak.us/oed/toubus/pub/AVSPSummer2006Final.pdf>

<sup>28</sup> Source: <http://www.commerce.state.ak.us/oed/toubus/pub/AVSPSummer2006Final.pdf>

**Table 2.13 Employment in Leisure and Hospitality Sector in Dillingham Census Area, 2004-2008**



Source: [www.bea.gov](http://www.bea.gov)

The impact that ecosystem-based tourism in Bristol Bay (hunting, sport fishing, wildlife viewing) has on the Dillingham economy was also estimated in the paper mentioned above, *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. The estimated direct expenditures were \$61 million for sport fishing, \$17.1 million for wildlife viewing, and \$7.2 million for subsistence-related expenditures and \$12.4 million for sport hunting. These were contributions to the local economy in addition to the jobs held in industries supporting these ventures.

## Transportation

Though it is the transportation hub for the Bristol Bay region, Dillingham can only be reached by air or sea, making its ports and airports vitally important to the livelihood of the city. The city is served by two major passenger air carriers and numerous charter and inter-area passenger air carriers. There are approximately 180 miles of roads in the Dillingham Census Area, a majority of these unpaved. The City of Dillingham has 45 miles of roads, a City-operated small-boat harbor, a heliport at the hospital, and receives scheduled barge traffic from two barge lines from Seattle.<sup>29</sup>

### Airport

Regular, scheduled jet and prop plane service to and from Dillingham is available at the state-owned Dillingham Airport. Dillingham is also served by a seaplane base owned by the Bureau of Land Management, Division of Lands. Enplanement data for the Dillingham airport from 2001-2008 is shown in Table 2.14. These data show a

<sup>29</sup> Source: <http://www.swamc.org/files/stories/pdf/08-infrastructure.pdf> and Alaska DCCED.



general downward trend in the number of passengers, with the exception of a 39 percent jump in the number of trips taken in 2003.

**Port**

Like many communities in Alaska, marine transportation is vital to Bristol Bay and Dillingham. Ports operate with the goal of distributing goods and services to the region’s communities and are key transfer points in the distribution chain for goods and services. Dillingham operates two docks for the distribution of cargo and freight. The harbor is also important for the large commercial fishing fleet that operates out in Bristol Bay. The waterfront chapter provides more information on port and dock facilities.

**Table 2.14 Enplanement at Dillingham Airport, 2001-2008**

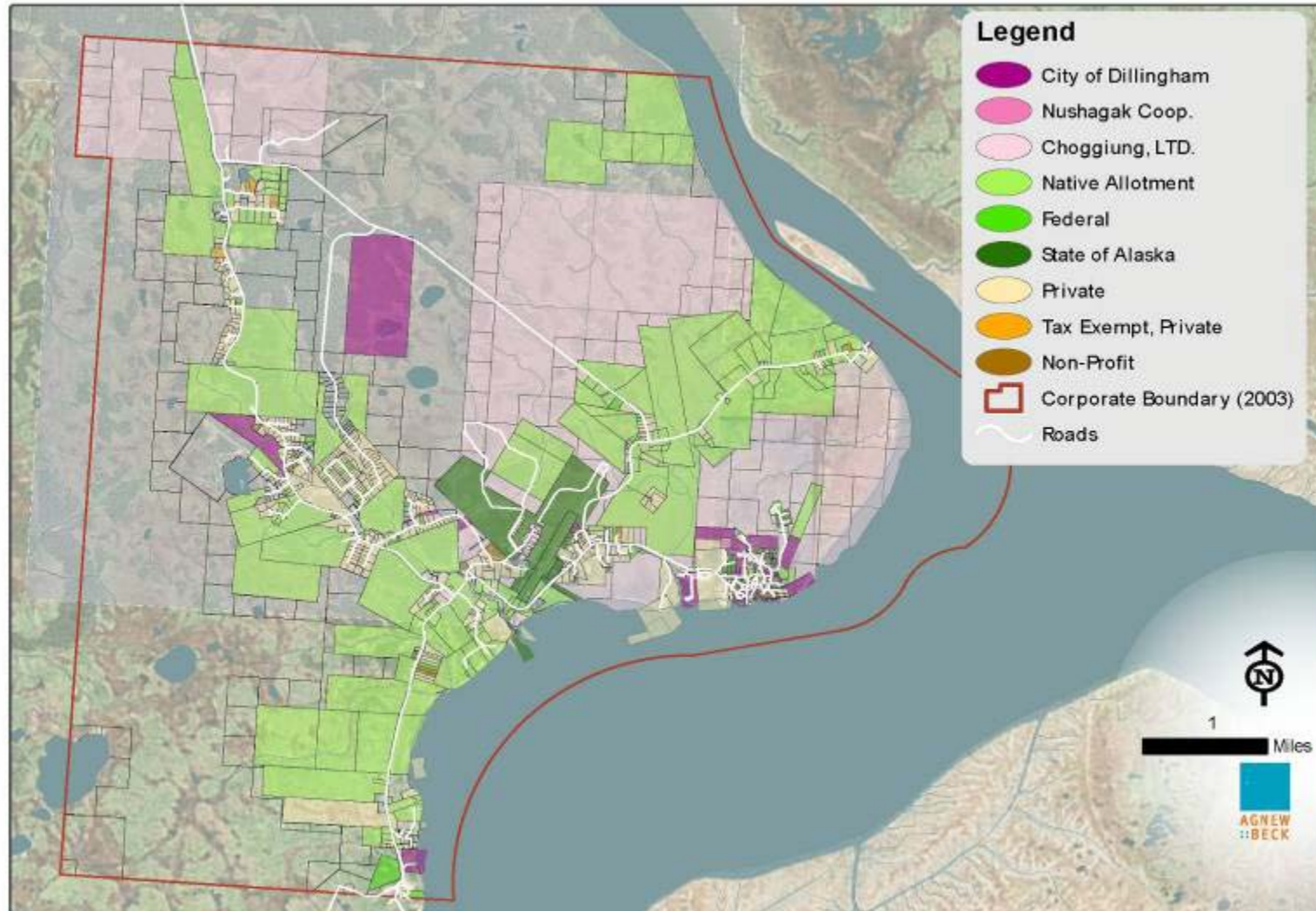
Year	DLG Enplanement	Percent Change
2001	37,545	--
2002	34,746	-8 %
2003	48,168	39%
2004	46,311	-4%
2005	42,979	-7%
2006	43,420	1%
2007	42,617	-2%
2008 (preliminary)	32,093	-25%

Source: FAA,  
[http://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/passenger/index.cfm?year=all](http://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/passenger/index.cfm?year=all)

**Land Use**

Dillingham encompasses 33.6 sq. miles of land and 2.1 sq. miles of water. As the map (Map 2.15) on the following page shows, a large percentage of the road accessible, developable land in the City of Dillingham is held as Native Allotments. Other major landowners include the Choggiung Limited, the City of Dillingham, and the State of Alaska.

Map 2.15 Dillingham Land Ownership

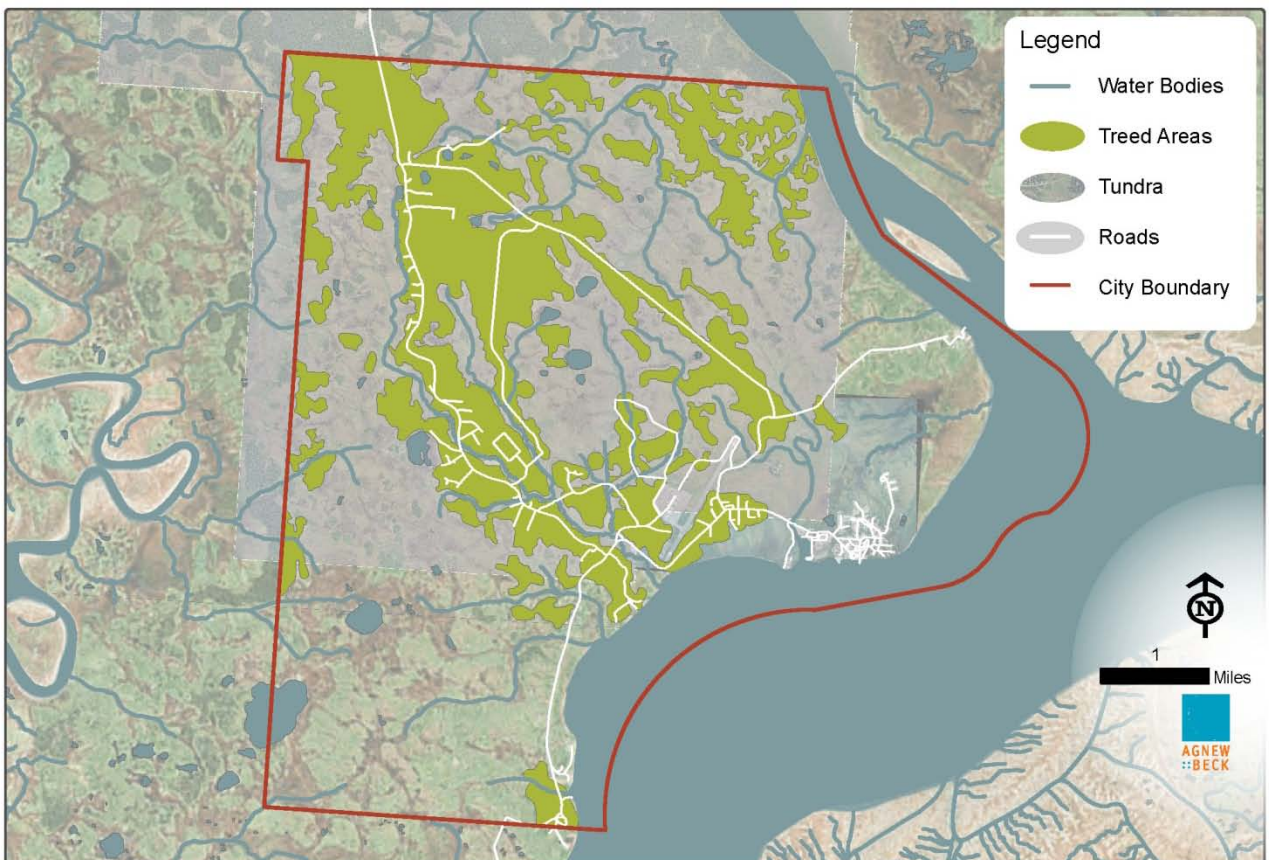


## Physical Environment

Dillingham lies along the shores of the Nushagak and Wood Rivers, at the edge of Bristol Bay. The community has a principally maritime climate, with cool, often wet summers, although at times the more arctic climate of the interior also affects the Bristol Bay coast. Average temperatures range from 37 and 66 degrees Fahrenheit in the summer to 4 and 30 degrees Fahrenheit in the winter. The Nushagak River remains wholly ice-free from roughly May through November.

Dillingham's subsurface lands are largely made up of sand, silt and clay deposits from the last glacial expansion. The currents and seas have made the area's shoreline a dynamic place. Today Dillingham lies in an area of irregularly shaped glacial moraine knolls and ridges separated by expanses of muskeg and lakes.<sup>30</sup> These knolls and ridges, 50 to 100 feet above the surrounding areas, create a pattern of land, almost like islands, with limited areas of better drained, developable property rising above a "sea" of poorly drained, wet lowlands. Map 2.16 illustrates the general pattern of wetlands and uplands in the area.

**Map 2.16 Physical Environment**



<sup>30</sup> Source: *Dillingham Small Boat Harbor Upgrades*, Draft. April 2009. Bristol Environmental & Engineering Services Corporation

## Energy

In Dillingham, all forms of transportation run on petroleum products, electricity is generated with diesel, and most homes are heated with heating oil. All these fossil fuels must be imported to Dillingham, as in most of rural Alaska. The additional cost of transportation affects not only the price of these fuels, the combination of high energy costs and transportation costs greatly impact the overall cost of living in remote communities.

The increasing cost of energy in Alaska, specifically in rural areas, has been the subject of much discussion. According to the University of Alaska's Institute of Social and Economic Research, in 2006 rural residents spent approximately 9.9 percent of their total income for energy related expenses, an increase from 6.6 percent in 2000.<sup>31</sup> Summer of 2008 saw a spike in energy prices across Alaska, but one that hit rural Alaska communities hardest. A 2008 ISER study<sup>32</sup> found that, at May 2008 energy prices, with 1999-2000 consumption levels, a household in rural Alaska<sup>33</sup> could expect to pay an annual energy bill (combined heating fuel, electricity and gas) of about \$7,600. For the lowest income households in rural Alaska (those earning \$28,715 or less each year), energy prices were estimated to consume up to 47 percent of their yearly household earnings. For Anchorage households, the annual energy bill under the same conditions was estimated at \$2,700, and for Alaska communities on the road system, costs fell somewhere in between.

High energy costs have a great impact on the viability of manufacturing and other industries, and raise the operating costs for all business and organizations. Recent price increases for diesel, heating oil and gas in Dillingham have spurred several entities in Dillingham, discussed in the Energy chapter, to explore renewable sources of energy.

The cost of energy affects other aspects of community life as well. Planning local land use in ways that decrease energy consumption, upgrading existing structures and adopting an energy efficient building code for new construction will create savings for residents. Another option to explore is the use of "Smart Grids."<sup>34</sup> A smart grid offers two ways to help address energy issues. First, by charging higher rates for electricity at peak use times, smart grids create incentives to shift energy use to off-peak hours, reducing the need for peak demand generating capacity. Secondly, smart grids allow individual homes and businesses to generate power, for

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<sup>31</sup> Source: [http://www.iser.uaa.alaska.edu/Publications/Fuelcost\\_viability\\_final.pdf](http://www.iser.uaa.alaska.edu/Publications/Fuelcost_viability_final.pdf). As a comparison, Anchorage residents spending on utilities over the same period increased from 2.6 percent to 3.1 percent of income.

<sup>32</sup> Saylor, Ben, Sharman Haley, and Nick Szymoniak, *Estimated Household Costs for Home Energy Use*, May 2008 (Revised June 24, 2008).

<sup>33</sup> In this case, rural Alaska is defined as the remote communities off the road system.

<sup>34</sup> A smart grid is a modernization of the transmission and distribution aspects of the electrical grid. These changes can happen at the customer level, the distribution grid level, or at the transmission grid level. Two options are mentioned in this report. More information is available from the U.S. Department of Energy in their publication *The Smart Grid: An Introduction*, [http://www.oe.energy.gov/DocumentsandMedia/DOE\\_SG\\_Book\\_Single\\_Pages\(1\).pdf](http://www.oe.energy.gov/DocumentsandMedia/DOE_SG_Book_Single_Pages(1).pdf)

example using wind, and sell this electricity back to the system, which helps reduce reliance on imported fuels. Tackling the cost and use of imported energy will be a transition that is both essential and difficult, because Dillingham is heavily invested in energy systems based on imported fuel.

As pointed out in the ISER study, these increases in energy prices could be devastating to rural Alaskan communities with lean cash economies. When the cost of living increases, it causes some of the residents with enough money to migrate to other communities with lower living costs and more job opportunities. Those residents who are left bear the cumulative impact of a rising cost of living coupled with declining populations and contracting local economies. Although state intervention mitigated the effects of the 2008 spike in energy prices and individuals have found ways to cope with persistently high fuel prices, it will be critical for Dillingham and other rural Alaska communities to ensure a stable, affordable source of energy for future generations.



# COMMUNITY VISION, STRENGTHS & GOALS

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## Community Vision Statement

Over the next 20 years, the people and organizations with a stake in the future of Dillingham – residents young and old, business and property owners, non-profit organizations, tribal governments and corporations, local, state and federal agencies and others – will actively work together to guide the improvement of Dillingham, as a place to live, work and visit. Dillingham will need to overcome significant challenges in order to grow its economy and attract and retain residents. To do this will require working together toward:

- A more manageable cost of living, focused on reducing energy costs;
- More diverse housing options, and more housing within the purchasing power of young families, single people, school teachers, and others with modest incomes;
- A vital business environment, offering more job and entrepreneurial opportunities, particularly for young people;
- A thriving harbor and port that positions Dillingham as the home of the Bristol Bay commercial fishing fleet and provides infrastructure for value-added processing and shipping of high quality fish products;
- A bustling, attractive, walkable downtown, a place residents will be proud of and visitors will enjoy;
- A well planned and managed system of public infrastructure; an efficient system of roads, sidewalks and trails, so people of all ages can get around conveniently and safely by a variety of means;
- Excellent public recreation opportunities, including trails, parks and open spaces, and better places for indoor recreation;
- A healthy community that works together to promote positive behaviors with a range of human services and supports to meet local needs;
- An excellent primary and secondary educational system that prepares our youth for the future
- A sustainable community that protects and celebrates its out-the-backdoor access to a healthy, natural environment, including groundwater and surface waterways, wetlands and subsistence areas; development that is designed and located to fit compatibly with natural systems;
- A community that respects and maintains its traditions while looking ahead to respond to the challenges and opportunities of the future.

## Community Strengths

Dillingham has a number of important strengths and shared values from which to draw. The following list was developed by the Community Wellness work group.

- Family and cultural connections: a close community
- Strong sense of history and culture: Elders who teach about the past
- Active in the outdoors: subsistence, recreation, exploration and, commercial fishing
- Art, culture and community events that bring people together
- Community organizations that work together: history of strong collaboration and cooperation among groups and agencies
- Caring community that reaches out to those in need
- Excellent emergency response in a crisis
- Families, schools and other organizations help raise our children and youth to take advantage of opportunities for the future
- Growing our community: attracting young people, creating jobs, living sustainably (local energy, local food, local economy)
- Organized, active community groups focused on primary prevention and effective interventions: promoting our strengths rather than focusing on our weaknesses
- Building youth leadership capacity and providing youth with meaningful roles in community life



## Summary of Goals

### Land Use and Housing

*Overarching Goal:* Guide the physical development of Dillingham, responding to the elements outlined in the community vision, including strengthening the economy, protecting the natural environment, and enhancing the quality of daily life.

- GOAL 1: Improve the safety and appearance of downtown; cluster and mix retail, office, lodging, public facilities, higher density housing and other uses to create a more vital business district; encourage walking and reduce costs for providing public services.
- GOAL 2: Establish a generalized plan for future land use in Dillingham identifying, in broad terms, areas intended for various groups of uses.
- GOAL 3: Encourage a greater variety and number of housing types and sizes in Dillingham, including more housing for young families, single people, school teachers and other workers.
- GOAL 4: Encourage quality subdivision planning and development to improve access and utility provision to lots, and to protect the environment.
- GOAL 5: Encourage land use practices that conserve energy and maintain or reduce costs for providing public services at three scales: city-wide, subdivision, and individual homes.
- GOAL 6: Allocate land for industrial, institutional and commercial development to support economic and community development and minimize conflicts with other uses.
- GOAL 7: Ensure that existing and future land uses protect the natural environment to maintain:
  - Clean surface water: keep water bodies free from septic pollution, hydrocarbons, and non-point source pollution such as fertilizers;
  - Clean well water;
  - Healthy subsistence areas;
  - Clean air: discourage air polluting industries and monitor pollution from wood burning heat sources;
  - Natural beauty: landscape features and access to views that accentuate the beauty of the land and water;
  - Dark night skies: Minimize light pollution (for example, direct street lights downward; street lights should be energy efficient), and
  - Quiet: minimize noise pollution.

- GOAL 8: Prepare development guidelines and regulations to protect property values and neighboring land values. Enforce regulations fairly and uniformly.
- GOAL 9: Develop parks, open space, and recreation.

## Transportation

*Overarching Goal:* Develop and maintain an integrated transportation system that provides a range of safe and efficient ways to move people and goods within, as well as in and out of Dillingham; provide for both utilitarian needs such as access to jobs, schools, services and facilities, subsistence resources, and for recreation and health.

- GOAL 1: Bring together the parties with primary responsibility for transportation planning and funding, to jointly develop near and long-range transportation plans.
- GOAL 2: Improve the system of roads, docks and harbors, and airports to meet current and anticipated future needs, minimize maintenance costs, and to minimize potential conflicts between transportation and other community goals.
- Goal 3: Identify, reserve and improve an integrated system of sidewalks, trails and transit to provide safe and attractive alternatives to traditional private vehicles, both for traveling within Dillingham, and connecting to surrounding villages. More actively manage sidewalk and trail use to increase safety and reduce environmental impacts.
- Goal 4: Improve downtown circulation; create a safer, more efficient and more enjoyable place for pedestrians, cars, trucks, ATVs and snowmachines.
- Goal 5: Refine subdivision access standards to ensure that quality roads and trails are in place to meet future transportation needs.

## Waterfront

*Overarching Goal:* Develop the waterfront as the active edge of Dillingham, a gateway to the region; the base for the commercial fishing industry, the anchor of the local economy; a vital subsistence area; and, an open space and recreational resource for residents and visitors. Create a functional, safe, interesting place for a diverse mix of activities amidst a dynamic landscape impacted by tides, ice and erosion.

- GOAL 1: Strengthen and diversify Dillingham's economy by developing infrastructure to support waterfront commercial and industrial activities, in particular, actions that create more local benefit from commercial fishing, and improve access to local services and businesses.
- GOAL 2: Improve access to and from the waterfront for fish, freight, and commerce
- GOAL 3: Take full advantage of Dillingham's waterfront both where it is a "working waterfront" and where it is less developed, as an important amenity for residents and visitors.
- GOAL 4: Better understand, monitor and respond to waterfront natural hazards, including shoreline erosion.
- GOAL 5: Train workforce and create jobs in the marine industry.

## Economic Development

*Overarching Goal:* Diversify and strengthen Dillingham's economic base to ensure a prosperous future for the community's residents while protecting the health of the environment.

- GOAL 1: Increase the role of commercial fisheries in our economy.
- GOAL 2: Support efforts to educate the local workforce and to provide opportunities for living-wage employment.
- GOAL 3: Grow local businesses and industries.
- GOAL 4: Support efforts that strengthen local capacity to deliver and expand community services.
- GOAL 5: Support policies that promote energy efficiency and conservation.
- GOAL 6: Maintain and protect subsistence harvest areas and the subsistence economy.
- GOAL 7: Substantially improve the appearance and attractions of downtown Dillingham to make this a more desirable destination for visitors and for residents.
- GOAL 8: Strengthen Dillingham's position as a premier tourism destination.

## Energy

*Overarching Goal:* Reduce energy consumption and costs to decrease the cost of living, facilitate diverse economic development, and ensure Dillingham's viability into the future.

- GOAL 1: Reduce energy consumption.
- GOAL 2: Develop new, alternative energy sources and innovative methods to reduce the cost of energy.
- GOAL 3: Reduce reliance on costly imported goods; increase production and reliance on local resources.

### **Community Wellness and Education**

*Overarching Goal:* All Dillingham residents and organizations will work together to overcome economic and health disparities; to promote positive development and empowerment for children and youth; and, to support healthy, productive lives for adults and Elders.

- GOAL 1: Promote cultural awareness, social connectedness and physical health.
- GOAL 2: Promote positive development and empower all community members through education to lead healthy and productive lives.
- GOAL 3: Increase the integration of the public health and educational systems. Focus on promoting health, preventing disease, and using rehabilitative treatment to maximize functioning; reduce interpersonal violence and teen pregnancy, prevent suicide, reduce substance abuse, and address mental and behavioral health issues.

### **Public Facilities and Services**

*Overarching Goal:* Develop and maintain sustainable public facilities and services to support community and economic development for Dillingham residents and improve the quality of life.

- Goal 1: Identify and secure adequate, ongoing revenue to operate and maintain community facilities, services and equipment.
- Goal 2: Develop and maintain areas and facilities for indoor and outdoor recreation.
- Goal 3: Develop and maintain new facilities to meet the needs of Dillingham residents.

# LAND USE & HOUSING

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## Introduction

Many of the goals identified through this planning process have been high community priorities in the past. These include goals improving downtown, expanding the economy, improving housing, protecting the natural environment, and dedicating land for future industrial, commercial and other uses. While there has been progress towards these goals, in many cases the City will need to use new methods and resources for these goals to be achieved.

Currently, Dillingham has few of the land use planning and regulatory tools used by most small communities in Alaska. For example, the City has few controls over the location of new uses. The City does not require a review process for major new uses, and it has very limited standards for development on individual properties.<sup>1</sup> The City Planning staff currently has few tools to enforce land use regulations. Small communities in Alaska and in other parts of the country use land use controls in order to shape the future of their communities, to grow local economies and sustain the qualities that make their communities good places to live.

### Why Plan?

Dillingham has grown and changed in the past, and almost certainly will grow and change in the future. The purpose of this plan is to help the community respond to these changes in a way that accommodates growth and increases economic opportunities while holding onto characteristics that make Dillingham a good place to live and visit. Some examples of the need for better land use policies are listed below:

- A plan helps the community anticipate and plan for new infrastructure. Decisions on the location and intensity of development greatly affect the cost and requirements for new public infrastructure, particularly for water and wastewater services.
- Growth can adversely impact the area's natural environment and the quality of neighborhoods. A neighbor who operates a noisy business or who has a failing septic system reduces neighboring property values. A plan provides guidelines to reduce the downsides of development.
- Well planned growth can create a stronger local economy by providing space for new activities and preserving qualities that hold residents and attract visitors.

Dillingham could evolve in many different ways in the future, some more desirable than others. No plan can control the future, but a plan increases the odds that Dillingham will change in ways that fit with residents' preferences and ways of life, for themselves and for their children.

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<sup>1</sup> In some Dillingham subdivisions, Codes, Covenants and Restrictions (CCR's) are used to guide certain activities and uses, with varying degrees of success. The main challenge with CCR's is the difficulty of enforcement, particularly if the homeowners' association responsible for enforcement is not constantly vigilant. The City has a requirement for a land use permit (see the discussion under Goal 8).

Some residents are content with the current lack of land use controls; others are concerned that without some guidance, development could harm the community. Examples given include damage to the natural environment and increased costs to the City to build and maintain public infrastructure. Respecting both these views, this plan proposes incremental steps to improve the community's capacity to guide future growth. The initial steps will equip the community with a few basic land management tools. Even these steps will be taken slowly, to provide both landowners and City staff time to test any new policies, and to find an acceptable balance between no rules and the right, limited set of practical, enforceable rules.

**“We need some rules so landowners don't reduce value and quality of life of adjoining residences.”**

## Goals, Objectives & Strategies

*Overarching Goal:* Guide the physical development of Dillingham, responding to the elements outlined in the community vision, including strengthening the economy, protecting the natural environment, and enhancing the quality of daily life.

**GOAL 1: Improve the safety, appearance and accessibility of downtown; cluster and mix retail, office, lodging, public facilities, higher density housing and other uses to create a more vital business district, to encourage walking and reduce costs for providing public services.**

Objective 1A: Establish a downtown working group to engage residents, property owners and businesses to refine plans for needed improvements to the downtown core, and to implement practical strategies to make these improvements.

Strategies:

1. Work with the individual business owners, local organizations, and the City Planning Commission to determine how best to gain their involvement in improving downtown. Once this structure is in place, work on an ongoing basis to carry out priority projects.

Objective 1B: Improve the appearance of buildings and sites to create a more attractive downtown, to benefit residents and businesses, and to increase the length of visits and tourism-generated revenue.

Strategies:

1. Carry out an educational campaign with local businesses and property owners. Seek input and then promote agreed upon strategies, including codes affecting downtown buildings, and options for City support for needed

improvements. Develop a combination of “carrot and stick” approaches to improving neglected, dilapidated or hazardous structures.

2. Review and strengthen City ordinances to enforce the cleanup and/or removal of blighted properties that create safety hazards and diminish the overall attractiveness of downtown. Some version of these rules should apply citywide, but these are particularly important in downtown.
3. Promote and coordinate clean-ups and work parties to provide volunteer labor to improve downtown properties. Promote examples of revitalized buildings and publicize model businesses that make improvements.
4. Develop and/or identify incentives for property owners to make exterior and site improvements, such as matching grants, help with plantings and landscaping, advice on cost effective options, reduced prices on materials, and volunteer labor on priority community projects.

**“We need to raise standards, raise the bar for the quality of our downtown.”**

Objective 1C: Improve and create comfortable, safe and attractive public spaces. Such areas should be inviting for both residents and visitors, and include places for kids to play, people to sit, and information and public art that shares Dillingham’s history and culture (see also Waterfront and Transportation chapters).

Strategies:

1. Establish parks, historic landmarks, and places to learn about Dillingham’s history.
2. Identify a location and develop one central downtown “mini plaza” and several secondary smaller spaces.
3. Establish waterfront parks, trails and view points (see Waterfront Chapter, Goal 3).
4. Establish a cultural and historical park at Kanakanak where old house sites are located.

Objective 1D: Improve transportation routes to accommodate multiple modes of transportation safely and efficiently, within the downtown core and connecting downtown to other areas including the harbor and outlying neighborhoods. Modes of downtown transportation include heavy goods vehicles, other vehicles, ATVs, snowmachines, pedestrians and cyclists (see Transportation chapter for details).

Objective 1E: Address public inebriation (see Community Wellness chapter).

**Objective 1F:** Promote redevelopment and infill of downtown sites and structures to add new vitality to downtown, increase the availability of housing, address safety concerns, and take greater advantage of downtown’s established infrastructure and underutilized parcels and structures.

Strategies:

1. Prepare a simple inventory of the status of vacant and or under-developed downtown properties, aiming to identify parcels with redevelopment potential. One way to identify such parcels is to compare the ratio of land values to improvements in city assessor records.
2. Work with landowners to better understand and mitigate constraints that limit redevelopment, including access, setbacks, and parcel shapes. For example, investigate options to improve access for the lots immediately east of the City dock. This area offers prime developable land, but several parcels currently do not have physical or legal access.
3. Investigate options for City-sponsored incentives to encourage redevelopment of key downtown parcels. Options include targeted property tax relief, combination of lots, and the purchase and assembling of lots to create more buildable parcels.

**Objective 1G:** Encourage indoor and outdoor, public and private sector recreational uses downtown (see Public Services and Facilities chapters).

### **Redevelopment**

Though people have lived in Alaska for thousands of years, our cities are quite young. The majority of buildings in Dillingham and the rest of Alaska are “first generation” structures. But buildings, like trees, dogs and people, get old. Successful communities find ways to encourage reinvestment or redevelopment of older structures. Without such efforts, private owners often let these structures languish to the point where they create visual blight and/or safety issues. Alaskan communities are just now reaching the point where they are establishing redevelopment tools common in other parts of the U.S. Examples of redevelopment strategies include:

- Façade improvement programs,
- Improved public infrastructure (e.g., better roads, sidewalks, landscaping, water & sewer),
- Reconfiguration/consolidation of lots,
- “Main Street” programs (e.g., tax incentives for historical restoration, improved downtown marketing),
- Tax increment financing.



## **GOAL 2: Establish a generalized land use designation map in Dillingham identifying, in broad terms, areas intended for various groups of uses**

**Objective 2A:** Adopt a citywide land use plan map showing generalized intended land uses, using the categories below:

- **Residential Focus:** primarily low density residential (>1 acre); option for home-based and other businesses compatible with a predominantly residential area.
- **Residential Mixed Use:** primarily smaller lot and higher density residential (< 1 acre); option for secondary uses, including commercial.
- **Commercial Mixed Use:** primarily commercial and retail services; option for secondary uses, including residential.
- **Waterfront Mixed Use:** primarily commercial and industrial, commonly on a seasonal basis; option for secondary uses, including public recreation.
- **Industrial:** industrial and commercial uses in non-waterfront locations
- **Public lands and Institutions “C/I”:** primarily commercial and industrial use.
- **Public lands and Institutions “PF”:** primarily public facilities (for example, schools, police or fire station, sewer treatment, parks).
- **Open Space/Watershed/Lower Intensity Use.**

### **Land Use Designation Map**

The fundamental element of a comprehensive plan is a land use designation map. Such a map outlines the locations of current uses and the general expectations about locations of future development. The reason almost all American communities develop such a map is that it provides the basis for anticipating and guiding growth, planning for roads and other future infrastructure needs, and protecting neighborhoods and sensitive natural environments.

In most communities, this map is developed in two steps:

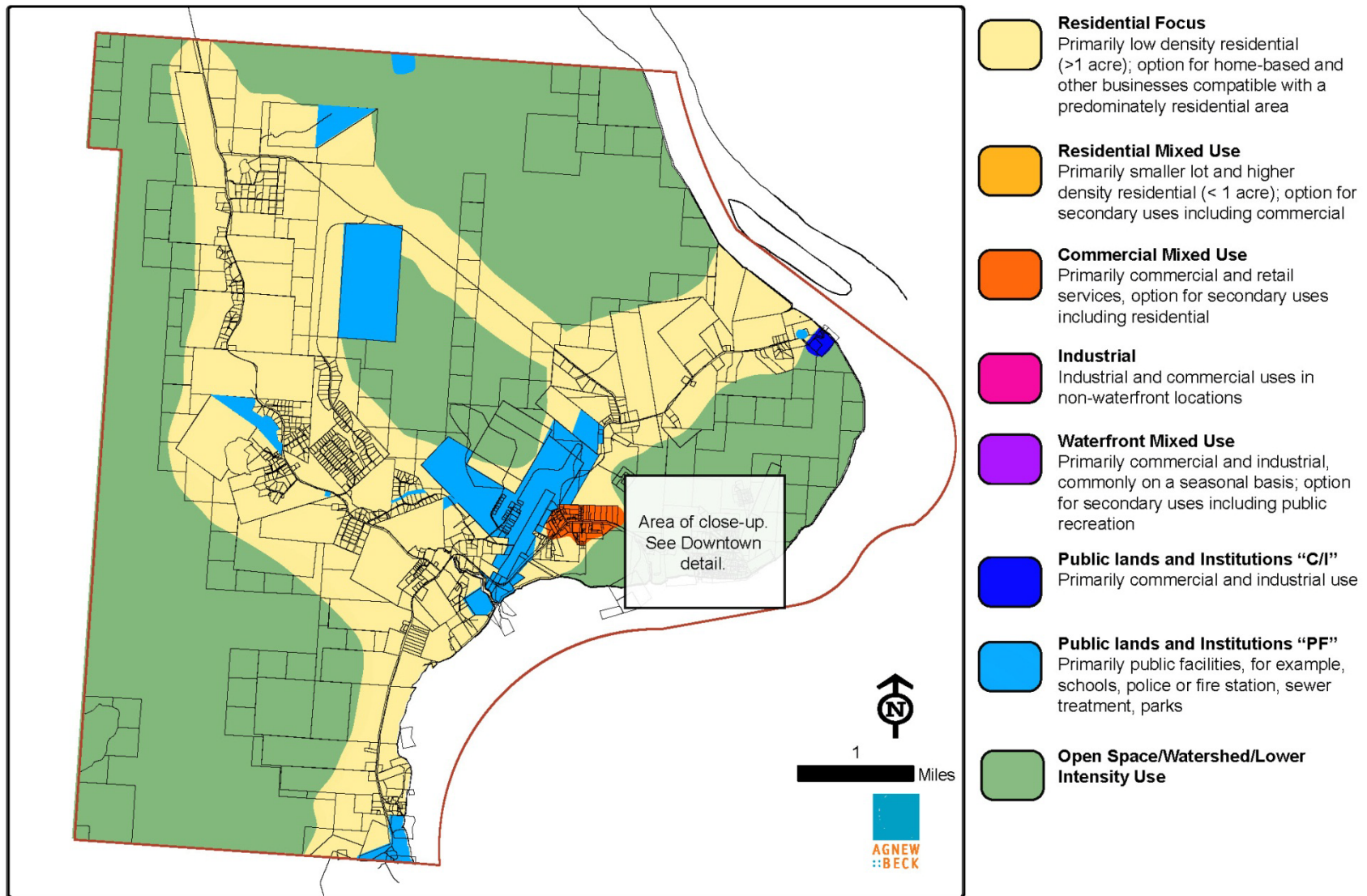
1. A generalized land use map is created as part of a comprehensive plan. This map has limited regulatory power, but does articulate the community's general intentions for the character and location of future land use. The map in this chapter fits this model.
2. After the Comprehensive Plan is adopted, the community, if it chooses, develops a refined version of the map, with more precise boundaries and clearer intentions for use within different areas, and adopts this as an enforceable tool for guiding use.

Objective 2B: After the comprehensive plan is adopted, work with landowners, businesses and residents to develop a more precise version of the map and land use categories to be adopted by the City Council to provide more precise guidance for the location, type, and character of future uses.<sup>2</sup>

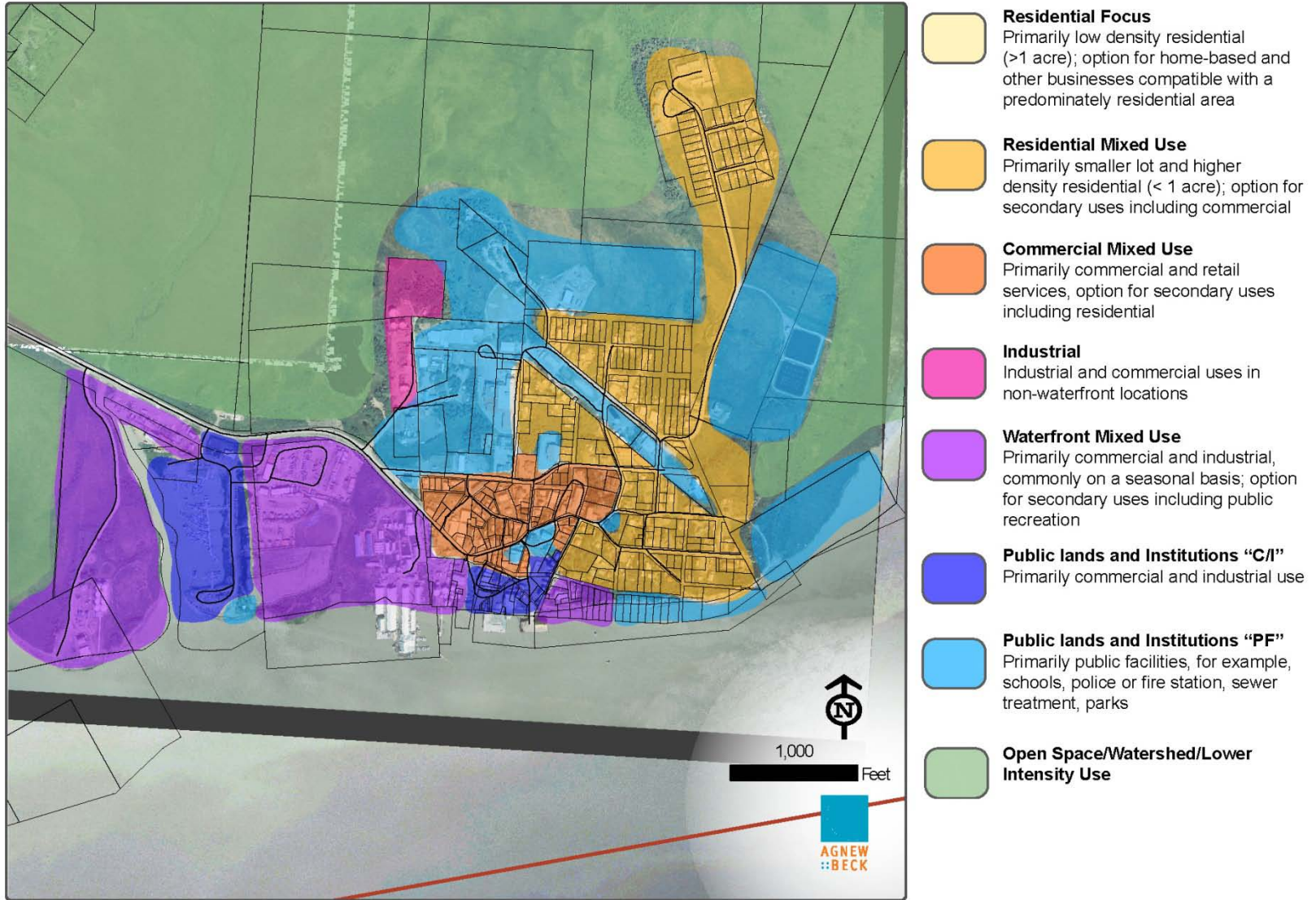
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<sup>2</sup> Note: Two 'zoning' districts were identified in 2005 Draft Comprehensive Plan: 1) Urban Residential: Lands served with community sewer and, usually, water utilities; suitable for intensive residential use density up to four dwelling units per acre. 2) Rural Residential: Larger lots for home sites that satisfy criteria of good soils and drainage, freedom from natural hazards, suitability for onsite water and sewer, and accessibility.

## Map 4.1 Land Use Designations



Map 4.2 Land Use Designations – Downtown Detail



**GOAL 3: Encourage a greater variety of housing types and sizes in Dillingham, including more housing within the purchasing power of young families, single people, school teachers and other workers.**

Objective 3A: Encourage more housing downtown to meet demand and take advantage of existing infrastructure, such as water and sewer, and to provide more options for housing within walking distance of work and services.<sup>3</sup>

Strategies:

1. Establish a mixed-use land use district for downtown to encourage a mix of housing types adjacent to and above retail and commercial uses. Encourage higher density housing including duplexes, townhouses, cottage homes and apartments, both rental and owner-occupied, to provide more housing within the reach of those who cannot afford to, or choose not to, live in outlying areas.
2. Develop a set of specific tools the City can employ to encourage and remove barriers to downtown housing and redevelopment, including tax incentives, infrastructure investments, partnerships with non-profits, and revisions to land use codes.

Objective 3B: Develop design guidelines for moderate and higher density residential development and incentives for implementing these standards. Encourage high quality site design, including policies for energy efficiency, privacy, and quality construction.

Strategies:

1. Draft a set of basic design standards to ensure high quality development.
2. Provide standards that allow for small homes on property held in common.

**“There’s a huge gap in the earnings of the Dillingham population; there are many people who have jobs, but who can’t afford a car, a home.”**

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<sup>3</sup> During the preparation of this plan, several people noted that downtown has evolved from a residential area to a more commercial area. The intent of Objective 3A is not to reduce downtown’s ability to serve important commercial functions, but to intensify both commercial and residential development activities.

Objective 3C: Encourage the development of housing for very low income households, supportive housing for people with disabilities and seniors, and for transient populations (e.g., seasonal workers) by building partnerships between non-profit organizations, the Bristol Bay Housing Authority, landowners, developers, and the City.

Objective 3D: Improve the quality of life in the Tower Road housing development by better connecting this area with schools, jobs and merchants in the downtown area, establishing and improving playgrounds and parks, and improving facilities for families living in this area, working with Bristol Bay Housing Authority.

Objective 3E: Develop educational materials for property owners and tenants, and enforce City ordinances to ensure rental units are well managed and maintained.

Objective 3F: Encourage new housing in physically suitable areas just outside downtown. This area offers room for growth and has the benefit of being relatively close to existing services and employment centers, as well as the possibility of connections to the City's water and sewer systems.

**GOAL 4: Encourage thoughtful subdivision planning and development to improve access and utility provision to lots and to protect the environment.**

Objective 4A: Review and refine the City's existing subdivision ordinances to address:

- Requirements for parks,
- Access requirements and signage standards,
- Onsite water and sewage systems, and
- Open space and easements within and between subdivisions.

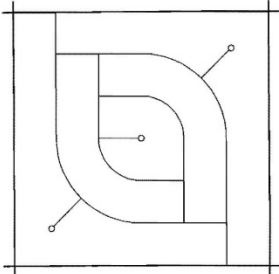
Objective 4B: Develop and make widely available a set of illustrated, generalized subdivision design guidelines and/or covenants. These would supplement the existing code, providing (for example) approaches to road layout and ways to protect trails, wetlands and other sensitive areas.

Objective 4C: Establish a City "conservation/open space" subdivision option which allows for smaller lot sizes and more flexibility in the layout of subdivisions with increased buffers and set-asides to protect environmental quality (see the illustration that follows).

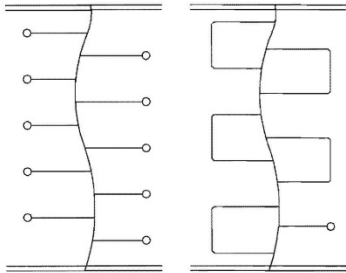
Objective 4D: Work with the BBNA and Native Allotment owners to agree upon recommended subdivision and land use standards to preserve and enhance value, recognizing the special status of these lands.

# Figure 4.3 Alternative Subdivision Designs

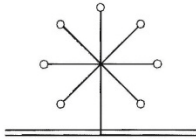
The "Curved and Blocked" System



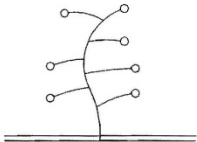
Schematic Diagrams of Possible Linear Street Subdivision Patterns



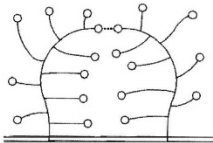
Theoretical Form of the Radial Street System



Radial Street System With Branching Access Roads



Variation on the Radial Street System: Use of an interconnecting Emergency Route



Source: Anderson, Larz T. *Planning the Built Environment*. Chicago: Planners Press, 2000.

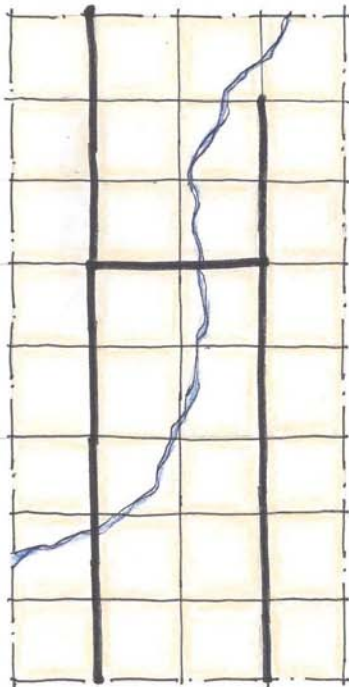
**Figure 4.4 Open Space Subdivisions**

**Subdivision Options - Three Illustrative Alternatives**

Illustrative 80 acre parcel

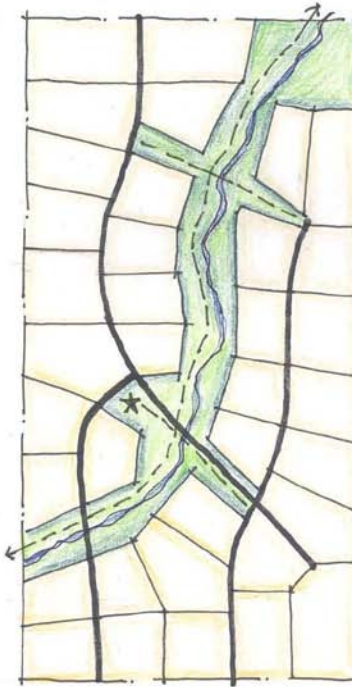
**A. Traditional Subdivision**

32 lots, 2.5 acre per lot  
No reserved open space  
(onsite wells and septic)



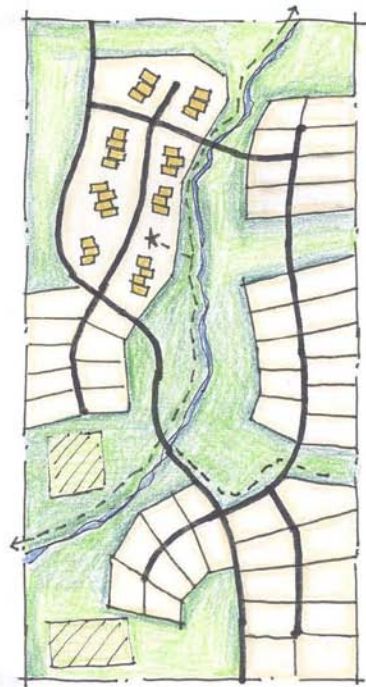
**B. Open Space Subdivision**

36 lots, 1.5-2.5 acres per lot  
Approximately 15 acres open space  
(onsite wells and septic)



**C. Open Space Subdivision**

50 lots, about .50-75 ac/lot (20-30,000 SF)  
Approximately 35 acres open space  
(sewer or "neighborhood" septic system)



**GOAL 5: Encourage land use practices that conserve energy use and maintain or reduce costs for providing public services at three scales: city-wide, subdivision, and individual homes.**



Objective 5A: City-wide scale: The pattern of land use (the degree to which land uses are more concentrated or more spread out) has a powerful, long term effect on the cost of infrastructure and the use of energy. To reduce costs for public services and conserve energy, the land use pattern should encourage concentration, focused on concentrating more development in the core area, where levels of public service are the highest, and then stepping down in both density and level of public service further from the core.

Strategies: See Goals 2 and 3.

Objective 5B: Subdivision scale: Encourage subdivision layouts that concentrate development to reduce need for driving, provide through-access to minimize roundabout routes to reach adjoining subdivisions, and encourage walking (see more under Goal 7). Encourage subdivision plans that work with natural conditions (for example, the relationship to wind and solar access) in ways that reduce energy consumption.

Strategies: See Goal 4.

Objective 5C: Individual homes scale (see Energy chapter).

**GOAL 6: Designate land for industrial, institutional and commercial development to support economic and community development and minimize conflicts with other uses.**

Objective 6A. Identify land for industrial and heavy commercial uses.

Strategies:

1. Support the commercial fishing industry by reserving sites for potential fish processing facilities, marine-related industrial sites, and marine-oriented commercial uses (see Waterfront chapter).
2. Identify land for possible larger concentrations of future industrial uses in an industrial park.
3. See the Economic Development chapter for recommendations regarding creation of a local business development advocacy group.

Objective 6B: Identify possible sites for new and/or expanded public purposes (see Public Services and Facilities chapter).

**GOAL 7: Ensure that existing and future land uses protect the natural environment to maintain:**

- **Clean surface water: keep water bodies free from septic pollution, hydrocarbons, and non-point source pollution (such as fertilizers),**
- **Clean well water,**

- **Streams and wetlands: protect natural landscapes and natural systems (for example, to channel stormwater),**
- **Healthy subsistence areas,**
- **Clean air: discourage air polluting industries and monitor pollution from wood burning heat sources,**
- **Natural beauty: landscape features and access to views that accentuate the beauty of the land and water,**
- **Dark night skies: minimize light pollution (for example, direct street lights downward; street lights should be energy efficient), and**
- **Quiet: minimize noise pollution.**

**Objective 7A:** Identify and map important natural landscape systems. The wetlands map in the Regional Context chapter is one step in this direction, showing features that serve functional values such as channeling runoff and recharging aquifers, and protecting fish and wildlife habitat.<sup>4</sup> Specific areas to identify and protect include clean water sources to serve residential areas and important subsistence areas (such as Kakanak Beach and berry picking areas).

Strategies:

1. With the preliminary wetlands map described above as a starting point, develop a more thorough “green infrastructure” map, adding other key elements (such as natural hazard areas) as this information becomes available.
2. Use this map as a reference point as subdivisions and other new developments are proposed.

**Objective 7B:** Establish clear, practical and effective standards for onsite water and well systems, and for “neighborhood” septic treatment systems, and a means to enforce standards.<sup>5</sup>

Strategies:

1. Work with the Alaska Department of Environmental Conservation (ADEC) to draft a new City code to regulate onsite and neighborhood systems. Take

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<sup>4</sup> Natural systems in developed areas are increasingly being referred to as “green infrastructure.” An approach that recognizes and protects reliance on natural systems often is less costly than development of “grey infrastructure” (i.e., piped systems). For example, reducing runoff by minimizing impervious surfaces, coupled with protection of natural systems (such as wetlands and natural drainages) is a less costly way to manage stormwater than construction of a piped stormwater system.

<sup>5</sup> ADEC no longer regularly enforces onsite septic system and well rules. Currently City ordinances merely references State Code. Dillingham now needs to develop and adopt its own language to guide the installation of onsite well and septic systems, coupled with a practical approach to inspect and approve proposed new systems and to monitor subsurface water quality.

advantage of codes already existing in other small Alaska cities as a template.

2. Review and adopt the code.
3. Provide public information (e.g., a publicity campaign and a brochure), to help residents and landowners understand basic rules (for example, minimum separation of wells and septic systems).
4. Establish new approaches to enforce standards and better monitor water quality, including periodic testing of water wells.
5. Establish buffer zones around streams and water bodies.
6. Work with ADEC to develop regulations that address unconventional septic and wastewater systems.

Objective 7C: Identify and develop long term strategies for mitigating natural hazards, such as erosion and flooding.

Objective 7D: Monitor local air quality as possibly impacted by the use of wood and oil fired stoves and if appropriate, develop long term strategies to reduce impacts.

Strategies:

1. Start within a year to set up a monitoring system and gather baseline air quality data from different points in the community, including the landfill.
2. Periodically test local air quality, to provide an objective reference point for discussions regarding possible impacts of wood and oil burning stoves.
3. Provide public educational information for optimal stove operation; for example, different types of trees, types of stoves, ways to minimize pollution, etc.

Objective 7E: Replant cleared areas and whenever practical minimize the disruption of existing natural vegetation. Where new planting is planned, promote landscaping using native species.

**GOAL 8: Prepare development guidelines and regulations to protect property values and neighboring land values. Enforce regulations fairly and uniformly.**

Objective 8A: Convene a representative Land Use Working Group to develop and test public acceptance of new rules and regulations for land use. Review and improve the existing land use permit process and develop two new categories of land use policy: a) a conditional use process for specific types of uses and/or scales

of uses that have significant off-site impacts, and b) a set of advisory development use guidelines.

**Objective 8B:** Review and if necessary improve the City's existing land use permit process.<sup>6</sup>

Strategies:

1. Create a brochure for the City's various permits such as land use, encroachment, floodplain, etc.
2. Clarify situations when a permit is and is not required.
3. Better explain the purpose of the permits to area landowners and residents, using local media. One option is a newspaper column about land use issues, problems to avoid, and information for landowners on topics such as regulations on onsite well and septic systems. Objectives for the City of Dillingham permits include:
  - Create a means to directly provide regulatory information to persons proposing development (e.g., setback requirements).
  - Improve compliance with City ordinances.
  - Keep track of new development so the City can better plan for roads, schools, emergency services and other community needs.
4. Work with the City Council to ensure adequate staffing and correct procedures are available to effectively administer and enforce the permits:
  - Enforcement Capacity: If necessary, in the most egregious cases, this might require tearing down, changing or moving a structure, if for example, a building is on someone else's property or a building creates a significant public hazard.

### Advisory Development Guidelines

Communities can establish different types of development standards or development guidelines, depending on the topic and desires of the community.

At one end of this spectrum are explicit, *mandatory* development standards. This level of policy is typically included in zoning or subdivision codes, and sets non-discretionary policy on subjects like setbacks from property lines or building height maximums.

At the other end of the policy spectrum are *advisory* standards. Advisory standards are just that: suggestions for how people should develop their properties, intended as educational tools, but without establishing the rigid requirement for a particular behavior. The guidelines under Goal 8 of this chapter are examples of advisory guidelines.

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<sup>6</sup> The Matanuska Susitna Borough (MSB) has adopted a land use permit process with similar goals as the permit used in Dillingham. The website below gives a good overview of the MSB permit. [http://ww1.matsugov.us/planning/index.php?option=com\\_content&view=article&id=20&Itemid=20197](http://ww1.matsugov.us/planning/index.php?option=com_content&view=article&id=20&Itemid=20197)

### What is a Conditional Use?

A conditional use is a category of use identified in a zoning code.

Most Alaska communities and boroughs have a conditional use process, with the specific goal of guiding land uses that have potential for significant off-site impacts, such as adult oriented businesses, or auto-wrecking yards. Elements of a conditional use process typically include:

- A. A list of uses that require such a permit (which can vary by location),
- B. A list of general conditions for consideration in the approval of specified uses (e.g. ,standards for traffic or safety impacts),
- C. A review process, typically including a public hearing, where the specific conditions of approval are tied to the planned use.

- Enforcement process: The existing process for issuing fines is expensive and cumbersome. A better option would be for the police to issue a civil citation (like a traffic ticket) that would initiate the enforcement.

Objective 8C: Adopt a conditional use process to protect public safety and the environment.

Strategies:

1. Identify objectives, issues and a time period for developing a conditional use ordinance, working with affected landowners, the Planning Commission and City Council.
2. If supported by the community, develop a zoning code. This would include a map identifying different land use zones, and a list of uses allowed, conditionally allowed, and not permitted within each zone.

Objective 8D: Develop and widely publicize

Good Neighbor Advisory Land Use Guidelines. These guidelines are suggested guidelines and are not legal requirements. Guidelines should address the following:

### Water Quality & Erosion

1. Land uses adjoining water bodies should be designed to minimize impacts on water quality by, for example, minimizing the removal of natural vegetation along the edge of lakes, streams and wetlands to keep runoff from driveways, oil and gas, silt, and septic effluents out of the watershed, to reduce bank erosion and provide habitat for wildlife.
2. Where appropriate, use drainage swales, holding basins and similar practices to ensure that runoff from developed areas does not degrade water quality in adjoining water bodies.
3. Maintain sufficient setbacks of buildings from streams, lakes, wetlands and other water bodies to have minimal environmental and visual impact on the adjoining waterway or wetland.
4. Establish buffer zones as needed to reduce the sensory impact on residential areas and roads.
5. Septic systems (see Objective 7B above).

### Drainage

6. Development should not disrupt drainage patterns (for example, by diverting or blocking a small stream). The general form of natural contours should be retained.

#### Natural Vegetation/Site Disturbance

7. Encourage the retention of existing natural vegetation and replant disturbed areas.

#### Hazards and Sensitive Areas

8. Avoid development in hazard areas, including floodplains, next to eroding bluffs, and on steep slopes. Minimize impacts on wetlands and other sensitive natural environments.

#### Building Height

9. Limit building heights to not more than three stories, matching the capacity of locally available fire equipment.

#### Commercial Uses/Home-based Businesses in Predominantly Residential Areas

10. The plan supports a variety of home based businesses and residential-compatible commercial uses in predominantly residential areas, but encourages these uses to minimize negative impacts on neighbors. Subdivisions can address this to some extent through protective covenants. Guidelines for home-based businesses and other commercial activities in predominantly residential areas include:

- Discourage high-volume or high-traffic activities;
- Minimize the offsite evidence of business operation, including noise, litter, odors, and public safety calls;
- Use screening and wider setbacks to reduce the visual impacts of business operations on surrounding residences;
- Screen dumpsters and service entries;
- Avoid using bright lights that wash onto adjoining properties;
- Use unobtrusive signage.

#### Traffic hazards

11. Avoid the encroachment of private uses onto public lands.

Other

12. Educate the public about safe siting and operation of propane and oil tanks.
13. Plan the location of fire hydrants.
14. Study and develop a sign ordinance.

Objective 8E: Enforce standards and regulations uniformly. Build capacity for better enforcement of City ordinances.

1. Increase the capacity of the Planning Department to review and enforce development standards.

Objective 8F: Acknowledge the legal status of Tribal and traditional lands and practices in developing land use policy. Work to find agreement on standards that apply to all landowners in Dillingham.

**GOAL 9: Develop parks, open space, and recreational facilities**

Objective 9A. Waterfront (see Waterfront chapter).

Objective 9B. Downtown (see Goal 1).

Objective 9C. Throughout the community: work further with the community to identify and reserve areas for neighborhood and community parks.

Strategies:

1. Prepare a map showing existing and possible new facilities.
2. Establish trails to connect all parts of the community; see trails identified in the Transportation Chapter (new and proposed, e.g. trail along lower Wood River); identify trailheads and areas where new community parks are needed outside of downtown/waterfront.

Objective 9D: Encourage and collaborate on community gardening and community landscaping efforts.

Strategies:

1. Adopt a Corner: Get businesses and organizations to take responsibility for a corner each to beautify and establish gardens around town.

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Improve the safety, accessibility, and appearance of downtown.</b>				
Objective 1A: Establish a downtown working group to refine and implement plans for downtown improvements				
1. Engage business owners, local organizations, and the City Planning Commission in improving downtown.	x			City, plus those listed
Objective 1B: Improve the appearance of buildings and sites				
1. Carry out an educational campaign that promotes priority strategies.	x			City, land owners & businesses
2. Review and improve City codes regarding clean up and/or removal of blighted properties.	x			City
3. Promote and coordinate clean-ups and work parties.	x			City, land owners & businesses
4. Develop and/or identify incentives for property owners to make exterior and site improvements.	x			City
Objective 1C: Improve and create new public spaces				
1. Establish parks historical landmarks and places to learn about Dillingham's history.	x			City, volunteers
2. Identify a location and then develop one central downtown "mini plaza" and several secondary smaller spaces.		x		City, land owners & businesses
3. Establish waterfront parks, trails and view points (see Waterfront Chapter, Goal 3).		x		City, land owners & businesses
4. Establish a cultural and historical park at Kanakanak where old house sites are located.			x	City, land owners & businesses
Objective 1D: Improve circulation for heavy goods vehicles, other vehicles, pedestrians and cyclists – see transportation chapter				
Objective 1E: Public inebriation – see Community Wellness chapter				
Objective 1F: Promote redevelopment and infill of downtown sites and structures				
1. Inventory vacant and/or under-developed downtown properties.	x			City
2. Work with landowners to better understand and mitigate constraints that limit redevelopment.	x			City, land owners & businesses
3. Investigate incentives to encourage redevelopment.	x			City
Objective 1G: Encourage indoor and outdoor, public and private sector recreational uses downtown. – see <i>Public Services and Facilities</i> chapter				
<b>GOAL 2: Establish a generalized plan for future land use in Dillingham identifying, in broad terms, areas intended for various groups of uses</b>				



Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>Objective 2A: Develop a citywide land use designation map showing intended uses</b>				
Done as part of this comp plan	x			City
<b>Objective 2B: After the comprehensive plan is adopted, work with landowners, businesses and residents, to develop a more precise version of the map and land use categories</b>				
	x			City, land owners & businesses
<b>GOAL 3: Encourage a greater variety of housing types and sizes of in Dillingham</b>				
<b>Objective 3A: Encourage more housing in downtown</b>				
1. Establish a downtown mixed use land use district.	x			City
2. Develop tools to encourage higher density housing in downtown, including duplexes, townhouses.	x			City, land owners, non-profits
<b>Objective 3B: Develop design guidelines for higher density developments and incentives for implementing them that maximize site potential in design, construction, and energy conservation</b>				
1. Draft a set of basic design standards.	x			City
2. Provide standards that allow for “cottage homes” and other developments of housing units on property held in common.		x		City
<b>Objective 3C: Encourage the development of housing for very low-income households</b>				
		x		City, non-profits
<b>Objective 3D: Improve the quality of life in the Tower Road housing development</b>				
		x		City, non-profits
<b>Objective 3E: Develop educational materials for property owners and tenants and enforce City ordinances to ensure rental units are well managed and maintained</b>				
	x			City, non-profits
<b>Objective 3F: Encourage new housing in physically suitable areas in the ring of land just outside of downtown, but as close as possible to existing services and employment centers</b>				
		x		City
<b>GOAL 4: Encourage thoughtful subdivision planning and development to improve access and utility provision to lots and to protect the environment</b>				
<b>Objective 4A: Review and refine the City’s existing subdivision ordinances regarding access, onsite water and septic systems, parks, open space and easements within and between subdivisions</b>				
	x			City, BBNA, landowners
<b>Objective 4B: Develop and make widely available a set of illustrated, generalized subdivision design guidelines</b>				
		x		City
<b>Objective 4C: Establish a City “conservation/open space” subdivision option which allows for smaller lot sizes and more flexibility in the layout</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
		x		City
Objective 4D: Work with BBNA and Native Allotment owners to agree upon recommended subdivision and land use standards, recognizing the special status of these lands				
	x			City, plus those listed
<b>GOAL 5: Encourage land use practices that conserve energy use and maintain or reduce costs for providing public services at three scales: city-wide, subdivision, and individual homes.</b>				
Objective 5A: City-wide scale: Reduce costs for public services and conserve energy by encouraging the concentration of higher density of development and highest levels of public services in the core area				
Strategies: See Goals 2 and 3.	x			
Objective 5B: Subdivision scale: Encourage subdivision layouts that concentrate development and that work with natural conditions, for example, a relationship to wind and solar access that reduces energy consumption.				
Strategies: See Goal 4.	x			
Objective 5C: Individual homes scale (see Energy chapter)				
<b>GOAL 6: Designate land for industrial, institutional and commercial development to support economic and community development and minimize conflict with other uses.</b>				
Objective 6A: Identify land for industrial and heavy commercial uses.				
1. Reserve site(s) for fish processing, marine-related industrial sites and marine oriented commercial uses (see Waterfront chapter).	x			City
2. Identify land for possible larger concentrations of future industrial uses in an industrial park.	x			City, land owners, businesses
<u>Objective 6B:</u> Identify possible sites for new and/or expanded public facilities – <i>see also Public Services and Facilities chapter</i>				
		x		
<b>GOAL 7: Ensure that existing and future land uses protect the natural environment to maintain quality of surface water, well water, subsistence, habitat, etc.</b>				
<u>Objective 7A.</u> Identify and map primary elements of important natural landscape systems				
1. Develop a natural systems map building from the preliminary wetlands map, adding other key elements, such as natural hazard areas, as this information becomes available.		x		City, State of Alaska, US Army Corp
2. Use this map as a reference point as subdivisions and other new developments are proposed.		x		City
Objective 7B. Establish standards for onsite water and well systems and “neighborhood” septic treatment systems, and a means to enforce standards				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Work with AK DEC to draft a new City code to regulate onsite and neighborhood systems.	x			City, State of Alaska
2. Review and adopt the code.	x			City
3. Provide public information to ensure that residents and landowners understand the basic code rules.	x			City
4. Establish new approaches to enforce standards, including periodic testing of water wells.	x			City
5. Establish buffer zones around streams and water bodies.	x	x		City/BBNA/BIA
6. Work with ADEC to develop regulations that address unconventional septic and wastewater systems.	x	x		City/State
<b>Objective 7C.</b> Identify and develop long term strategies for mitigating natural hazards, such as erosion and flooding				
	x			City, State of Alaska, US Army Corp
<b>Objective 7D.</b> Monitor local air quality as possibly impacted by use of wood fired stoves and if appropriate, develop long term strategies to reduce impacts.				
1. Start within a year to set up a monitoring system and gather baseline air quality data from different points in the community, including the landfill.	x			City, State of Alaska, university of Alaska BB Campus
2. Periodically test local air quality, to provide base data for discussions regarding impacts of wood burning stoves.		x		City, State of Alaska, UAF BB Campus
3. Provide educational information for optimal stove operation; for example, different types of trees, size of stoves, etc.		x		City, State of Alaska, UAF BB Campus
<b>GOAL 8: Prepare development guidelines and regulations to protect property values and neighboring land values. Enforce regulations fairly and uniformly.</b>				
<b>Objective 8A.</b> Convene a representative Land Use Working Group to develop and test public acceptance of new rules and regulations for land use.				
	x			City, Tribe, Choggiung BBNA, other land owners
<b>Objective 8B.</b> Review and if necessary improve the City's existing land use permit process.				
1. Create a brochure for the City's permits for land use, floodplain development, encroachments, etc.	x			City
2. Clarify situations when a permit is needed and not needed.	x			City

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
3. Explain the purpose of the permit to area land owners and residents, using local media.	x			City
4. Work with the City Council to ensure adequate staffing and correct procedures are available to effectively administer permits.	x			City
<b>Objective 8C. Adopt a conditional use process to protect public safety and the environment</b>				
1. Identify objectives and a schedule for developing a conditional use ordinance.	x			City, with land owners
2. Adopt land use zones and for each define uses allowed, conditionally allowed, and not permitted.	x			City
<b>Objective 8D. Develop and widely publicize “Good Neighbor” Advisory Land Use Guidelines</b>				
		x		City
<b>Objective 8E. Enforce standards and regulations uniformly. Build capacity for better enforcement of City ordinances.</b>				
	x			City
<b>Objective 8F. Use Land Use Working Group to acknowledge legal status of tribal and traditional lands and practices; find agreement on standards that apply to all landowners</b>				
	x			City
<b>GOAL 9: Develop Parks, Open Space, and recreation</b>				
Objective 9A. Waterfront – see waterfront section				
Objective 9B. Downtown – see goal 1				
Objective 9C. Rest of town – work further with the community to map and reserve areas for neighborhood and community parks				
1. Prepare a map showing existing and possible new park facilities.	x			City
2. Establish trails to connect all parts of the community.	x			City
<b>Objective 9D. Encourage and collaborate on community gardening and community landscaping efforts</b>				
3. “Adopt a Corner” - get businesses and organizations to take responsibility for a corner each to beautify and establish gardens around town.	x	x		City coordinating local businesses & landowners

# TRANSPORTATION

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## Introduction

By the standards of many Alaskan rural hub communities, Dillingham has a well developed transportation system, including a major regional airport, extensive set of roads, downtown sidewalks, the only small boat harbor in Bristol Bay, a well used roadside paved bike trail, and a wide range of informal trails used by snowmachines and ATVs. This chapter outlines suggested strategies to maintain this system and to make improvements needed to meet current and likely future needs.

## Goals, Objectives & Strategies

*Overarching Goal:* Develop and maintain an integrated transportation system that provides a range of safe and efficient ways to move people and goods within, as well as in and out of Dillingham; provide for both utilitarian needs such as access to jobs, schools, services and facilities, subsistence resources, and for recreation and health.

**GOAL 1: Bring together the parties with primary responsibility for transportation planning, management, and funding, to jointly develop and implement near and long range transportation plans.**

Objective 1A: Establish a structured protocol between the City, the Curyung Tribe and the State, to work together each year to plan, implement and maintain transportation projects, working with other parties with a stake in transportation issues.

Strategies:

1. Agree on and implement a clear annual process to make shared transportation decisions.
2. Agree on a long term package of necessary transportation improvements; prepare and jointly approve an annual shared list of specific transportation priorities.
3. Work together to leverage resources to plan and secure funding for future projects.

Objective 1B: Work together to find ways to most efficiently maintain roads and other transportation infrastructure and equipment.

Strategies:

1. Investigate, identify, and implement options to reduce maintenance costs (for example, through cooperative management and ownership of equipment).

**GOAL 2: Improve the system of roads, docks, harbors and airports to meet current and anticipated future needs, minimize maintenance costs, and to maximize other community goals.** (Sidewalks and trails are addressed in Goal 3).

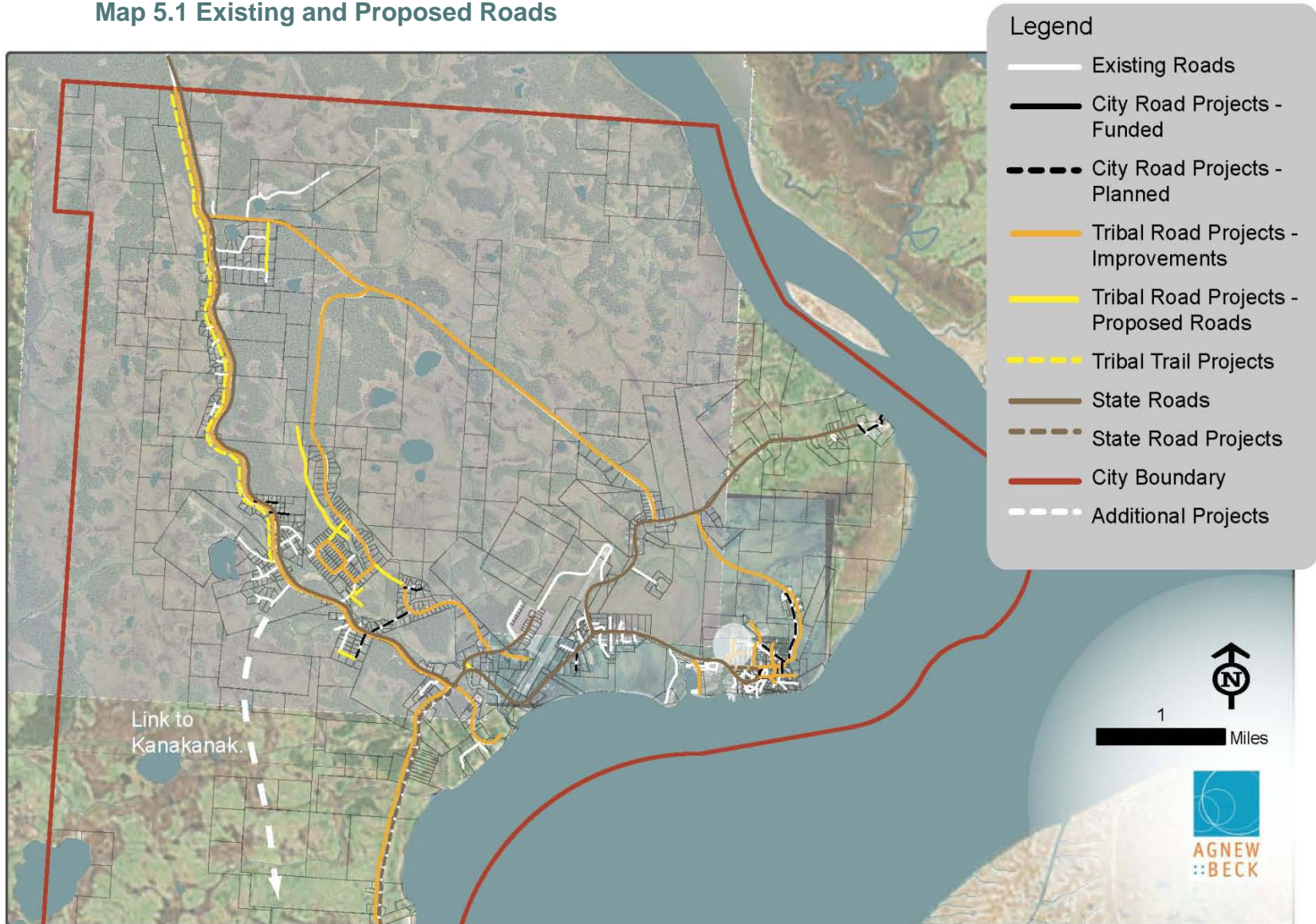
**Objective 2A:** Develop a long range vehicular transportation plan that identifies needed improvements to the existing system and reserves routes for future needs. An initial version of this roads plan is presented on Map 5.1 Existing and Proposed Roads. Considerations in developing this system are listed below:<sup>1</sup>

- Improve deficiencies in the existing road system, including dangerous intersections or areas where the roadbed is inadequate.
- Reserve routes that improve connectivity and emergency access (for example, a new route north from downtown, to provide an alternative route to Wood River and a second way in and out of downtown).
- Reserve a general route on the western side of town that could provide access to a possible future dock site and industrial area.
- Consider the cost of maintaining new roads as one criterion in the identification of new road projects. Over the long term, road maintenance costs equal or exceed capital costs.

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<sup>1</sup> The Statewide Transportation Improvement Program (STIP ) 2010 – 1013 published August 18, 2009, includes these projects in the Dillingham area: Downtown Streets Reconstruction and Rehabilitation ; Kanakanak Road Resurfacing 3.0 miles and Wood River Bridge .

Map 5.1 Existing and Proposed Roads



Strategies: Improve and / or construct the following roads:

*Curyung Priorities (as outlined in the Curyung Tribe Long Range Transportation Plan Update, March 2010),*

1. Tower Road: pave and improve drainage, add sidewalk (3.3 mi); *planned for summer 2010*
2. Wood River Rd: realign, pave and improve drainage, add trail (2.8 mi); in progress, *planned for summer 2010-11*
3. Squaw Creek Road: realign, pave, and improve drainage (0.9 miles)
4. Tower Road Extension: new road (0.9 mi)
5. Harbor Road: pave and improve drainage (0.3 miles)
6. All downtown Streets: pave/repave, replace curbs and gutters, improve sidewalks, and improve intersections
7. Waskey Road: pave and improve drainage (4.1 miles)
8. Emperor Road: pave and improve drainage on existing road; add new road connection (project total 3.9 miles)
9. Airport Road/Airport Spur Road: pave and improve drainage (1.0 m)
10. Kanakanak Road: pave and improve drainage (5.1 mi)
11. Aleknagik Lake Road: pave and improve drainage; add bike path extension from Shannon's Pond to city limits (22 mi)

*Additional roads needing attention– not in any particular order :*

- \* D Street between Post Office and Marrulut Eniit
- \*Kenny Wren Road- not a recognized City road, but leads past state office buildings and Nushagak Cooperative business offices and tank farm
- \* Bayside Drive
- \* Lupine
- \* Unicorn Lane
- \* Aguluwok Drive
- \* Nina Way
- \* C Street
- \* Yako Drive
- \* Downtown Streets – on 2011 STIP - Second Avenue West, D Street, Main Street, Kanakanak Road to harbor road
- \* Central Avenue
- \* Seward Street



- \* Alaska Street
- \* First Avenue East
- \* E Street

Objective 2B: Evaluate and implement road improvements needed within existing subdivisions. In a number of locations, existing subdivisions lack needed internal connections, connections to adjoining properties and/or secondary, emergency access.

Objective 2C: Design and operate the road system to minimize maintenance costs and maximize safety and efficiency.

Strategies:

1. While meeting other transportation goals, minimize the extent of the road system in order to minimize maintenance costs: more road miles equal higher maintenance costs. When considering new roads, emphasize routes that open up substantial new areas for use on both sides of the road rather than constructing roads that serve only a one-lot-deep development corridor.
2. Where City subdivision regulations apply, require subdividers to reserve practical access easements to all parcels, and in most cases, to construct access roads, built to City standards. This policy increases up-front costs, but dramatically reduces long term maintenance costs.

Objective 2D: Design the transportation system to minimize conflicts between transportation infrastructure as well as the risk of environmental damage.

Strategies:

1. Modify current subdivision standards to locate roads to minimize impacts on water quality and water flow. Where roads must cross streams or large wetlands, minimize impacts by crossing streams at right angles, and providing sufficient culverts and other means for water to cross under the road with minimum restriction.
2. Whenever possible, separate industrial traffic (such as movement of heavy or dangerous materials) from regular vehicular and pedestrian traffic.
3. Find alternatives to shipping gravel from the City Dock (see Waterfront chapter).

Objective 2E: Work with ADOT/PF, industry, and the public to continue to improve air travel infrastructure in the area.

Strategies:

1. Work with ADOT/PF to finalize and implement the airport master plan, including reserving land for a crosswind airstrip at the Dillingham airport.
2. Maintaining and preferably increasing the number of passengers visiting Dillingham is critical to maintaining regular air service. Consequently, the City should work with private tourism businesses, a revitalized Chamber and other interests to increase visitor travel to Dillingham.
3. Investigate options for expanding floatplane facilities, and if possible, creating a better linkage between floatplane use and other city services.<sup>2</sup>

Objective 2F: Improve Dillingham's port facilities, and plan for the efficient movement of commercial fish and other freight in and out and through the town, from the docks and the airport (see Waterfront chapter).

Objective 2G: Identify a workable docking site for skiff traffic coming from the villages (see Waterfront chapter).

**Goal 3: Identify, reserve and improve an integrated system of sidewalks, trails and transit to provide safe and attractive alternatives to traditional private vehicles, both for traveling within Dillingham and connecting to surrounding villages. Actively manage trail and sidewalk use to promote safety and reduce environmental impacts.**

Background:

- Trail and sidewalk use is extensive in Dillingham year round. Trails are important for people to reach subsistence resources and for recreation and health. Particularly for people living in villages outside Dillingham, trails are essential for getting fuel, groceries, and other goods and services. Sidewalks and roadside paths provide an essential way to move around neighborhoods, to reach places to shop, attend school, and recreate.
- The system of roadside sidewalks and trails in Dillingham is intermittent, but does have the advantage of being located on public land.
- The majority of the ATV and snowmobile trails in the area, particularly winter trails, cross private lands. Few trails are mapped, surveyed, or reserved. Most trails are not documented for public use or recognized by the City of Dillingham or the landowners over which they cross. As a result, these trails could easily be lost to future public use as private land is developed.

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<sup>2</sup> One option suggested during this process was the Lily Pond, near downtown. This location could attract more spending by pilots and passengers who could easily walk into downtown. This option was subsequently dropped as impractical, due to conflicts with air space and the limited size of the pond.

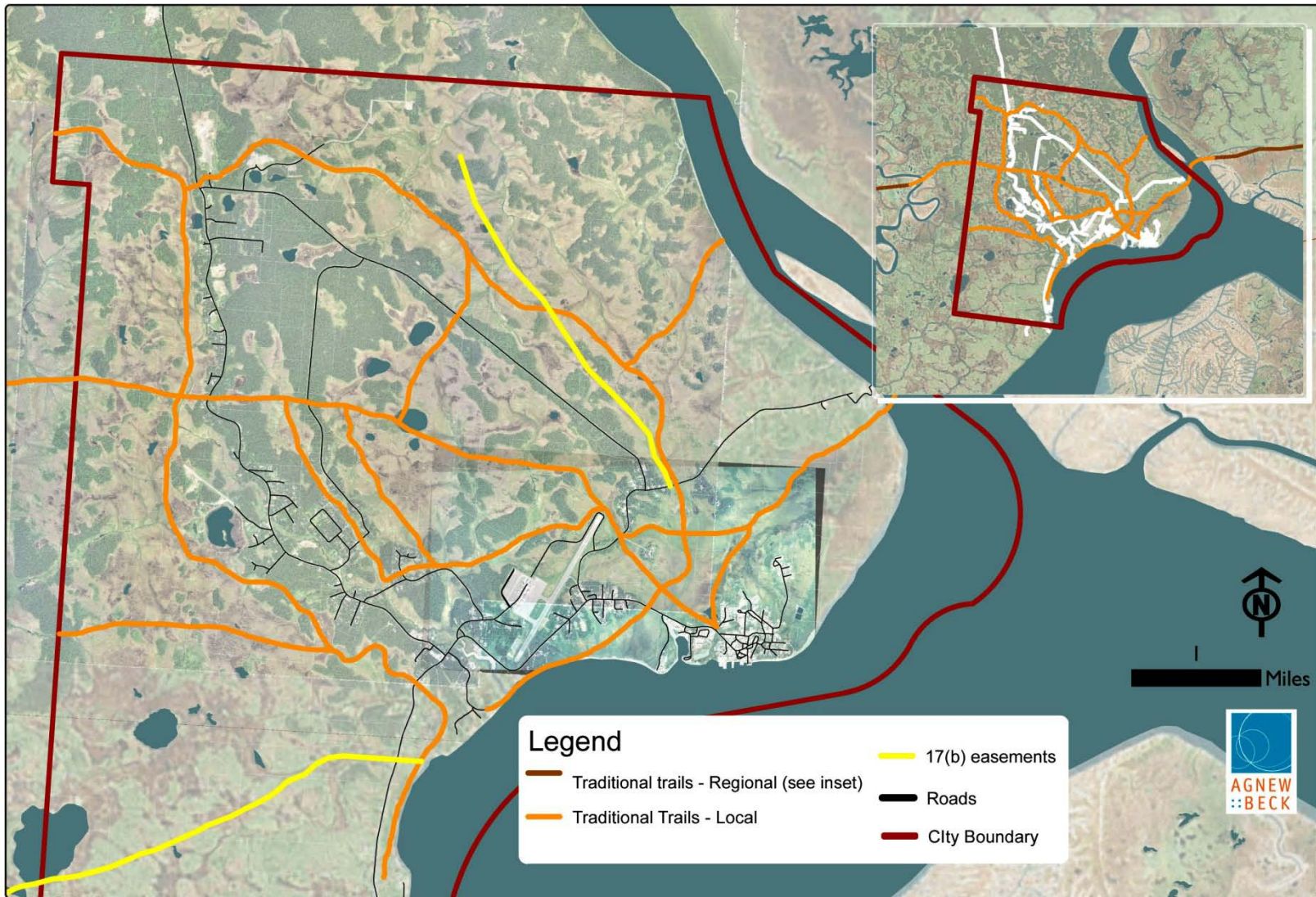
- There is currently very little mapping or signage to guide users, and very little management of these trails reflecting different uses (e.g., winter vs. summer, motorized, walking, biking and dog teams).
- Some trail locations create safety issues (such as road crossings) and environmental issues (such as damage to tundra or other sensitive vegetation).

Objective 3A: Develop a Dillingham trails plan, for both motorized and non-motorized uses, building from traditional trails and working with trail users and trail landowners (see Goal 4). Objectives for that plan include:

- Provide safe, legal routes for walkers, bikers and hikers to travel between homes, workplaces, schools, shops and services, and recreation areas.
- Provide safe, legal routes for motorized trail users including snow machines and ATVs to travel within Dillingham, to get in and out of downtown, and to connect to reserved routes outside the City.
- Plan both winter and summer routes; identify routes that naturally have durable surfaces, or where a durable surface can be provided (e.g., through importing gravel, using boardwalks or geo-grid materials).

**“Provide two trails to the berry grounds, not 10 trails ... one for ATVs, one for hiking. We’ve got to quit trampling so much ground.”**

Map 5.2 Existing Trails



## Trail Plan Strategies:

1. Identify key people and resources to be the core of a Dillingham Trails Committee, focused on identifying, reserving and managing trails. Options include:
  - Local snowmachine club,
  - City staff,
  - Trail users (motorized, non-motorized; varying ages),
  - BBNA staff,
  - A recognized 501 c(3) nonprofit as a partner (or certify the Trails Committee as a non-profit) so the trails group can quickly seek grants for trails.
2. Work with BIA to set up a simplified process for easements on allotments
3. Prepare an inventory of the location and status of existing trails in Dillingham (Map 5.2 Existing Trails) and document trail issues.
4. Develop background technical information, a “trail protection toolbox:”
  - Identify funding options. Learn from other successful community-based trail initiatives (e.g., Willow, Big Lake).
  - Learn more about legal/technical issues associated with securing trails. For example, what are the options for Choggiung to allow rights for continuing trail use? What easements and/or rights-of-way currently exist along key trail routes? Do boundaries between allotments allow for trail use?
5. Evaluate options to reserve public use of trails along specific traditional routes. Initiate informal discussions with landowners to find acceptable means to secure continued trail use.
  - Consider the location of City-held easements and rights of ways and roads;
  - Consider a range of options for reserving trails, including informal agreements, easements, rights of way, and dedication of land;
  - Consider the likelihood of support from landowners regarding options to secure passage on primary trail routes. If an existing route appears improbable, consider alternative alignments.
6. Develop some example trails.
7. Prepare a draft trails plan map, identifying both traditional trails that can be reserved and new and/or replacement routes. Focus on the most important trails, such as a route to Manokotak, and safe routes to schools. Replacements may be needed as legal substitutes for traditional routes, to provide safer road or river crossings, or to reduce environmental impact.

8. Release the trails map for public and additional landowner review. Include information on the trails plan process and clarification about the legal status of trail routes.
9. Refine the trails plan, working with the public and landowners. Once general locations of existing and new routes are confirmed, and agreements have been reached with landowners, adopt an official City trails map, showing the locations of reserved routes, those already developed, and those needing construction.
10. GPS or survey trail routes, then formally record trail easements, and rights-of-way.
11. Construct and maintain new trails and sidewalks. Publicize and sign legal routes.
12. Carry out an educational campaign so that trail users respect private property and protect natural areas. Publicize and enforce existing City ordinances that regulate snow machine and ATV use in the downtown area (see more in Objective 3D).

Objective 3B: Develop an acceptable, legal policy regarding ATV and snowmachine use of public streets and the street rights-of-way. In addition, investigate options for non-traditional vehicles (such as small electric cars) on public streets. Factors and issues to be considered in developing this policy include those below:

- Some communities in Alaska allow ATVs and snowmachines on roads, where these vehicles meet the same laws applied to other vehicles (e.g., licensing, lights, emission controls, insurance);
- Motorized vehicles cannot be used legally on non-motorized trails built with federal funds (e.g., the Lake Road paved bike trail);
- Environmental and safety issues: Policies are needed to ensure that ATVs and snowmachines do not damage sensitive ground, disrupt residential areas, or create safety issues for riders, other motor vehicles or pedestrians and other trail users;
- Education: in addition to specific rules, education about appropriate operation of ATVs and snowmachines can reduce potential conflicts and safety issues.

ATV and Snowmachine Strategies:

1. Explore options for using snowmachines and ATVs on Dillingham public streets; determine the costs and benefits. For access to shopping and services downtown, allowing snowmachines and ATVs to operate on streets like automobiles may be preferable to using the edge of the street or the sidewalk.
2. Continue to keep motorized vehicles off paved bike trails.

Objective 3C: Develop specific, identified new priority trails, trail segments, or improvements to existing trails.

Strategies:

1. Build a roadside trail along Wood River Road (funded and scheduled for construction in 2010).
2. Connect existing trails to provide safe and equal access throughout the community.
3. Bring the bike paths into compliance with ADA standards. Increase the elevation of the bike path across from the downtown fire hall to provide safe and reasonable access.
4. Develop some example trails
5. Design and build a new trail from eastern downtown/Snag Point area, along the waterfront to Wood River boat launch area.
6. Develop a pedestrian trail to the waterfront park on the east side/City Dock side of the small boat harbor.

Objective 3D: Provide crosswalks or comparable improvements where needed for safe street crossings; provide crossings that meet ADA standards.

1. Identify trail or sidewalk areas with known safety issues (e.g., the crossing of Kananak on Windmill Hill near BBNA).
2. Working with the owner of the street, develop safe street crossings. Known priorities include pedestrian crossings at the fire station downtown, the Squaw Creek/Airport Road intersection, and the Lake Road/Kananak Road intersection.

Objective 3E: Develop an active educational campaign for trail users in Dillingham to increase safety, reduce impacts on the natural environment, and reduce negative impacts on homes or business adjoining trails.

1. Support the Choggiung plan to develop a “good trail behavior comic book.”
2. Educate ATV and snowmachine users regarding responsible trail use.
3. Post signs and educate all categories of trail users on etiquette, routes, speed limits and the consequences for misuse. Educate the public on bike path etiquette. Paint the path down the middle to separate traffic into two sides.

**“Not everybody needs transit, but some do. Having a transit system makes for a more welcoming place, and benefits the whole community.”**

**Objective 3F:** Explore options for coordinated public transit in Dillingham, particularly between employment centers, neighborhoods, the airport, Aleknagik and downtown.

Strategies:

1. Identify the types of trips and users most in need of and able to support transit service. Types of trips include connections from residential areas to employment and service centers like the hospital, BBNA, schools and downtown. Types of users include Elders, young people, and visitors to the community.
2. Research the previous work done on Tribal transportation.
3. Inventory the current and possible future capacity of different organizations to help improve transit in Dillingham. Several organizations and businesses currently run buses or shuttle vans. With a modest amount of additional effort, this small existing system could be augmented to serve a broader base of users.
4. Coordinate transit planning with planning for sidewalks and trail, as outlined above.
5. Encourage the private sector to develop regular water-based access to nearby communities.

**Goal 4: Improve downtown circulation; create a safer, more efficient and more enjoyable environment for pedestrians, cars, trucks, ATVs and snowmachines.**

**Objective 4A:** Create a system of downtown sidewalks, pathways and trails that provides convenient, safe and enjoyable ways to move around town on foot.

Strategies:

1. Inventory the existing set of sidewalks and identify gaps in the system, including sidewalks and pedestrian trails linking to neighborhoods, the harbor area, the waterfront, and employment centers.
2. Improve sidewalks, focusing on areas with the highest use and/or greatest safety issues.
3. Where possible, reduce curb cuts (places where vehicles cross sidewalks to reach adjoining private property). Excessive curb cuts make it too inviting for cars and other vehicles to cross sidewalks. Curb cuts can be reduced at the time the downtown streets plan is implemented (when curbs are redone). This can also occur more informally by placing barriers such as planter boxes on sidewalks or adjoining private property to better limit the points where pedestrians have to watch for crossing vehicles.
4. Keep and/or create curb cuts where necessary to accommodate parking areas and channel storm runoff. Eliminate or take actions to mitigate



dangerous parking areas where drivers have difficulty seeing pedestrians as they back into the street.

5. Design downtown roads so that drivers choose to drive slowly. This can be done through including minor variations in alignments (vs. emphasizing long, wide straight roads), “necking down” streets at pedestrian crossing points, allowing roadside parking, and including elements such as planters and benches close to the edge of the driving lane.
6. More actively enforce speed limits; educate the community about the need for speed limits in congested areas where there is a higher volume of resident and visitor foot traffic.

Objective 4B: Implement the downtown streets plan; improve the safety and appearance of streets, sidewalks and parking lots.

Strategies:

1. Complete the renovation of three major downtown streets: Main Street, D Street and Central Street. These are identified City priorities in the Statewide Transportation Improvement Program (STIP).
2. Include pedestrian amenities such as benches, green space, summertime plantings, and interpretive signage downtown and in the community campus area.
3. Encourage parking lot owners to add planters and green space both to better define pedestrian areas and to make downtown more attractive.

Objective 4C: Identify a safe and convenient set of downtown routes and parking for ATVs and snowmachines.

Strategies:

1. Revisit the existing City ordinance regarding use of ATVs and snowmachines downtown.<sup>3</sup> Possible changes are outlined below; these suggestions will need to be re-evaluated in light of the outcome of work under Objective 3B.
  - Modify existing policy to reduce speed limits (20 miles per hour is too fast on sidewalks; walking speed, about 10 miles per hour, is appropriate).
  - Provide a legal access route and associated parking on the south side of Main Street (the area currently closed to snowmachine use).

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<sup>3</sup> This policy closes Main Street from Peter Pan to City Hall to snowmachines and only allows for non-recreational uses.

- Better publicize and enforce this revised policy. This will require a clear, consistent approach to enforcement.
- 2. In the future, if need be, revise the physical streets and the ordinances to define several specific legal routes for ATVs and snowmachines in and out of downtown; for example, one route for Tower Road residents and residents coming in from the north, one route coming from the west, and a way to reach these routes for downtown residents.

**Goal 5: Refine subdivision access standards to ensure that quality roads and trails are in place to meet future transportation needs.**

(See Land Use & Housing chapter)

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Bring together organizations with transportation planning, management and funding responsibilities to jointly develop and implement near and long-range transportation plans.</b>				
Objective 1A: Establish a protocol between the City, the Curyung Tribe and the State to work together each year to plan, implement and maintain transportation projects.				
1. Agree on and implement a clear annual process to make shared transportation decisions.	x			City, State, Curyung
2. Agree on a long term package of necessary transportation improvements and an annual shared list of specific priorities.	x			City, State, Curyung
3. Work together to leverage resources to plan and secure funding for future projects.	x			City, State, Curyung
Objective 1B: Work together to find ways to most efficiently maintain roads and other transportation infrastructure and equipment.				
1. Find ways to reduce maintenance costs.	x			City, State, Curyung
<b>GOAL 2: Improve the system of roads, docks, harbors and airports to meet current and future needs, minimize maintenance costs, and to maximize other community goals.</b>				
Objective 2A: Develop a long-range vehicular transportation plan that identifies needed improvements to the existing system, and reserves routes for future needs.				
1. Improve and / or construct roads as outlined in the Curyung Tribe Long Range Transportation Plan, 2005 (see list).	x			City, State, Curyung
2. Improve and / or construct additional City of Dillingham priorities: Kenny Wren Road.	x			City, State, Curyung
Objective 2B: Design and operate the road system to minimize maintenance costs				
	x			City, State, Curyung
Objective 2C: Design and operate the road system to minimize maintenance costs and maximize safety and efficiency				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. While meeting other transportation goals, minimize the extent of the road system in order to minimize maintenance costs.	x			City, State, Curyung
2. Where City subdivision regulations apply, require subdividers to reserve practical access easements to all parcels, and in most cases, to construct access roads, built to City standards.	x			City, BBNA, Allottees
Objective 2D: Design the transportation system to minimize conflicts between transportation modes as well as the risk of environmental damage.				
1. Modify current subdivision standards to locate roads to minimize impacts on water quality and water flow.		x		City, BBNA, Allottees and other landowners
2. Whenever possible separate industrial traffic, from regular vehicular traffic and pedestrian traffic.	x			City, State, operators
3. Find alternatives to shipping gravel from the City Dock (see Waterfront chapter).	x			City, State, operators
Objective 2E: Work with State DOT/PF to continue to improve air travel infrastructure in the area.				
1. Work with DOT/PF to update and finalize and implement the airport master plan.		x		State (DOT/PF)
2. Maintain and improve air service to Dillingham by increasing visitor travel.	x			City, Chamber, Regional partners
3. Investigate options for expanding floatplane facilities.	x			City, State
Objective 2F: Improve Dillingham's port facilities, and plan for the efficient movement of freight in and out and through the town, from docks and airport. (see Waterfront chapter)				
Objective 2G: Identify a workable docking site for skiff traffic coming from villages. (see Waterfront chapter)				
<b>GOAL 3: Identify, reserve and improve an integrated system of sidewalks, trails and transit to provide safe and attractive alternatives to traditional private vehicles, both for traveling within Dillingham, and connecting to surrounding villages. Actively manage sidewalk and trail use to promote safety and reduce environmental impacts.</b>				
Objective 3A: Develop a Dillingham trails plan, for both motorized and non-motorized uses, building from traditional trails and working with trail users and trail land owners.				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Identify key people and resources to be the core of a Dillingham Trails Committee.	x			City, Landowners, Trail users
2 Work with BIA to set up a simplified process for easements on allotments				
3. Prepare an inventory of the location and status of existing trails.	x			City, Landowners, Trail users
4. Develop background technical information, a “trail protection toolbox.”	x			Trails Committee, City
5. Evaluate options to reserve public use of trails along traditional routes.	x			Trails Committee, City
6. Develop some example trails				
7. Prepare a draft trails plan map.	x			Trails Committee, City
8. Release the trails map for public and additional landowner review.	x			Trails Committee, City
9. Refine trails plan, then adopt an official City trails map.	x			City, Trails Committee
10. GPS or survey trail routes; formally record trail easements, rights-of-way.		x		Trails Committee, City
11. Construct and maintain new trails and sidewalks. Publicize and sign legal routes.		x		Trails Committee
12. Carry out educational campaign.	x			Trails Committee
Objective 3B: Develop an acceptable, legal policy regarding use by ATVs and snowmachines of public streets and the street rights-of-way. Investigate options for non-traditional vehicles, such as small electric cars, on public streets.				
1. Explore options for using snowmachines and ATVs on Dillingham public streets; determine costs and benefits.	x			City, Trails Committee
2. Continue to keep motorized vehicles off paved bike trails.	x			City, Trails Committee
3. On opposite side of road from foot paths grade a trail for ATV’s and snow machines				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
Objective 3C: Develop specific, identified new priority trails, trail segments, or improvements to existing trails.				
1. Roadside trail along Wood River Road (funded and scheduled for construction in 2010).	x			State
2. Connect existing trails.				
3. Bring Bike paths into compliance with ADA Standards.				
4. Raise height of bike path across from downtown fire hall.	x			City, State
5. New trail from eastern downtown/Snag Point area, along waterfront to Wood River boat launch area.		x		City
6. Pedestrian trail to the waterfront park on the east side/City Dock side of the small boat harbor.	x			City
Objective 3D: Provide crosswalks or comparable improvements where needed for safe street crossings.				
1. Identify areas with known safety issues, e.g. the crossing of Kanakanak on Windmill Hill.	x			City, State
2. Work with the owner of the street to develop safe street crossings.		x		City, State
3. Paint crosswalks early in the year.				
Objective 3E: Develop an active educational campaign for trail users, to increase safety, reduce impacts on the natural environment, and impacts on homes or business adjoining trails.				
1. Support Choggiung plan to develop a "good trail behavior comic book."	x			Choggiung, Trails Committee
2. Educate ATV and snowmachine trail users regarding responsible trail use.	x			City, Trails Committee, USFWS
3. Post signs and educate all categories of trail users on etiquette, routes, safety, etc. Educate the public on bike path etiquette; paint the path down the middle to separate traffic into two sides.	x			City, Trails Committee

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>Objective 3F: Explore options for coordinated public transit in Dillingham, particularly between employment centers, neighborhoods, the airport, Aleknagik and downtown.</b>				
1. Identify the types of trips and users most in need of and able to support transit service.	x			City, major employers
2. Research previous work done on tribal transportation.	x			City, Tribe, major employers
3. Inventory the current and possible future capacity of different organizations to help improve transit in Dillingham.		x		City, major employers
4. Coordinate transit planning with planning for sidewalks and trail, outlined above.		x		City
5. Encourage the private sector to develop regular water-based access to nearby communities.			x	Private sector
<b>GOAL 4: Improve downtown circulation; create a safer, more efficient and more enjoyable environment for pedestrians, cars, trucks, ATVs and snowmachines.</b>				
<b>Objective 4A: Create a system of downtown sidewalks, pathways and trails that provides convenient, safe and enjoyable ways to move around town on foot.</b>				
1. Inventory the existing set of sidewalks and identify gaps in the system.		x		City, State
2. Improve sidewalks focusing on areas with the highest use and/or greatest safety issues.		x		City, State
3. Reduce curb cuts and/or place barriers such as planter boxes on sidewalks or adjoining private property to limit points where pedestrians must watch for crossing vehicles.		x		City, State, property owners
4. Keep and/or create curb cuts where necessary; eliminate or take actions to mitigate dangerous parking areas.	x			City, State, property owners
5. Design downtown roads so that drivers choose to drive slowly.		x		City, State
6. Enforce speed limits.	x			City, State
<b>Objective 4B: Implement downtown streets plan and improve safety and appearance of streets, sidewalks and parking lots.</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Complete the renovation of three major downtown streets – Main St., D St., Central.		x		State, City
2. Include pedestrian amenities such as benches, summertime plantings and interpretive signage in downtown and the community campus area.	x			State, City, property owners & businesses
3. Encourage parking lot owners to add planters both to better define pedestrian areas and to make downtown more attractive.	x			City, property owners & businesses
<b>Objective 4C: Identify a safe and convenient set of downtown routes for ATVs and snowmachines.</b>				
1. Revisit the existing City ordinance regarding use of ATVs and snowmachines downtown.	x			City, Trails committee
2. In the future, if need be, revise the identified streets and the ordinances to define several specific legal routes for ATVs and snowmachines in and out of downtown.		x		City, Trails committee
<b>GOAL 5: Refine subdivision access standards to ensure that quality roads and trails are in place to meet future transportation needs. (see land use chapter)</b>				



# WATERFRONT

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## Introduction

The Dillingham waterfront extends from Kanakanak Beach on the west, through downtown and out to the Wood River, and includes some of the most important land in the community. The waterfront provides the base for commercial fishing, the primary access point for bringing goods in and out of town and important areas for subsistence. In addition, the waterfront offers a desirable place for strolling, picnicking, and enjoying the views. Access to the waterfront – for many different purposes – gets to the heart of life in Dillingham for residents and visitors.

Challenges that need to be addressed for the future of this valuable area include under-developed infrastructure, inadequate space for growth, erosion, and historic decisions about the locations of uses that in some instances create conflicts.

## Goals, Objectives & Strategies

*Overarching Goal:* Develop the waterfront as the active edge of Dillingham: a gateway to the region; the base for the commercial fishing industry and anchor of the local economy; a vital subsistence area; and an open space and recreational resource for residents and visitors. Create a functional, safe, interesting place for a diverse mix of activities amidst a dynamic landscape impacted by tides, ice and erosion.

**GOAL 1: Strengthen and diversify Dillingham’s economy by developing infrastructure to support waterfront commercial and industrial activities. In particular, take action to create more local benefits from commercial and sport fishing, and improve access to local services and businesses from the waterfront.**

### **PART 1: SMALL BOAT HARBOR**

**(Objectives 1A-1D – see Map 6.1, 6.2 and 6.5 for details)**

Objective 1A: Significantly upgrade the harbor to position Dillingham as the premier harbor and retail hub for the Bristol Bay sport and commercial fishing fleets.

Strategies:

1. Provide harbor improvements in accordance with the US Army Corps of Engineers (USACE) 2008 “preferred alternative” and BEESC 2009 Harbor Upgrades report, to control erosion, reduce sedimentation, improve docking, and provide for safe movement of boats and goods. Specific projects include:

- West side revetment and breakwater, proposed by USACE (status: City seeking funding)
  - East side (“city dock” side) revetment armoring the outside of the harbor & providing beach access, proposed by USACE (status: City seeking funding; east and west side improvements together estimated to require \$20 million)
  - Extension of north side bulkhead west to boat ramp;
  - extension of south and east side bulkheads inside the harbor (status: City seeking funding)
  - Lease lots on the east side of the harbor
  - Improved float system
2. Provide additional infrastructure as needed to better support commercial, sport and subsistence fishing.
- Boat servicing grid
  - A second crane and several hand operated cranes
  - Fire protection
  - West side commercial fishing facilities (to expand harbor capacity)
  - Improved access to ice machine
  - City water, sewer, power, telecommunications (fix section of water line on north side of harbor that freezes)
  - Improved, dedicated parking
  - Second set of restrooms, and ultimately showers, on south side
  - Public, value-added fish processing facility (and cold storage unit) so that fishers can process their catch and directly transport it to the airport.
  - Multi-function “pavilion” (see more under Objective 3B)
3. Sedimentation - Under a federal law specific to Dillingham, the US Army Corps of Engineers is obliged to remove sedimentation from the small boat harbor, with a renewed contract every five years. This service, paid by the federal government, costs an average approximately \$200,000 annually. The improvements mentioned above will reduce the erosion of the harbor’s banks, from exposure to waves and storms. The main source of the problem, however, is the daily tidal influx of silt-laden water. Other than annual dredging, no permanent solution to this problem has yet been identified.

The USACOE is shifting from a strategy of stockpiling dredge spoils on land, to pumping the sediment back into the bay. The City should request that USACOE go back to on-land dredge spoils disposal.

Objective 1B: Develop an improved commercial and industrial area surrounding the harbor to support marine-related services, boat storage, four-season boat repair and circulation for loading/off-loading boats and equipment.

Strategies:

1. Develop improved access and associated infrastructure on City-owned land on the east side of the harbor, including broadband and communication connections for small boat harbor users. Subdivide and lease space for private commercial and industrial uses (note: the City of Dillingham prepared a draft lease plan for this area in December 2000). Specific intentions include:
  - Provide lots of various sizes to support marine-related commercial and industrial uses, as well as more general commercial and industrial activities, while minimizing interference with commercial fishing activities
  - Provide sufficient parking, including dedicated parking to use by commercial fisherman
  - Provide for safe access by vehicles and pedestrians to the south boat ramp and to the public recreation area in the southeastern portion of the small boat harbor area.
2. Develop infrastructure to better serve the combination of private recreational boats, sport fishing and commercial fishing craft. (see Objective 2E)
3. Identify options for space to accommodate fish processing in the small boat harbor area (see Objective 1D).
4. Encourage development of improved access and associated infrastructure to the west side of the small boat harbor, on private land, to increase capacity of the harbor, and provide additional space for waterfront development.

Objective 1C: Reclaim existing silt disposal area on the east side of the harbor, and dedicate it to boat storage, recreation and/or industrial use.

Strategies:

1. Evaluate options to speed reclamation (e.g., surcharge to compress material and remove water).
2. Use the area in a manner that is consistent with its physical capability. Recreation and parking are good short-term options; over the longer term, the area may be suitable for other more intensive uses (e.g., commercial, industrial structures).

## **PART 2: CITY DOCK AREA**

### **(Objective 1D – see Map 6.2 and 6.4 for details)**

Objective 1D: Upgrade and make more efficient use of the City Dock area, providing safe and functional space to handle community freight needs.

Background: The existing City Dock serves a variety of Dillingham needs, but the current location also creates access issues, offers limited room for growth, and presents safety concerns and conflicts with adjoining “Main Street” commercial uses.

Strategies:

1. Identify and reserve space to accommodate a new fish processing facility<sup>4</sup>.  
The goal of this plant is to benefit the local economy; specific benefits include:
  - New jobs in the community, first for construction, and then for those working at the plant
  - Increased revenue and profits for local commercial fishermen, by providing a new buyer and an option to add value to their product
  - Increases in local government revenues: spending (and sales tax) by workers, fish tax, tariff from supplies and products over the dock
  - Opportunity to open new markets for Bristol Bay seafood products and new products
  - Option for local investors to own and operate the plant, helping to keep money earned in the industry in Dillingham
  - Opportunity for direct retail sales and/or shipping of fresh frozen product to visitors
  - Stronger market recognition for Bristol Bay salmon, benefitting the economy of the entire region
  - A sustainable basis for the local economy, and alternative to other more disruptive economic activities

Map 6.4 provides an illustrative scenario for the possible location of this plant and related facilities. Key elements of this plan include:

- Possible space for a fish processing plant on the far western side of the existing City Dock. This location provides optimal access to the water for all-tide (or nearly all-tide) access from boats to the processing plant. A plant in this location may provide sufficient space for successful

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<sup>4</sup> See the separate background report prepared as part of this project for more information on the proposal for new fish processing facilities on the Dillingham waterfront.

operations and at the same time leave sufficient space for continued use of the City dock for a range of community freight needs<sup>5</sup>.

- Space surrounding the plant for plant operations, including space for delivery of fish (on the south side of the plant), truck access to the plant loading dock, a chiller, raw sea water tanks, and space for storing freezer vans.
  - Good access to the plant for trucks and other vehicles. .
  - Space near the plant for a warehouse, shop and office building, and mess hall. These structures need to be close enough for convenient, regular access (within approximately 300'). (*Note: discuss options to slightly change locations to provide more space for public access.*)
  - Space to lodge plant workers.
2. Establish a clear, open process to define the terms of a private operator's use of City land and the City dock for a fish processing facility, including the area to be used, payments to the City, infrastructure needs, tax structure, etc.
  3. Improve the configuration and access to the City Dock cargo storage area to better concentrate uses closer to the water, and better separate these activities from Main Street. More efficient use of this space could free up land for further development or other uses.
    - Establish an attractive, walkable retail and commercial corridor along both sides of Main Street, with a positive relationship to adjoining industrial uses. (see Goal 3)
    - Investigate and, if feasible, carry out land exchanges to provide more efficient use of waterfront area and increase area available for commercial use adjacent to existing commercial development.
  4. Analyze the costs and benefits of relocating gravel storage and transport from this site.
  5. Reserve space for public waterfront access into this section of the Dillingham waterfront (see Objective 3C).
  6. Determine security requirements for the dock/port area. Investigate options for improving security at the site by clearly defining active port and freight-related use areas where only authorized use is appropriate. To the greatest degree possible, avoid the simple but unsightly solution of constructing a large barricade or unadorned fence. This area is one of the most visible parts

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<sup>5</sup> *Note:* locating the plant in this area of the dock will limit or eliminate the option to use the City Dock for gravel storage or export. This is consistent with the recommendation in Objective 1E below to end gravel exports due to conflicts with other downtown uses.

of the City, and visual quality is one important consideration in how security issues are addressed.

**Objective 1E:** Develop long-term plans for expansion and an additional location for the City Dock area.

Background: The City recently made substantial investments to expand the City Dock. While this facility is critical and works adequately today, over the long term the City should consider options for a better location. Problems with this “heart of downtown” location (noted above) can be reduced, but industrial activities at this location will always have a less than optimal relationship with adjoining Main Street uses.

Strategies:

1. Investigate all options and identify a new location for a new major freight dock. One option is a site in the Kananak Beach area. Reserve sufficient land and access routes at the new site to allow this location to be developed to satisfy the waterfront/port needs of a larger city, should this become necessary and cost effective in the future. When evaluating options for port and industrial uses in this area, consider existing uses in the area, including subsistence set nets and small boat launching. Minimize potential impacts on these important community uses.
2. Investigate options to expand the existing City Dock upriver (to the east) and improve access to existing commercial parcels adjacent to the existing Icicle facility. Improve A Street in this area, to provide access to “landlocked parcels.”

## **GOAL 2: Improve access to and from the waterfront for fish, freight and commerce.**

**Objective 2A:** Improve access to the small boat harbor (see Map 6.2 and 6.3 for details)

Strategies:

1. Maintain and improve access off of Kananak Road, into both the east and west sides of the harbor.
2. Develop a shared access plan, working with Peter Pan. Improve and “rationalize” the existing maze of informal roads and parking areas that overlay City and adjoining Peter Pan property. Develop a single efficient internal circulation plan, for vehicles, pedestrians and parking, to obtain the greatest worth from this valuable land.
3. Improve connections between the Peter Pan property and the small boat harbor. Work with Peter Pan to explore the feasibility of creating a new, secondary access road, crossing through Peter Pan property, and connecting into the southern portion of small boat harbor.

4. Encourage improved access across private property on the west side of the harbor.

Objective 2B: Improve truck and vehicular access to City Dock. (See Map 6.2 and 6.4 for details)

Strategies:

Explore options for safer separation of access for heavy equipment, large trucks or dangerous materials.

Objective 2C: Provide improved facilities for boat traffic from neighboring villages; improve waterfront access for recreational and/or subsistence use by residents for the sport fishing industry.

Strategies:

1. Identify, reserve, and improve a skiff landing site that works well for surrounding villagers to come and go by skiff from Dillingham. An improved spot at the small boat harbor is the leading candidate. This site should be convenient to services and shopping, and cause minimal conflicts with other uses.
2. Provide improved options for onshore connections between the skiff landing site and downtown retail areas. If the small boat harbor is the preferred site, develop an improved direct, convenient walking or hand cart route between the harbor and downtown destinations.

Objective 2D: Upgrade the facilities at the Wood River boat launch.

Strategies:

1. Improve the Wood River boat launch to supplement Dillingham's freight and boat launching capacity. Provide an alternative to the small boat harbor for local commercial, private and sport fishing traffic. Provide secure parking at this site.

Objective 2E: Take steps necessary to improve the ability to export fresh fish from Dillingham by air.

Strategies:

1. Identify infrastructure, space needs, etc. to best allow for the export of fish from the airport. Options might include lease space for temporary storage of fish and electricity for cooling.
2. Work with ADOT to update the airport master plan to better enable export of fish products.

**GOAL 3: Take full advantage of Dillingham’s waterfront both where it is a “working waterfront” and where it is less developed, as an important community amenity for residents and visitors. Specific intentions include:**

- **Improve public access**
- **Provide interpretive material**
- **Provide viewpoints**
- **Provide benches, weather protection**
- **Invest in improvements that present a welcoming face to the public** (e.g. attractive buildings, security fences, landscaping and pathways)

**Objective 3A:** Provide a safe, attractive public open space in the vicinity of the Small Boat Harbor for community gatherings, recreation uses.

Strategies:

1. Improve the existing recreation area at the southern end of the harbor to better separate recreation uses from adjoining harbor activity. Achieve this through establishing more clearly defined boundaries for the recreation area, e.g. by adding attractive but effective low barriers separating the two use areas.
2. If possible, expand the recreation area to the east, incorporating the silt disposal area into a public park.
3. Design the north south access through the lease lots (Objective 1B above) to include a pedestrian and vehicular corridor to safely reach this recreation area.
4. Improve facilities at this location, including an attractive landscaped park with benches and picnic tables, kid’s play equipment, and interpretive information. Either here or closer to the harbor proper, provide a multipurpose open-air pavilion, to provide space for commercial fishing activities such as net mending, informal seating, and a gathering area out of the weather for public

### **Waterfront Character:**

#### **A Tale of Two Types of Cities**

The waterfronts of some communities provide a range of community benefits, not only for commerce, industry and freight, but as interesting places to explore shop, dine, walk, or just enjoy the bustle. Places like Newport, Oregon, and Sitka and Kodiak in Alaska, are examples where the waterfront defines the community and offers an enjoyable destination for residents and visitors, while simultaneously serving more utilitarian needs. In contrast, the majority of the waterfront in a community like Valdez (and to a significant degree, Dillingham) is cut off from the adjoining community. This misses an opportunity to benefit locals and offer more reasons for visitors to spend time (and money) in the community.





- events. (Sitka has two of these structures, pictured above, and they have been very successful for fishers, residents and visitors).
5. Working with the US Army Corps of Engineers, stabilize the eroding bank in the vicinity of the recreation area.
  6. Provide access to the “beach,” an interesting area for walking and exploring.

**Objective 3B:** Provide safe, green, attractive public spaces in the vicinity of the City Dock to safely observe activities in the area.

Strategies:

1. Reserve a pedestrian access corridor on the west side of the City Dock area, where visitors could safely gain access to a waterfront location.
2. Where this west-side path reaches the waterfront, provide an area that allows the public to legally and safely get close to the water, to observe port operations, view wildlife and enjoy the view. This area could include:
  - A public view point with interpretive information, public art and shelter from the weather
  - A private leased building, with space for a coffee shop or restaurant
  - Access park and green space down to the water
3. Identify and improve a corridor on the east side of the City Dock area where residents and visitors could safely gain access to the beach area leading out towards Snag Point.
4. Where feasible acquire real estate downtown for public park space.

**Objective 3C:** Provide for trailheads and walking routes in a natural setting outside of the working portions of the waterfront.

Strategies:

1. Develop a Snag point to Wood River boardwalk, with a downtown trail head
2. Work with the community to identify other waterfront trails and access points

**Objective 3D:** Protect waterfront natural resource values, subsistence areas, and habitat outside of working waterfront areas.

Strategies:

1. Protect set net fishing sites.
2. Protect access to set net sites

Objective 3E: Improve the communication and collaboration among different waterfront interests to better balance and meet different waterfront needs.

Strategies:

1. Develop a “Waterfront Task Force” composed of key landowners and users, for example, BBNA, Curyung Tribe, BBEDC and the University of Alaska, to develop an integrated approach to industrial site development, open space and recreation uses, training facilities, and overall waterfront management. This might be an expansion of the existing City Port Committee.

**GOAL 4: Better understand, monitor and respond to waterfront natural hazards, including shoreline erosion.**

Objective 4A: Take steps necessary to respond to shoreline erosion, flooding and other natural hazards along the Dillingham waterfront.

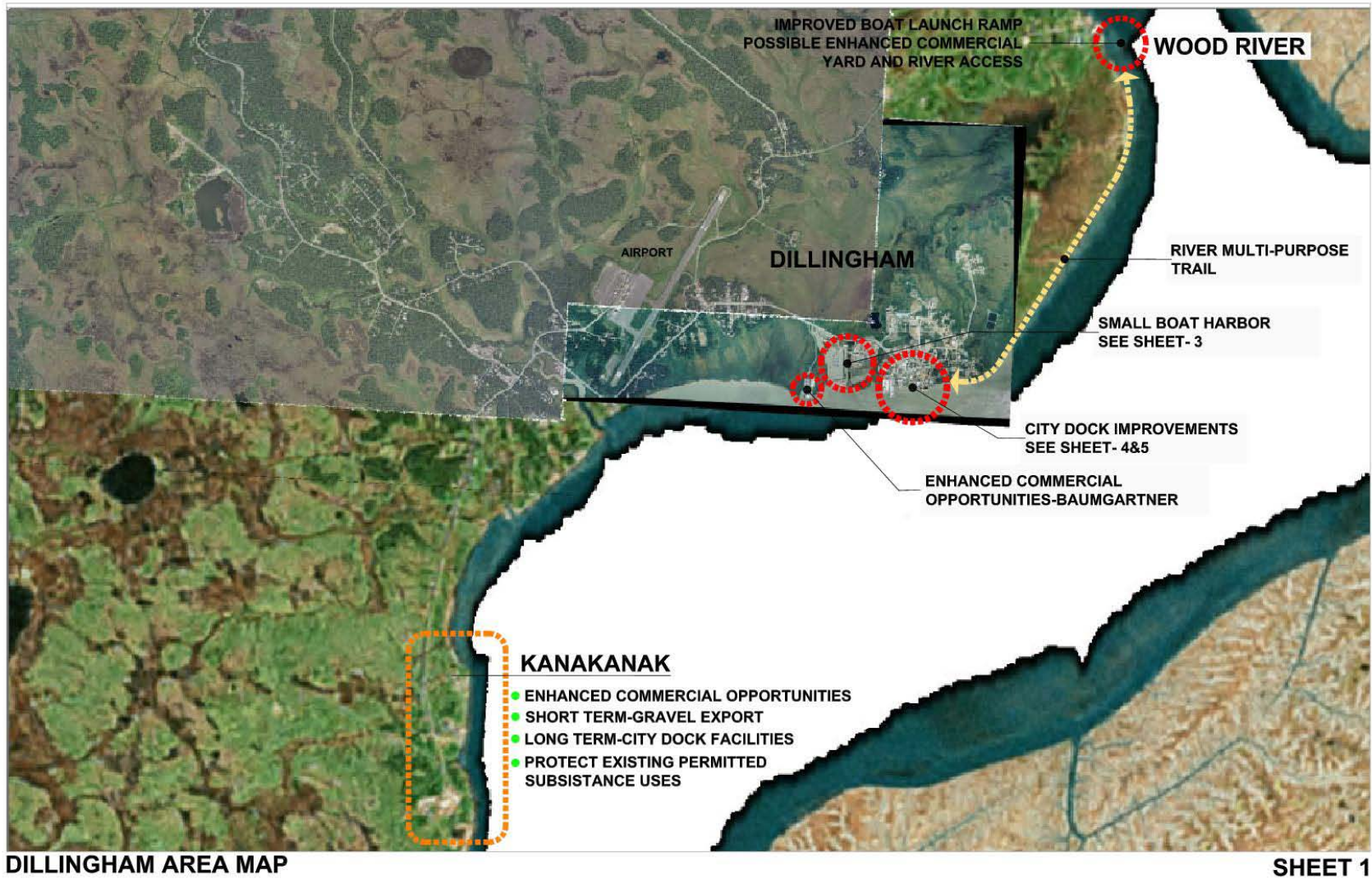
Strategies:

2. Continue to work with the US Army Corps of Engineers, to map and evaluate the location and degree of erosion issues along the Dillingham waterfront.
3. Widely share results of this work with the public and land owners, to better inform the community about the location and intensity of the problem
4. Working with the US Army Corps of Engineers, the State of Alaska, and other parties, develop and implement practical erosion mitigation plans.

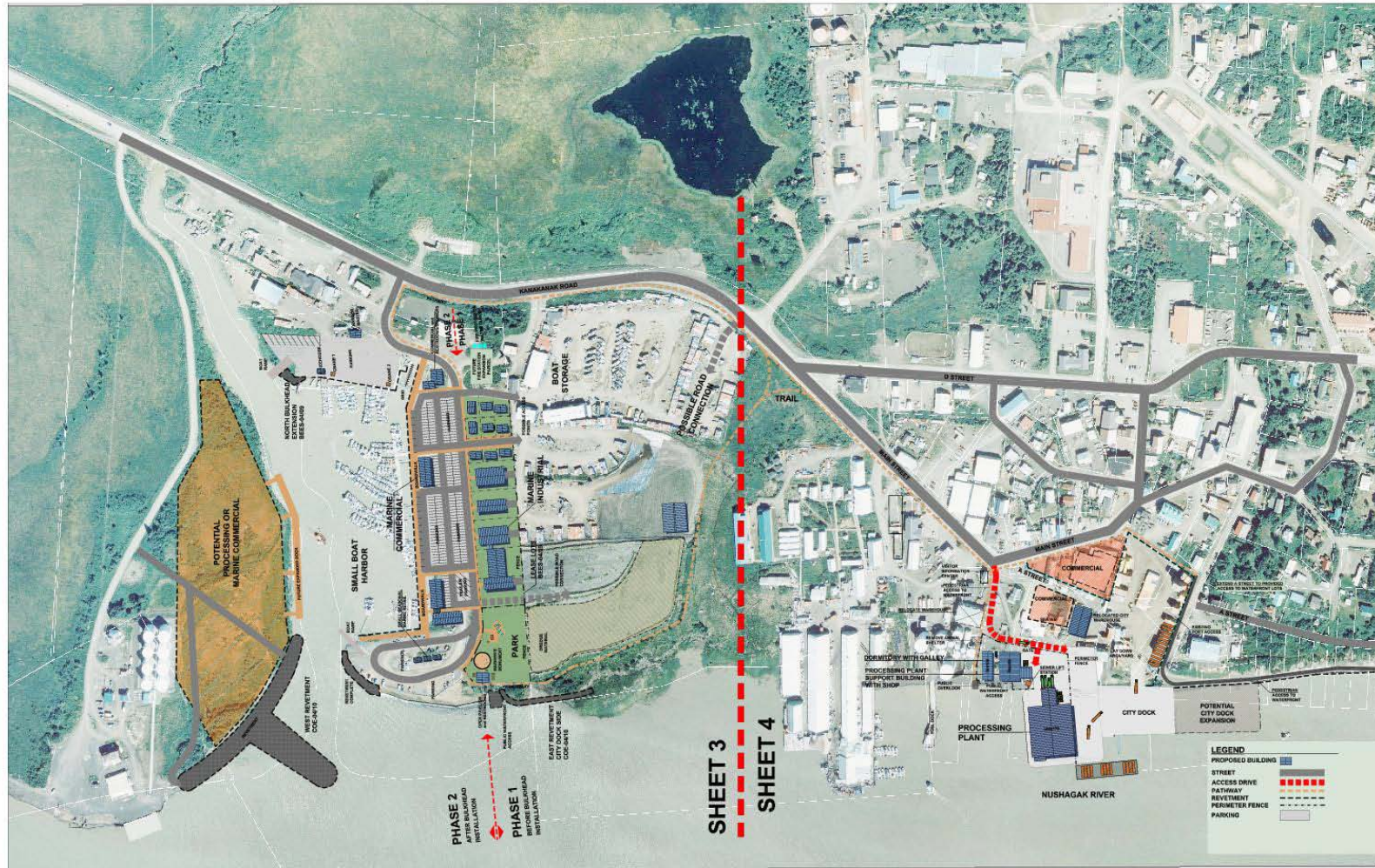
**GOAL 5: Train workforce and create jobs in marine industry.**

See Economic Development Chapter

Map 6.1 Dillingham Area Map



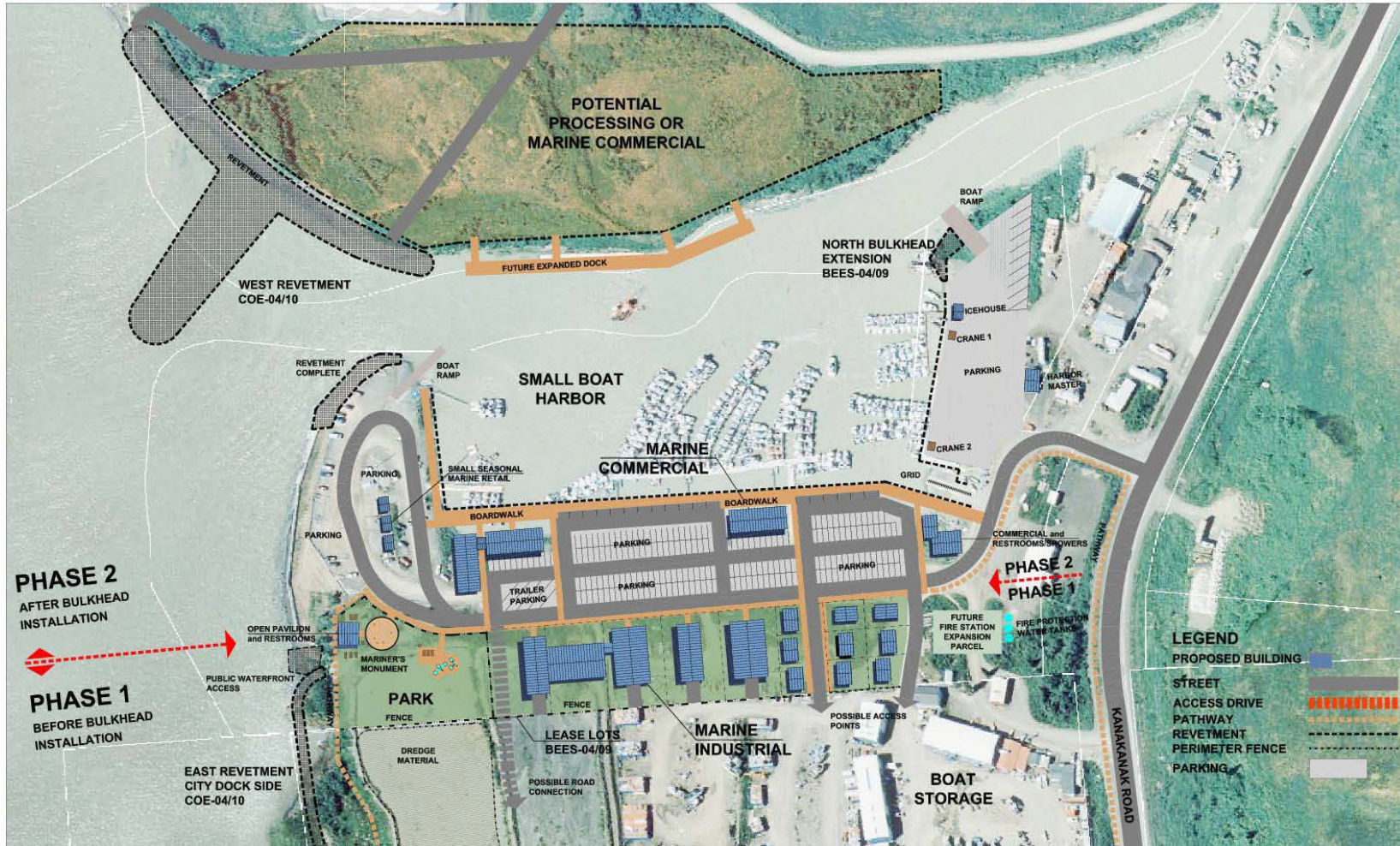
Map 6.2 Dillingham Dock and Marina



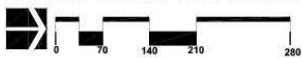
**DILLINGHAM DOCK AND MARINA**  
**OVERVIEW**

**SHEET 2**

Map 6.3 Dillingham Small Boat Harbor



DILLINGHAM SMALL BOAT HARBOR

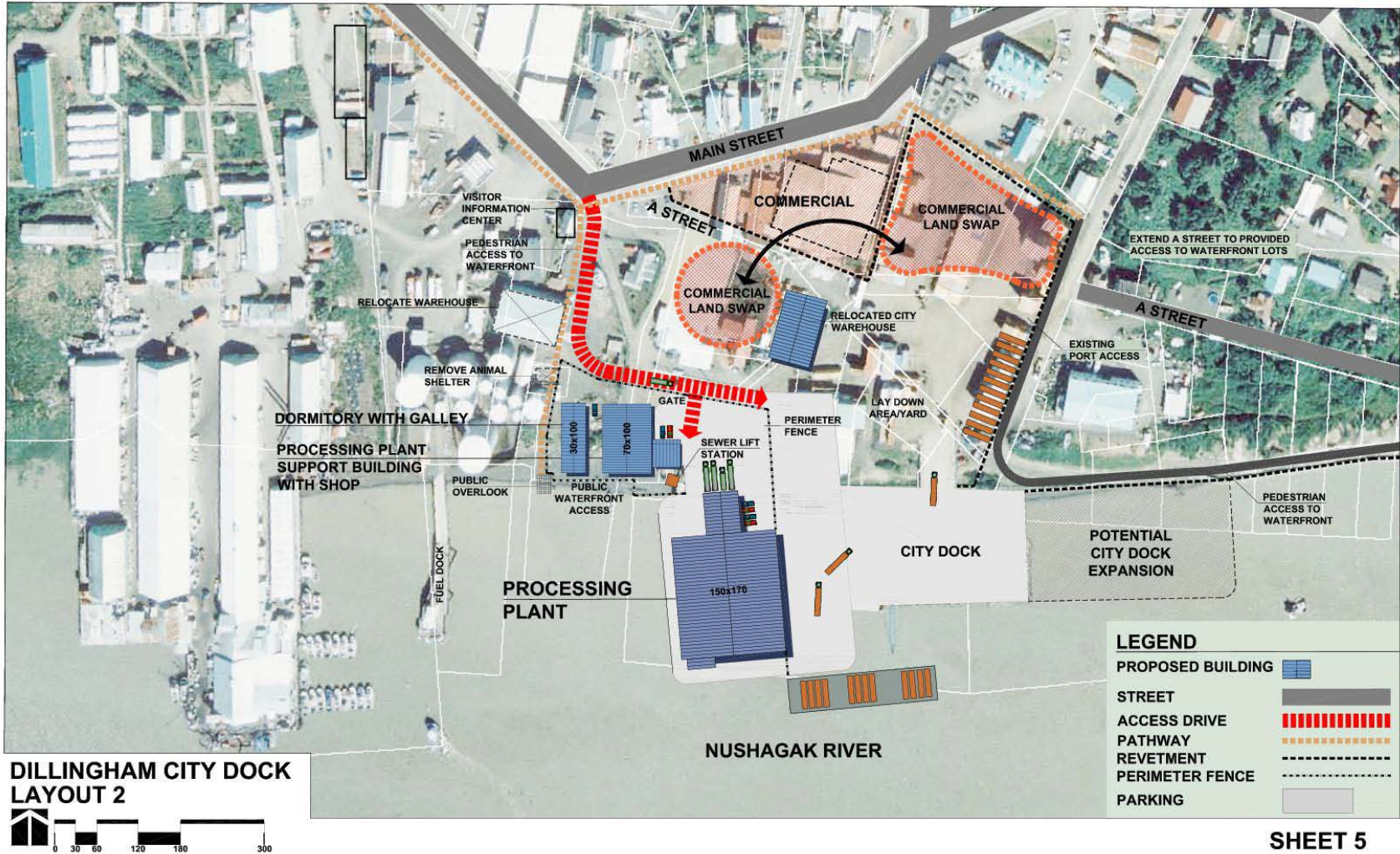


**LEGEND**

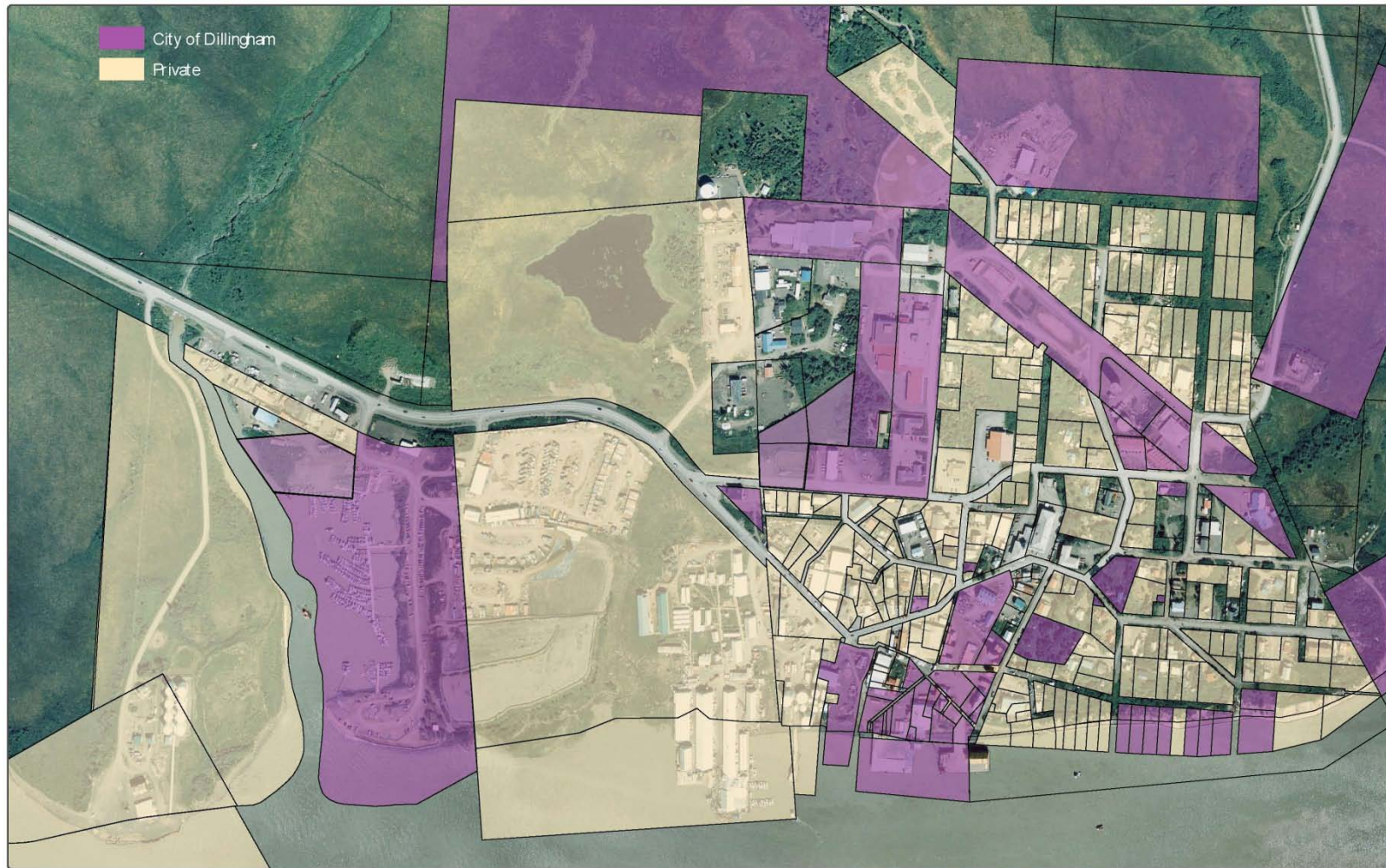
PROPOSED BUILDING	[Blue rectangle]
STREET	[Grey line]
ACCESS DRIVE	[Orange dashed line]
PATHWAY	[Red dashed line]
REVIETMENT	[Black dashed line]
PERIMETER FENCE	[Black dotted line]
PARKING	[Grey rectangle]

SHEET 3

Map 6.4 Dillingham City Dock



## Map 6.5 Downtown Land Ownership Map



DILLINGHAM

OWNERSHIP MAP

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Strengthen and diversify Dillingham’s economy by developing infrastructure to support waterfront commercial and industrial activities. In particular, take action to create more local benefits from commercial fishing, and improve access to local services and businesses from the waterfront.</b>				
<b>Objective 1A: Upgrade the small boat harbor.</b>				
1. Provide harbor improvements in accordance with the Corps of Engineers 2008 “preferred alternative” and BEESC 2009 Harbor Upgrades report.	x	x	x	City, USACOE, State of Alaska
2. Provide additional infrastructure as needed to better support commercial and subsistence fishing.	x	x	x	City, USACOE,, State of Alaska
3. Sedimentation - request USACOE go back to on land dredge spoils disposal		x		City, USACOE,, State of Alaska
<b>Objective 1B: Develop commercial and industrial uses surrounding the harbor.</b>				
1. Develop improved access and associated infrastructure on City-owned land on the east side of the harbor. Lease space for private commercial and industrial uses.	x	x	x	City
2. Develop infrastructure to better serve the combination of private recreational boats, sport fishing and commercial fishing watercraft (See Objective 2E).		x		City, State of Alaska
3. Identify options for space to accommodate fish processing in the small boat harbor area (see Objective 1D).		x		City, private land owners
4. Encourage development of improved access and associated infrastructure to the west side of the harbor, on private land.		x		Private land owners, City
<b>Objective 1C: Reclaim existing silt disposal area on the east side of the harbor.</b>				
1. Evaluate options to speed reclamation.		x		City, private land owners
2. Use the area in a manner that is consistent with its physical capability.		x		City, private land owners
<b>Objective 1D: Upgrade the City Dock area; provide safe, functional space to handle cargo.</b>				
1. Identify and reserve space to accommodate a new fish processing facility.	x			City



Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
2. Establish a clear process to define the terms of a private operator's use of city land for a processing facility.	x			City
3. Improve the configuration and access to the City Dock cargo storage area to better concentrate uses closer to the water, and separate these activities from Main Street.	x			City, Private land owners
4 Analyze the costs and benefits of relocating gravel storage and transport from this site	x			City
5. Reserve space for public waterfront access into this section of the Dillingham waterfront (see Objective 3C).	x			City
6. Improve security at the site by while maintaining visual quality.	x			City
<b>Objective 1E: Develop long-term plans for expansion or a new location for the City Dock area.</b>				
1. Investigate options for a new location for the City dock in the Kanakanak Beach area.	x			City, private land owners, State of Alaska
2. Investigate options to expand the existing City Dock upriver (to the east) and improve access to existing commercial parcels adjacent to the existing Icicle facility.	x			City, private land owners, State of Alaska, Federal Government
<b>GOAL 2: Improve access to and from the waterfront for fish, freight and commerce.</b>				
<b>Objective 2A: Improve access to the small boat harbor (Reference: Sheets 2 &amp; 3)</b>				
1. Maintain and improve access off of Kanakanak Road, into both the east and west sides of the harbor.	x			City, private land owners, State of Alaska
2. Develop an access plan to "rationalize" the existing maze of informal roads and parking areas that overlay City property and adjoining Peter Pan property, for vehicles, pedestrians and parking.	x			City, private land owners
3. Improve connections between the Peter Pan property and the Small Boat Harbor;	x	x		City, private land owners
4. Encourage improved access across private property on the west side of the harbor.	x			City, private land owners
<b>Objective 2B: Improve truck and vehicular access to City Dock. (Sheets 2 &amp; 4)</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Explore options for safer separation of access for heavy equipment, large trucks or dangerous materials.	x			City, State of Alaska
<b>Objective 2C: Provide improved facilities for boat traffic from neighboring villages and the sport fishing industry.</b>				
1. Identify, reserve and improve a skiff landing site that works well for surrounding villagers to come and go by skiff from Dillingham.	x			City
2. Provide improved options for onshore connections between the skiff landing site and downtown retail areas; develop a direct, convenient walking or hand cart route between the harbor and downtown destinations.	x			City, private land owners
<b>Objective 2D: Upgrade the facilities at the Wood River boat launch.</b>				
1. If practical, improve the Wood River boat launch to supplement Dillingham’s freight and boat launching capacity.	x			City, State of Alaska
<b>Objective 2E: Take steps necessary to improve ability to export fresh fish from Dillingham by air</b>				
1. Identify infrastructure, space needs, etc. to best allow for export fish from the airport.	x			City, State of Alaska, fishing industry
2. Work with ADOT to update airport master plan to better enable export of fish products.	x			City, State of Alaska
<b>GOAL 3: Take full advantage of Dillingham’s waterfront both where it is a “working waterfront” and where it is less developed, as an important community amenity for residents and visitors.</b>				
<b>Objective 3A: Provide a small, safe, attractive public space in the vicinity of the Small Boat Harbor for community gatherings, recreation uses.</b>				
1. Improve the existing recreation area at the southern end of the harbor to better separate recreation uses from adjoining harbor activity.	x			City
2. If possible, expand the recreation area to the east, incorporating the silt disposal area into a public park.	x			City, private land owners
3. Design the north-south access through the lease lots (Objective 1B) to include a pedestrian and vehicular corridor to reach this recreation area.	x			City

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
4. Improve recreation facilities at this location; provide a landscaped park with benches and picnic tables, kid's play equipment, and interpretive information. Here or closer to the harbor proper, provide a multipurpose open-air pavilion.	x			City
5. Stabilize the eroding bank in the vicinity of the recreation area.	x			City, Army Corp
6. Provide access to the "beach" – an attractive area for walking and exploring.	x			City, Army Corp
<b>Objective 3B: Provide a small, safe, attractive public space in the vicinity of the City Dock to safely observe activities in the area.</b>				
1 Reserve a pedestrian access corridor to the waterfront on the west side of the City Dock area.	x			City
2. Where this path reaches the waterfront, provide a safe, enjoyable public access area.	x			City
3. Identify and improve visitor access corridor to beach area leading out toward Snag Pt.	x			City
4. Where feasible acquire real estate downtown for public park space	x			
<b>Objective 3C: Provide for trailheads and walking routes in a natural setting outside of the working portions of the waterfront.</b>				
1. Snag Point to Wood River boardwalk, plus downtown trail head.	x			City
2. Work with the community to identify other trails and access points.	x			City
<b>Objective 3D: Protect natural resource values, subsistence areas, and habitat outside of working waterfront areas.</b>				
1. Protect set net fishing sites.	x			City
2. Protect access to set net sites.	x			City
<b>Objective 3E: Improve the communication and collaboration among different waterfront interests.</b>				
1. Develop a "Waterfront Task Force" composed of key landowners and users to develop an integrated approach to waterfront development and use.	x			City
<b>GOAL 4: Better understand, monitor and respond to waterfront natural hazards, including shoreline erosion.</b>				
<b>Objective 4A: Protect natural resource values, habitat outside of working waterfront areas.</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Map and evaluate the location and degree of erosion issues along the Dillingham waterfront.		x		Army Corp, State of Alaska, City
2. Share erosion research results with the public and land owners.		x		Army Corp, State of Alaska, City
3. Develop and implement practical erosion mitigation plans.		x	x	Army Corp, State of Alaska, City
<b>GOAL 5: Train workforce and create jobs in marine industry.</b>				
See Economic Development Chapter.				

# ECONOMIC DEVELOPMENT

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## Introduction

Dillingham is the largest community in Bristol Bay, with approximately 2,264 people<sup>6</sup>. It is the government, service and transportation hub for the region. The cornerstone of the local economy is the commercial fishing industry. Regional and local government agencies provide significant year round employment sources. The tourism industry is an important source of seasonal employment during the summer and fall months.

Dillingham has a number of important assets that give the community its economic foundation today and provide the basis for further strengthening the local economy. These include:

- The world's largest Chinook and sockeye salmon runs and a long history of hardworking, committed and successful commercial fishers;
- Nushagak and Wood River systems;
- It is a coastal community with abundant fresh clean water;
- State and National Parks and Refuges, including Wood Tikchik State Park, Walrus Islands State Game Sanctuary, Togiak National Wildlife Refuge and Katmai National Park;
- Rich local and regional Alaska Native history and culture;
- Natural amenities: open spaces, wildlife, recreational opportunities, local sources of rock, sand and gravel;
- Hub status: location of regional non-profit organization headquarters, including Bristol Bay Native Association, BBNA Workforce Development, Bristol Bay Housing Authority, Bristol Bay Economic Development Association and Bristol Bay Area Health Corporation;
- Local Tribal organizations;
- University of Alaska Fairbanks Bristol Bay Campus;
- Infrastructure: regional paved 6,000-foot airport with jet service, all-tides dock and port, and the only protected harbor in Bristol Bay;
- Community Development Quota organization: the Bristol Bay Economic Development Corporation.

Dillingham is planning for economic growth in the form of a trained and supported workforce, expanded and new commercial fishing facilities and businesses, and the development of new businesses to meet community and regional needs. This will occur within an existing economy that prioritizes traditional subsistence values and a

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<sup>6</sup> Alaska Department of Labor and Workforce Development estimate, January 15, 2010.

strong respect for the land, wildlife and traditional peoples of Dillingham and Bristol Bay. Large development projects like the Pebble Mine and potential onshore and offshore oil and gas exploration will continue to spark community-wide debate. Dillingham residents must work together to create policies that strike the right balance between increased community wealth and maintaining the assets the community holds dear in order to ensure sustained prosperity for generations to come.

Outlined below are some of the current trends and issues that affect Dillingham's potential for economic development. This background information informs the economic development policies (goals, objectives and strategies) that follow.

## **Trends & Pertinent Issues**

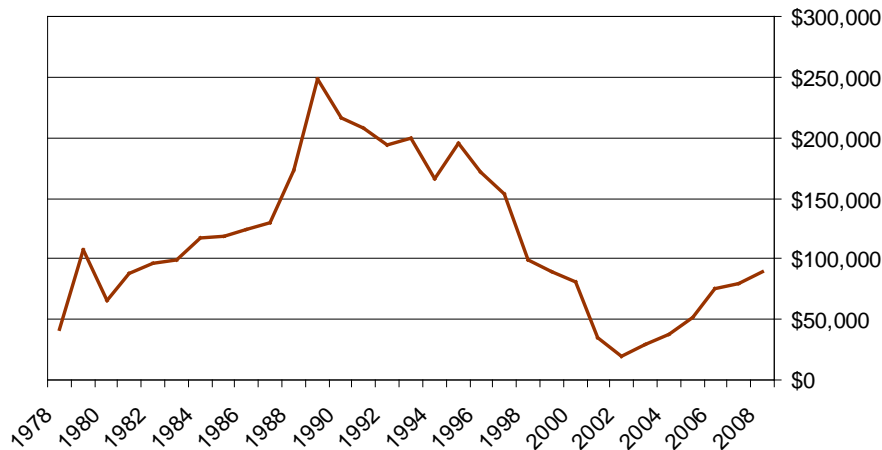
### **Commercial Fishing**

Salmon fishing has been the mainstay of the Dillingham area economy for over a century and the lifeblood of the subsistence economy for many centuries prior to the opening of the first canneries. Other fisheries (including herring, halibut and groundfish) are also important.

Under the terms of the federal Magnuson-Stevens Act, Dillingham and other coastal Bristol Bay villages are part of a "community development quota" system (CDQ). This system distributes a portion of the allowable harvest of offshore groundfish fisheries among member communities to support community development. The local CDQ group is the Bristol Bay Economic Development Corporation, which receives and manages these funds, which run into the millions of dollars annually. BBEDC has funded everything from internships to educational programs and fishery infrastructure improvements.

After several disastrous years due to a crash in prices and low returns in the 1990's, employment in the fishery is stabilizing and the value is increasing. Another sign of recovery in the fisheries is the increasing value of fishing permits. Table 1 below illustrates this recovery, showing a low of \$19,700 in 2002 that rose to \$78,300 in 2009. Renewed efforts to add value to the raw resource through improved handling and processing and expedited transport to markets may strengthen these trends in future years. The future of healthy fish stocks is dependent on maintaining a healthy marine ecosystem.

**Table 7.1 Value of Drift Gillnet Permits, 1978-2008**



### Employment Opportunities & Workforce Development

Employment in Dillingham is largely centered in federal, state, regional and local (City and Tribal) government. The two largest employers in the area are the Bristol Bay Area Health Corporation and the Bristol Bay Native Association, each with about 250 employees, and the Dillingham City School District (100). The workforce in these sectors and in Dillingham in general is aging. Workers over the age of 50 make up at least 15 percent or more of the workforce in eight industries. Industries that attract younger workers are natural resources and mining, trade, transportation and utilities, professional and business services, and leisure and hospitality.<sup>7</sup> However, many of these industries provide a lower than average monthly wage. For example, leisure and hospitality (\$1,355) and trade, transportation and utilities (\$1,795) are industries both below the average monthly wages for the Dillingham Census Area in 2008 (\$2,770).<sup>8</sup> If Dillingham's youth and young adults are to replace the aging workforce in higher paying positions, local entities must work together to give young people the necessary skills to compete for opportunities created as older workers retire and leave the workforce.

### Tourism

Dillingham is well positioned to market itself as the gateway to Bristol Bay. As indicated by visitor data for Southwest Alaska, Dillingham serves as the entry point for visitors traveling to fishing and hunting lodges in the region. The Alaska Visitor Statistics Program (AVSP) report for Summer 2006 shows that 3.3 percent of Alaska visitors (approximately 54,000) visited Southwest Alaska (which includes the Y-K

<sup>7</sup> These industries have a much higher percentage of workers under 50. Natural resources and mining (less than 10 percent), trade, transportation and utilities (20 percent), professional and business services (15 percent), and leisure and hospitality (25 percent) all have low percentages of workers under 50. Several industry areas have percentages of workers over 50 that are between 30 and 45 percent (e.g., state government, education and health services).

<sup>8</sup> Source: ADOL&WD.

Delta, Bristol Bay, and Kodiak). Kodiak received 20,000 of those visitors, with the remaining 34,000 visiting the Y-K Delta or Bristol Bay, coming through Bethel or Dillingham. The AVSP also examines the activities of these visitors while they were in Alaska. Of the visitors to Southwest Alaska, 47 percent purchased multi-day packages. These packages included a variety of activities: 50 percent were for fishing lodges, 23 percent for adventure tours, and 20 percent for wilderness lodges.<sup>9</sup>

The sport fishing industry is a major source of tourism spending and employment. Many businesses in the community cater to this industry, and a large number of licenses are sold each year. In 2000, ADF&G reported that there were 674 sport fishing licenses sold in Dillingham to Alaska residents and a total of 2,210 licenses sold to nonresidents.<sup>10</sup> In Bristol Bay, a total of 1,252 full time equivalent jobs were supported by the sport fishing, sport hunting and tourism sectors in 2005; an estimated 34 percent of those were local or Bristol Bay residents. Over 50 percent were non-local Alaska residents and the remainder nonresidents.<sup>11</sup> The average estimated payroll for those employed in the sport fishing sector is included in Table 2 below. Nonresidents are paid, on average, over \$6,000 more than Bristol Bay residents as estimated by the 2005 report, *Economics of Wild Salmon Watersheds: Bristol Bay, Alaska*, published by Trout Unlimited.

The gap between local and non-local wages in the guiding industry highlights the need to implement the strategies identified in this chapter to retain greater local benefit from the tourism industry.

**Table 7.2 Total Payroll and Employment in Bristol Bay Sport fishing Sector, 2005**

Sport fishing			
	Total Payroll (in million \$)	Total FTE	Average Payroll
Bristol Bay Residents	\$8.18	288	\$28,403
Non-local Residents	\$14.49	435	\$33,313
All Alaska Residents	\$22.67	723	\$31,357
Nonresidents	\$4.30	123	\$34,984

Source: *Economics of Wild Salmon Watersheds: Bristol Bay, Alaska*. Feb 2007. Trout Unlimited

<sup>9</sup> Source: <http://www.commerce.state.ak.us/oed/toubus/pub/AVSPSSummer2006Final.pdf>

<sup>10</sup> Source: Sepez, et.al. Community Profiles for North Pacific Fisheries – Alaska. NOAA. 2005.

<sup>11</sup> Source:

<http://www.bbna.com/PureBristolBay/Economics%20of%20Wild%20Salmon%20Ecosystems%20in%20Bristol%20Bay%202-23-2007.pdf>



## Renewable Resource Development

Renewable resource development equates to a sustainable community. Our most valuable renewable resource is an educated and motivated workforce. The second most prominent renewable resource in the regional economy is the intact salmon ecosystem of Bristol Bay and the fishery resources that it provides. The Dillingham City Council recently passed a resolution opposing the proposed Pebble copper and gold mine<sup>12</sup> in the Bristol Bay area because of the potential long term negative impacts to the ecosystem and the communities of the area.<sup>13</sup> The Bristol Bay Native Corporation has also taken a stance opposing the development of the mine. Opposition to large scale mining centers on the potential impact to the commercial fishery in Bristol Bay as well as the potential long term socio-economic and cultural impacts.

## Subsistence

Many community members are dependent on subsistence resources, which are used by almost all households in Dillingham. The ADF&G report for the most representative year for Dillingham (1984) showed that 98 percent of households used subsistence resources.<sup>14</sup> The per capita harvest for all subsistence resources by community members was 234 pounds: 60 percent salmon, eight percent non-salmon fish, one percent marine mammals, two percent birds and eggs, 28 percent land mammals, and about three percent vegetation.<sup>15</sup> Any economic development project, program or activity must be measured against the biological and cultural importance of subsistence to Dillingham residents.

## Goals, Objectives & Strategies

*Overarching Goal:* Diversify and strengthen Dillingham's economic base to ensure a prosperous future for the community's residents while protecting the health of the environment.

Dillingham has all the prerequisites for a sustainable ecosystem based economy: abundant natural resources, renewable energy potential, cultural depth, regional organizations with the capacity to develop a trained, motivated workforce, and commitment on the part of federal and state and local governments to providing conservation units with capital and budgeted resources and expertise. This ecosystem will support the commercial sport and subsistence components of Dillingham's economy.

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<sup>12</sup> The mine, proposed by the Pebble Partnership, is at the headwaters of the Kuktuli River which lies in the Nushagak/Mulchatna watershed. Dillingham lies at the mouth of that watershed.

<sup>13</sup> Source: Article by Tammy Judd, "Dillingham Passes Resolution Opposing Pebble." Bristol Bay Times. Published on January 14<sup>th</sup>, 2010.

<sup>14</sup> Source: <http://www.subsistence.adfg.state.ak.us/TechPap/tp135.pdf>

<sup>15</sup> Source: <http://www.subsistence.adfg.state.ak.us/TechPap/tp135.pdf>

## **GOAL 1: Increase the role of commercial fisheries in the Dillingham economy**

Objective 1A: Increase the number of limited entry permits held by Dillingham residents.

Strategies:

1. Buy back permits.

Objective 1B: Support organizations working to raise the overall value of the fishery.

1. Increase processing opportunities; increase value added processing.
2. Increase infrastructure and resources needed for marketing.
3. Promote sustainability in fish harvesting and production.

## **GOAL 2: Devise and carry out strategies to educate Dillingham youth to become more competitive and productive members of the economy.**

Objective 2A: Support local organizations focused on youth training and youth opportunities.

Strategies:

1. Develop more programs targeting youth for workforce education, including more programs in the schools.
2. Reduce barriers for young people to enter the commercial fishery.
3. Support actions that train local youth for positions in the tourism industry, for example, the Bristol Bay Fly Fishing and Guide Academy, sponsored by the Nature Conservancy and Bristol Bay regional organizations.

## **GOAL 3: Support efforts to educate the local workforce and to provide opportunities for living wage employment.**

Objective 3A: Coordinate efforts to increase the level and range of skills of the local workforce.

Strategies:

1. Identify economic sectors with growth potential and work with employers and unions to develop training programs focused on the skills needed by these sectors. Ideas for training and businesses include:
  - End-of-season fishing vessel inventory and business,
  - Flight school and Airframe/Power Plant Certification,
  - Recycling center.
2. Support actions that train locals in hospitality, customer service and ethics.

Objective 3B: Reduce barriers to local employment in government agencies at all levels and facilitate access to local jobs.

Strategies:

1. Adopt and follow procurement processes that increase local hire and local contracting.
2. Encourage state and federal employers to maintain adequate local service delivery and presence in the community.

Objective 3C: Increase business skills.

Strategies:

1. Develop business partnerships and mentorships to train locals on how to start a business and be a successful business owner.

Objective 3D: Create new jobs and business opportunities in the marine industry and train the local workforce to be prepared to benefit from these opportunities.

Strategies:

1. Develop a “Waterfront Task Force” composed of key landowners and users (for example, BBNA, Curyung Tribe, BBEDC and the University of Alaska) to develop an integrated approach to training facilities, management, and industrial site development.
2. Develop a warm storage training and repair facility for year round boat maintenance.
3. Incorporate a technical school for training students in the boat and engine repair trades.
4. Invest in a boat lift for moving boats into and out of the warm repair facility.

#### **GOAL 4: Strengthen Dillingham’s position as a premier tourism destination.**

Objective 4A: Market Dillingham as a tourist destination and a gateway to the region.

Strategies:

1. Actively partner with local lodges, villages, land managers and statewide tourism interests to market the area’s attractions and services; representatives from each entity should work together to create a sustainable marketing group for Dillingham.
2. Review and improve past tourism marketing efforts to promote a diverse package of things-to-do and sights-to-see.
  - Create a walking map of Dillingham;

- Update hardcopy marketing information (for example, the “101 things to do in Dillingham” brochure);
  - Provide better information at the airport regarding Dillingham and regional tourism attractions and services. Develop a “Welcome to Dillingham” packet.
3. Identify additional, sustainable resources to market Dillingham (for example, dedicating a portion of the bed tax to marketing efforts).
  4. Develop a dialogue with local transportation providers to create attractive, affordable, yet profitable Bristol Bay tour packages.
  5. Support locally-owned tourism businesses through a shared marketing and booking website.

**Objective 4B:** Support facility and infrastructure improvements to increase visitor interest in Dillingham and improve access to local businesses and attractions.

Strategies:

1. Develop the H. Harvey Samuelsen Community Cultural center. Link the center to attractions in Dillingham and surrounding villages to create a web of visitor attractions.
2. Develop additional sightseeing areas and trails, boardwalks and ways to observe port operations.
3. Develop a way-finding system including interpretive signs, signage along streets, and walking maps.
4. Construct models of traditional Yup’ik buildings and provide local interpretation and storytelling.

## **GOAL 5: Grow local businesses and industries.**

**Objective 5A:** Encourage more and different processing facilities and products.

Strategies:

1. Investigate ways to capitalize on Dillingham’s location (close to water) and infrastructure (airport, runway).
2. Engage ADOT/PF and local air services to provide space to build and expand Dillingham’s infrastructure for transporting fish and fish products.
3. Explore and encourage ways to substitute locally produced goods for imported goods.

**Objective 5B:** Develop a regional business council to promote Dillingham and Bristol Bay businesses.

Strategies:

1. Build on the work of BBNA and SWAMC to create a representative regional business council.
2. Identify regional priority economic development projects that all communities can contribute to and benefit from. An example project would a world-class hiking trail in the Wood-Tikchik State Park.

**Objective 5C:** Support the development of new businesses, services, and/or products, e.g. fertilizer or fuel from fish waste.

Strategies:

1. Explore the feasibility and potential local economic benefit associated with developing a regional correctional facility. (*Note: needs further discussion.*)
2. Identify gaps in local private sector services and encourage business development to fill those gaps (see Table 7.2 Dillingham Businesses).

**GOAL 6: Support efforts that raise revenue and strengthen local capacity to deliver and expand community services.**

(see Implementation chapter for a discussion of fiscal and governance issues).

**GOAL 7: Promote Dillingham as the primary boat harbor and retail hub for the region and for the commercial fishing fleet and surrounding communities.**

(see Waterfront Plan).

**GOAL 8: Promote low cost energy, energy efficiency and conservation.**

(see Energy chapter).

**GOAL 9: Maintain and protect subsistence harvest areas and the subsistence economy.**

(see Land Use chapter).

**GOAL 10: Substantially improve the appearance and attractions of downtown Dillingham and the Dillingham airport to make this a more desirable destination for visitors and for residents.**

(see Land Use chapter).

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Increase the role of commercial fisheries in the Dillingham economy</b>				
<b>Objective 1A: Increase the number of limited entry permits held by Dillingham residents.</b>				
1. Buy back permits.		x		BBEDC, BBNA
<b>Objective 1B: Support organizations working to raise the overall value of the fishery.</b>				
1. Increase processing opportunities; increase value added processing.	x			Private investors, with BBEDC & City support
2. Increase infrastructure and resources needed for marketing.	x			BBEDC, BBRSDA, private organizations
3. Promote sustainability in fish harvesting and production.	x			ADF&G, BBEDC
<b>GOAL 2: Devise and carry out strategies to educate Dillingham youth to become more competitive and productive members of the economy.</b>				
<b>Objective 2A: Support local organizations focused on youth training and youth opportunities.</b>				
1. Develop more programs targeting youth for workforce education, including more programs in the schools.		x		BBEDC, BBNA, School District, UAF BB campus
2. Reduce barriers for young people to enter the commercial fishery.	x			BBEDC; lending institutions
3. Support actions that train local youth for positions in the tourism industry, for example, the Bristol Bay Fly Fishing and Guide Academy, sponsored by Bristol Bay regional organizations.	x			The Nature Conservancy
<b>GOAL 3: Support efforts to educate the local workforce and to provide opportunities for living-wage employment.</b>				
<b>Objective 3A: Coordinate efforts to increase the level and range of skills of the local workforce.</b>				
1. Identify economic sectors with growth potential and work with employers and unions to develop training programs focused on the skills needed by these sectors.	x			UAF & Alaska Works
2. Support actions that train locals in hospitality, customer service and ethics.	x			UAF, Alaska Host program
<b>Objective 3B: Reduce barriers to local employment and facilitate access to local jobs.</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Adopt and follow procurement processes that increase local hire and local contracting.	x			BBNA Workforce Development UAF
2. Encourage state and federal employers to maintain adequate local service delivery and presence in the community.	x			BBNA Workforce Development UAF
<b>Objective 3C: Increase business skills in the local population.</b>				
1. Develop business partnerships and mentorships to train locals on how to start a business and be a successful business owner.	x			Bristol Bay Business Council (see Objective 3B)
<b>Objective 3D: Create new jobs and business opportunities in marine industry.</b>				
1. Develop a “Waterfront Task Force” composed of key landowners and users to develop an integrated approach to training facilities, management, and industrial site development.	x			City Port Commission
2. Develop a warm storage training and repair facility for year round boat maintenance.		x		BBEDC, BBNA, UAF
3. Incorporate a technical school for training of students in trades of boat and engine repair.		x		BBEDC, BBNA, UAF
4. Invest in a boat lift for moving boats into and out of the warm repair facility.		x		BBEDC, City
<b>GOAL 4: Strengthen Dillingham’s position as a premier tourism destination.</b>				
<b>Objective 4A: Market Dillingham as a tourist destination and a gateway to the region.</b>				
1. Actively partner with local lodges, villages, land managers and statewide tourism interests to market the area’s attractions and services	x			Choggiung
2. Review and improve past tourism marketing efforts to promote a diverse package of things-to-do and sights-to-see. Create a walking map of Dillingham.	x			Choggiung, City UAF MAP Program
3. Provide better information at the airport regarding Dillingham and regional tourism attractions and services. Develop a “Welcome to Dillingham” packet.	x			City
4. Identify additional, sustainable resources to market Dillingham, for example, dedicating a portion of the bed tax to marketing efforts.	x			City

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
5. Develop a dialogue with local transportation providers to create attractive, affordable, yet profitable Bristol Bay tour packages.		x		Bristol Bay Business Council (see Objective 3B)
6. Support locally tourism businesses through shared marketing and booking website.	x			UAF IT Program
<b>Objective 4B:</b> Support facility and infrastructure improvements to increase visitor interest in Dillingham and improve access to local businesses and attractions.				
1. Continue to develop the Harvey Samuelsen center. Link the center to attractions in Dillingham and surrounding villages to create a web of visitor attractions.	x			City & Curyung via MOU
2. Develop additional sightseeing areas and trails, boardwalks and ways to observe port operations.	x			City & Curyung via MOU
3. Develop a way-finding system including interpretive signs, signage along streets and walking maps.	x			City & Curyung via MOU
4. Construct models of traditional Yup'ik buildings and provide program for sharing local culture.		x		City & Curyung via MOU
<b>GOAL 5: Grow local businesses and industries.</b>				
<b>Objective 5A:</b> Encourage more and different processing facilities and products.				
1. Investigate ways to capitalize on community location (i.e. close to water) and infrastructure - airport, runway.	x			Sustainable marketing group (see Objective 1A, Strategy 1)
2. Engage DOT and local air services to provide space to build and expand Dillingham's infrastructure for transporting fish and fish products.	x			Local processors, ADOT, Air services; city
3. Explore ways to substitute locally produced goods for imported goods.	x			UAF Rural Development
<b>Objective 5B:</b> Develop a regional business council to promote Dillingham and Bristol Bay businesses.				
1. Build on the work of BBNA and SWAMC to create a representative regional council.	x			BBNA



Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
2. Identify regional priority economic development projects that all communities can contribute to and benefit from. An example project would be a world class hiking trail in Wood-Tikchik State Park.		x		Bristol Bay Business Council
<b>Objective 5C: Support development of new businesses, services and/or products (such as fertilizer or fuel from fish waste).</b>				
1. Explore feasibility and potential local economic benefit associated with developing a regional correctional facility.	x	x	x	City
2. Identify gaps in local private sector services and encourage business development to fill gaps (see Table 7.2 Dillingham Businesses).	x			City;
<b>GOAL 6: Raise revenue and strengthen local capacity.</b>				
(see Implementation chapter for discussion of fiscal and governance).				
<b>GOAL 7: Promote Dillingham as the premier boat harbor and retail hub for the region and for the commercial fishing fleet and surrounding communities.</b>				
(see Waterfront Plan).				
<b>GOAL 8: Promote low-cost energy, energy efficiency and conservation.</b>				
(see Energy chapter).				
<b>GOAL 9: Maintain and protect subsistence harvest areas and the subsistence economy.</b>				
(see Land Use chapter).				
<b>GOAL 10: Substantially improve the appearance and attractions of downtown Dillingham and the Dillingham airport to make this a more desirable destination for visitors and for residents.</b>				
(see Land Use chapter).				



# ENERGY

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## Introduction

Energy costs in rural Alaska have risen steadily over the last three decades and skyrocketed since 2001. Dillingham residents have experienced the impacts of rising energy costs as they pay more to heat and light their homes and businesses, or to fuel their cars, trucks or snowmachines. These costs ripple through the whole economy, pushing up the cost of doing business and governing the community. Residents are spending more for goods and services at local businesses and paying extra to barge large orders from Anchorage and the Lower 48. Airfreight has also risen dramatically with the increase in fuel prices and the decrease in freight subsidies.

In response, residents are researching and implementing new ways to increase energy efficiency, conservation and production. Some are turning to wood stoves and increasingly buying wood-fueled furnaces. Others are installing energy efficient light ballasts or small wind turbines to supplement their electricity needs.

This chapter begins with background data that documents current energy trends in Dillingham. Following this overview of current trends is the community's energy plan. The plan articulates the community's long-term goals and objectives, as well as specific strategies to address energy issues in Dillingham.

The trends and policy sections of this chapter are grouped by three categories. These categories represent the three ways in which energy is produced and consumed:

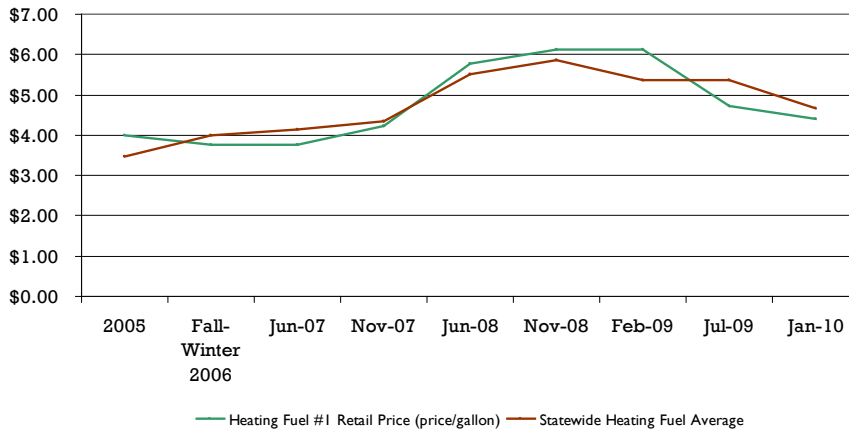
- **Electricity:** Energy used in homes, businesses and public facilities for lighting, appliances, manufacturing and many other uses; currently produced by diesel generators.
- **Heating:** Energy used for heating homes and other buildings; currently produced by fuel oil stoves, wood stoves and furnaces, and, in some instances, electricity.
- **Transportation:** Energy used by vehicles, boats, planes, four wheelers and snow-machines, fueled by a range of imported, petroleum-based products.

## Trends in Heating & Electricity

Much of the energy used for indoor heating in Dillingham comes from burning heating oil. Currently, all of the electricity for lighting and other purposes is generated with diesel-powered generators. Between 2005 and 2008, the cost of heating oil increased fifty percent, from \$4.00/gallon to over \$6.00/gallon. More

recently, these prices have dropped below the state average but still remain high.<sup>16</sup> The table below illustrates the rise in heating oil costs between 2005 and 2008 and the more recent decline.

**Table 8.1 Comparison of Heating Oil, Dillingham and State Average, 2005-2010**



Source: <http://commerce.alaska.gov/dcra/researchanalysis/Rpublications.htm>

Nushagak Electric & Telephone Cooperative is the local electricity provider. Current residential rates for electricity in Dillingham are \$0.32 per KWh.<sup>17</sup> the state average is approximately \$0.17 per kWh (kilowatt hour).<sup>18</sup> Nushagak Electric provides power with a diesel fueled powerhouse with seven generators, the oldest of which dates to 1988, that have an average efficiency of 14.16 kWh/gallon and an average yearly load of two megawatt hours.<sup>19</sup> Recent investments have significantly increased the efficiency of the community’s electrical generators.

### Trends in Transportation

The cost of marine diesel and gasoline has been gradually increasing over the past several years and both have seen a steep price increase in 2008 and 2009 but have recently returned to 2007 levels.

Marine diesel #2 is shipped to Dillingham, stored at the Delta Western facility and dispensed at the marine dock.<sup>20</sup> The table below illustrates the price increases between 2001 and 2010, gradually increasing from \$1.38 per gallon in 2001 to just

<sup>16</sup> The price of heating oil in January 2010, \$4.41 per gallon, is below both the regional average and state average (\$4.57 and \$4.68 per gallon, respectively). (Source: <http://commerce.alaska.gov/dcra/researchanalysis/Rpublications.htm>)

<sup>17</sup> Source: <http://www.nushtel.com/electric/electric.htm>

<sup>18</sup> Source: [http://www.eia.doe.gov/cneaf/electricity/epm/table5\\_6\\_b.html](http://www.eia.doe.gov/cneaf/electricity/epm/table5_6_b.html)

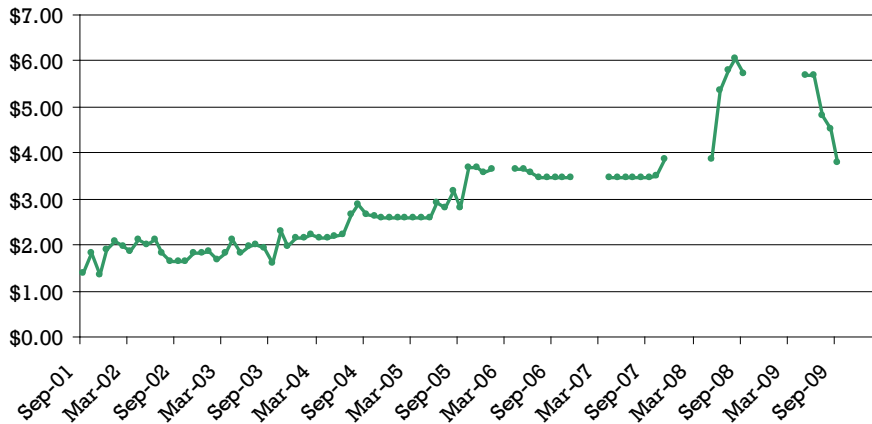
<sup>19</sup> Source:

[http://74.125.155.132/search?q=cache:4uYIVcgeFcMJ:www.aidea.org/AEA/RenewableEnergyFund/Round\\_1\\_October\\_2008/Applications/6/Renewable%2520Grant%2520Application.doc&alaska&energy&authority&nushagak&diesel&cd=1&hl=en&ct=clnk&gl=us](http://74.125.155.132/search?q=cache:4uYIVcgeFcMJ:www.aidea.org/AEA/RenewableEnergyFund/Round_1_October_2008/Applications/6/Renewable%2520Grant%2520Application.doc&alaska&energy&authority&nushagak&diesel&cd=1&hl=en&ct=clnk&gl=us)

<sup>20</sup> The marine facility is closed between the months of December and April, generally, as the marine diesel gels during cold temperatures.

under \$4.00 in early 2010. The gaps in the chart depict months when no fuel was sold.

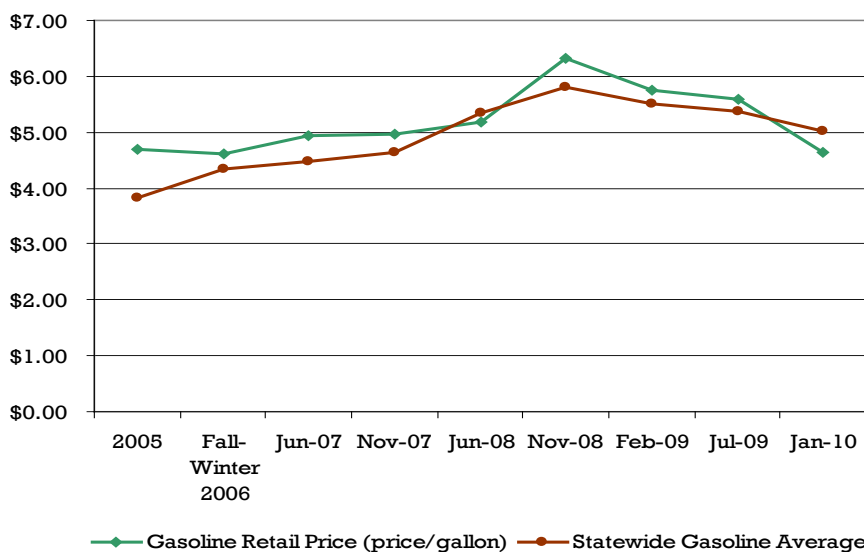
**Table 8.2 Monthly Cost per Gallon of Marine Diesel, 2001-2010**



Source: <http://www.psmfc.org/efin/data/fuel.html#Data>

Gasoline prices have undergone a similar pattern, increasing gradually with a spike in 2008 and 2009 returning to pre-spike levels in 2010. Gasoline is also barged to Dillingham and stored at the Delta Western facility. Prices for gasoline in Dillingham have generally been above the statewide average. See the figure below for the comparison between Dillingham prices and the statewide average. While this set of data, derived from State sources, shows gasoline prices falling below \$5.00/gallon; residents (and consulting team members) have always paid more than that in the last year.

**Table 8.3 Cost of Gasoline, Dillingham and State-wide Average, 2005-2010**



Source: <http://commerce.alaska.gov/dcra/researchanalysis/RApublications.htm>

## Recent Initiatives

The rising cost of energy affects all aspects of life for Dillingham residents. Over the past five years, Dillingham residents have worked with local, state and federal partners to identify specific strategies to address increasing energy costs. All strategies aim at creating a more energy self-sufficient community.

- Researching Renewable Energies: Several local entities continue to contribute to a body of research on renewable energy sources including hydro, wind, tidal, solar and geothermal.<sup>21</sup>
  - Nushagak Electric & Telephone, Inc. is investigating the Lake Elva Hydroelectric Project, which has an estimated capacity of 1.5 MW.<sup>22</sup>
  - Naknek Electric is drilling its third deep geothermal test hole in the Alaska Peninsula area, and preliminary results show very positive potential for use of geothermal energy to produce electricity, which could then be extended to Dillingham.
  - Between 2003 and 2007 V3 Energy, LLC studied wind energy feasibility in Bristol Bay through an evaluation of eight sites in the region.<sup>23</sup> The two sites in Dillingham (Wood River and Kanakanak) were rated as Fair. Recently, the Bristol Bay Health Corporation has also investigated options for wind power.
  - The University of Alaska Bristol Bay campus is researching the tidal energy potential of Nushagak Bay.<sup>24</sup>
- Implementing Energy Efficiency Strategies & Using Renewable Energies
  - In 2009, BBNA hosted an energy conference with a primary focus on information sharing related to energy efficiency. Many local homeowners are taking steps such as replacing traditional light bulbs with energy efficient bulbs at home. Some residents have used Alaska Housing Finance Corporation (AHFC) Weatherization programs to retrofit their homes to make them more energy efficient.<sup>25</sup> The City of Dillingham is replacing light ballasts and lights citywide, and the Senior Center staff is

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<sup>21</sup> While these options have the potential to lead to greater local energy self-sufficiency and to provide a way to avoid the continuing escalation of costs for petroleum, local energy prices are not likely to fall dramatically. In the short-term, prices per unit of power could even increase due to the heavy upfront investment.

<sup>22</sup> Source: <http://www.cvea.org/resources/pdfs/ruralite2/pg28April09Renewables.pdf>

<sup>23</sup> <http://www.akenergyauthority.org/PDF%20files/RuralEnergyConference/VaughtV3EnergyLLCPresentation.pdf>. The final report is available here: <http://apps1.eere.energy.gov/tribalenergy/pdfs/bbnc03final1.pdf>.

<sup>24</sup> <http://www.akenergyauthority.org/PDF%20files/AK%20Energy%20Final.pdf>

<sup>25</sup> While these programs are good, there are limitations to making them work in Dillingham. Right now, there are only a few local energy raters, and raters from out of town are often not interested in traveling to Dillingham, as it is cost prohibitive.

prioritizing improvements that will make the Senior Center facility more energy efficient.

- Some residents are using external wood-fired water and/or space heaters to supplement or replace fuel-oil fired heating systems.<sup>26</sup>
- Some residents are supplementing city power with small wind powered electrical generators. Many businesses are also exploring the use of renewable energies, the use of energy efficient technologies, and a range of policy changes to address high energy costs. Dillingham High School is researching the installation of a wind turbine. The Bristol Bay Housing Authority is focusing on the use of appropriate energy efficient technologies and housing density in their development projects.

## Goals, Objectives & Strategies

*Overarching Goal:* Reduce energy consumption and costs to decrease the cost of living, facilitate diverse economic development, and ensure Dillingham’s viability into the future.

### GOAL 1: Reduce energy consumption.

#### Electricity & Heating

Objective 1A: Develop local capacity to assess energy use in residential, commercial and public facilities.

Strategies:

1. Educate the larger community about options for energy ratings of homes and businesses. Increase capacity to audit and inspect public facilities to reduce energy use.
2. Support increased local rater certification and recertification.
3. Increase local capacity to audit and inspect residential, commercial and public facilities to reduce energy use.
4. Identify baseline data on current electricity use and set usage targets and a system for measuring progress towards targets.

Objective 1B: Improve the energy efficiency of residential, commercial and public facilities.

Strategies:

1. Promote state and federal reimbursement programs for homeowners and businesses that improve energy efficiency.

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<sup>26</sup> Wood heating brings up questions of continuing wood supply and potential air quality issues.

2. Educate homeowners and building owners about simple actions that can reduce energy use.
3. Replace fixtures and equipment in public facilities with the most efficient technologies.
4. Develop a local reimbursement fund to support residential and commercial energy audits and retrofits.

## **Transportation**

Objective 1C: Reduce energy used for transportation (see also Land Use and Transportation chapters).

Strategies:

1. Improve facilities for non-motorized transportation (for example, trails and pathways).
2. Promote non-motorized forms of transportation (including cycling and walking) by providing an organized trail and sidewalk system.
3. Explore options for a local transit system based on the van services provided by major employers.
4. Create a service to connect drivers and passengers for car and vanpools.
5. Provide local residents with information on:
  - Ways to decrease fuel consumption.
  - Conversion methods and renewable fuels for personal and commercial vehicles.
6. Encourage bicycle maintenance as a business.
7. Concentrate land uses to reduce the need for driving, and reduce requirements for building and maintaining roads and other public infrastructure.

## **General**

Objective 1D: Gather and promote best practices from other communities to conserve energy and educate the community on the benefits of energy conservation.

Strategies:

1. Gather and share research results from UAF's Cold Climate Housing Research Center and other sources with local developers and facility owners.
2. Identify and adopt an energy efficient building code for all new construction.
3. Identify and develop pilot projects that demonstrate innovative techniques to conserve energy.



4. Develop a link to statewide web-based and an in-person forum for gathering and sharing information on energy efficiency and conservation.

**GOAL 2: Develop new, renewable energy sources and innovative methods to reduce the cost of energy.**

**Electricity & Heating**

Objective 2A: Explore the feasibility of developing renewable sources of energy including wind, hydro, geothermal, biomass, tidal, and solar.

Strategies:

1. Work with Nushagak Cooperative, Choggiung and other entities to develop feasibility assessments and a capital plan for developing new energy sources to supplement or replace existing infrastructure:
  - Document existing energy use patterns and trends.
  - Develop a practical assessment of the costs and benefits of renewable energy sources.
  - Provide accurate public information about the costs and benefits of maintaining the current system of electrical production compared to developing new energy sources.
2. Investigate options for specific new or improved local energy sources:
  - Wind energy as a source of power for individual buildings and as a community power supply; inventory potential sites and identify potential operators.
  - Clean burning and efficient wood stoves and furnaces. Conversion of burnable landfill refuse into an energy source.
  - Conversion of fish waste into a fuel source for the fishing industry and of local resources (such as cooking oil) to vehicle fuel.
  - Options for increased electric space heating and the use of electric cars.
  - Options for the cooperative purchase of fuel to reduce retail costs.
3. Based on the research above, implement the use of new energy sources.
4. Develop an education campaign and local resource guide for local businesses and homeowners.

Objective 2B: Explore the feasibility of developing non-diesel sources of energy including wood, peat and natural gas.

Strategies: See strategies under Objective 2A.

Objective 2C: Explore the feasibility of distributed energy systems.

Strategies:

1. Determine a practical strategy and possible incentives to develop shared energy systems within small subdivisions and commercial campuses.

**GOAL 3: Reduce reliance on costly imported goods; increase production and reliance on local resources.**

Objective 3A: Develop interest in the community to grow and gather food locally.

Strategies:

1. Advocate for establishing a UAF Extension presence in Dillingham to support education programs like 4H that teach people about the benefits of growing food locally.
2. Explore the feasibility of developing a passively heated commercial greenhouse to grow food:
  - Explore the feasibility of using waste heat to support the greenhouse.
  - Explore the feasibility of converting fish waste into fertilizer for gardens, farms and greenhouses.
3. Support and expand the Farmer's Market.
  - Identify a good location.
  - Develop a local growers' association to help lead the effort.
4. Provide programs that demonstrate proper techniques for the harvest, care and preparation of subsistence resources, including fish and meat canning, drying and other preservation methods:
  - Explore the feasibility of a large-scale root cellar.

Objective 3B: Develop and sell locally produced building materials.

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Reduce energy consumption.</b>				
<b>Objective 1A: Develop local capacity to assess energy use in residential, commercial and public facilities.</b>				
1. Educate the larger community on energy rating.	x			UAF BB Campus
2. Support increased local rater certification and recertification.	x			UAF BB Campus
3. Increase local capacity to audit and inspect residential, commercial and public facilities to reduce energy use.	x			UAF BB Campus - residential & commercial City - public facilities
4. Identify baseline data on current electricity use and set usage targets and a system for measuring progress towards targets.	x			Nushagak Cooperative
<b>Objective 1B: Improve the energy efficiency of residential, commercial and public facilities.</b>				
1. Promote state and federal reimbursement programs for homeowners and businesses that improve energy efficiency.	x			UAF BB Campus
2. Educate homeowners and building owners about simple actions that can reduce energy use.	x			UAF BB Campus
3. Replace fixtures and equipment in public facilities with the most efficient technologies.	x			City
4. Develop a local reimbursement fund to support residential and commercial energy audits and retrofits.	x			City (?)
<b>Objective 1C: Reduce energy used for transportation.</b>				
1. Improve facilities for non-motorized transportation, for example, trails and pathways.	x			City & Tribe
2. Promote non-motorized forms of transportation including cycling and walking.	x			City
3. Explore past options for a local transit system, based on the van services provided by major employers.	x			City, BBNA, Curyung
4. Create a service to connect drivers and passengers for car and vanpools.	x			City

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
5. Provide local residents with information on: ways to decrease fuel consumption; conversion methods and renewable fuels for personal and commercial vehicles.	x			BBNA & UAF BB Campus
6. Encourage bicycle maintenance as a business.				
7. Concentrate land use to reduce the need for driving, and reduce requirements for building and maintaining roads and other public infrastructure.	x			City
<b>Objective 1D: Gather and promote best practices from other communities to conserve energy and educate the community on the benefits of energy conservation.</b>				
1. Gather and share research results from UAF's Cold Climate Housing Research Center and other sources with local developers and facility owners.	x			UAF BB Campus
2. Identify and adopt an energy efficient building code for all new construction.	x			City
3. Identify and develop pilot projects that demonstrate innovate techniques to conserve energy.	x			UAF BB Campus
4. Develop link to statewide web-based and in-person forum for gathering and sharing information on energy efficiency and conservation.	x			UAF BB Campus
<b>GOAL 2: Develop new, renewable energy sources and innovative methods to reduce the cost of energy.</b>				
<b>Objective 2A: Explore the feasibility of developing renewable sources of energy including wind, hydro, geothermal, biomass, tidal, and solar.</b>				
1. Work with Nushagak Cooperative, Choggiung and other entities to develop feasibility assessments and a capital plan for developing new energy sources to supplement or replace existing infrastructure.	x			Nushagak; BBNA Nushagak Cooperative - electric; Choggiung - home heating is combination
2. Investigate options for specific new or improved local energy sources.	x			City & UAF BB Campus
3. Based on research above, implement use of new energy sources.		x		City & UAF BB Campus
4. Develop an education campaign and local resource guide for local businesses and homeowners.		x		City & UAF BB Campus

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>Objective 2B:</b> Explore the feasibility of developing non-diesel sources of energy including peat and natural gas.				
See strategies under Objective 2A.				
<b>Objective 2C:</b> Explore the feasibility of distributed energy systems.				
1. Determine a practical strategy and possible incentives to develop shared energy systems within small subdivisions and commercial campuses.		x		Private enterprise, City, BBNA
<b>GOAL 3: Reduce reliance on costly imported goods; increase production and reliance on local resources.</b>				
<b>Objective 3A:</b> Develop interest in the community to grow and gather food locally.				
1. Support education programs like 4H that teach people about the benefits of growing food locally.	x			UAF BB Campus Cooperative Extension Service
2. Explore the feasibility of developing a passively heated commercial greenhouse to grow food.		x		Local residents that are good candidates to lead this effort: Raebelle Whitcomb, Tony Harmon, and Tim and Kathy Meyers
3. Support and expand the Farmer's Market.		x		City, local residents
4. Provide programs that demonstrate proper techniques for harvest, care and preparation of subsistence resources including fish and meat canning, drying and other preservation methods. Explore feasibility of large-scale root cellar.		x		Curyung & SAFE
<b>Objective 3B:</b> Develop and sell locally produced building materials.				



# COMMUNITY WELLNESS & EDUCATION

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## Introduction

A community workgroup with members from a variety of health and human services fields, including the justice community, as well as parents, educators and concerned citizens identified the goals and objectives in this chapter. The workgroup understands that promoting wellness in Dillingham and improving the well-being of the whole community requires an integrated approach to protect and improve the natural, built, and social environments. This chapter is informed by the efforts of those involved in the Bristol Bay Native Association Wellness Initiative, a non-treatment approach to shift tools, responsibility and power for healing and development of healthy behaviors to individuals, families and communities. Another umbrella organization named CANDU – Community Action Network Dillingham United formed in 2008 to promote community health through prevention planning. Many of the initiatives in this chapter originated within these two major community wellness efforts.

The City of Dillingham will work as an active partner to foster the strengths of community organizations and citizens, including the tribal governments, to work together for the common good.

The City recognizes that citizens are entitled to education, clean air and water, open spaces, trails and recreational opportunities. Public education is a responsibility of the City of Dillingham, as a first class city. Public health laws, such as the tobacco ordinance passed by ballot initiative in 2003, demonstrate the community's desire to promote public health. Through its land use ordinances and cooperative efforts with landowners in the community the City aims to preserve its open spaces, and trails as well as maintain its recreational facilities and assist in providing recreational opportunities for its citizens.

The community of Dillingham is home many cultures, predominantly Alaska Native Yupik but also to descendents of immigrants from around the world who came to work in the Bristol Bay fisheries and settled here. The City of Dillingham honors all of its citizens and will work together to be a community that supports and celebrates diversity.

The indigenous people of Bristol Bay supported themselves and their communities from the land and the sea for generations. They developed ways of living in community that respected the natural world on which all life depends. Over the past century, many changes, new people and new ways of living have come to the region. Dillingham will use the lessons learned by its ancestors to chart a course for the future.

Dillingham has many strengths and values that support healthy living. To foster wellness in our community, we will work together to share positive values and strengthen the relationships that keep us healthy. We recognize that our wellness is

connected to the education and social norms of our community and that the physical environment strongly affects our health.

## Strengths & Values

1. Family & cultural connections: a close community
2. Strong sense of history and culture: Elders who teach about the past
3. Active in the outdoors: subsistence, recreation, exploration, and commercial fishing
4. Art, culture and community events that bring people together
5. Community organizations that work together: history of strong collaboration and cooperation among groups and agencies
6. Caring community that reaches out to those in need
7. Excellent Emergency response teams.
8. Families, schools and other organizations that help raise children and youth to take advantage of opportunities for the future
9. Growing our community: attracting young people, creating jobs, living sustainably (local energy, growing food, local economy)
10. Organized, active community groups that are focused on primary prevention and effective interventions: promoting our strengths rather than focusing on our weaknesses
11. Building youth leadership capacity and providing youth with meaningful roles in community life

## Trends & Pertinent Issues

This section highlights a number of health and wellness disparities in Dillingham that provide starting points for this chapter's goals and objectives.

### Education: School Enrollment and Graduation Rates

Enrollment in the Dillingham City Schools has steadily decreased in recent years. From 2000 to 2008, the population under 19 dropped from 2,002 to 1,898 for the Dillingham Census Area.<sup>27</sup>

Dillingham High School is currently identified by the Alaska Department of Education and Early Development as a Tier I school in need of improvement, largely due to low

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<sup>27</sup> Source: Alaska DCCED.



graduation rates.<sup>28</sup> Only 53 percent of high school seniors graduated in the 2008-2009 school year, compared to 68 percent statewide.<sup>29</sup> Planning participants cite declines in state funding, a funding formula that does not adequately compensate teachers in rural Alaska for the higher cost of living, lack of housing, teacher turnover, and socio-cultural issues as contributing factors to the lack of student success in the Dillingham City Schools. At the Dillingham City Schools between 2005 and 2010 half of the students dropped out. The high drop-out rate is a call to action for the entire community to assess where changes are needed, and to develop the resources and methods to positively engage youth and their families in the local educational system to help them achieve their goals. Educational excellence is essential for personal growth and well-being, and an informed and engaged citizenry. Quality education is also critical for community development as well as providing a trained and engaged workforce.

Improving the education system to increase student success not only directly benefits students but also has an indirect benefit on community health. Increased educational attainment has been shown to decrease rates of teen pregnancy, reduce the rate of tobacco use and binge drinking, and improve the local economy by increasing employability.<sup>30</sup>

**Recognizing that multiple factors affect individual, family and community health, the City will work to foster respectful, collaborative processes that promote equality, peace and social justice to improve health and education for all.**

## Injury

Unintentional injuries (such as poisoning and suffocation) are the second leading cause of death in the Dillingham Census Area behind cancer. Diseases of the heart and stroke are the third leading cause of death. The rate of death by unintentional injury is more than double that of the statewide rate, when adjusted for age. While these rates are alarming, unintentional injuries can be prevented, as can many cancers and diseases of the heart. Effective community approaches to preventing injuries include enforcing speed limits and helmet laws on snowmachines and ATVs, and storing and using firearms safely. Public health strategies to prevent cancer and heart disease include encouraging physical activity and healthy diets, and helping people to stop smoking and using other types of tobacco.

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<sup>28</sup> As defined by the Alaska Department of Education and Early Development, a Tier I school is a school that is among the lowest-achieving 5 percent, or 5, whichever number is greater, or a school that includes grade 12 that has had a graduation rate of less than 60 percent for 3 years.

<sup>29</sup> Source: Alaska Department of Education and Early Development. <http://www.eed.state.ak.us/stats/>.

<sup>30</sup> Healthy People 2010, Office of Disease Prevention and health Promotion, US Department of Health and Human Services.

**Table 9.1 Unintentional Injury Death Rates (per 100,000), Dillingham Census Area, 2005-2007**

Cause of Death	Dillingham Deaths	Age-Adjusted Rate	Alaska Deaths	Alaska Age-Adjusted Rate
<b>Unintentional Injury Deaths</b>	15	114.0*	981	53.4

\* Rates should be used with caution as they are based on relatively few occurrences. Source: [http://www.hss.state.ak.us/dph/bvs/death\\_statistics/Leading\\_Causes\\_Census/default.htm](http://www.hss.state.ak.us/dph/bvs/death_statistics/Leading_Causes_Census/default.htm)

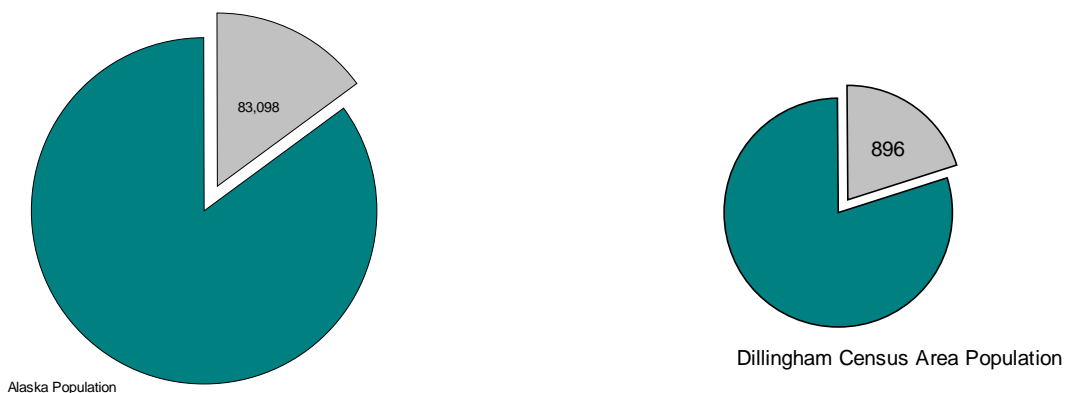
### Disability

In 2000, the population over the age of five in Alaska was 557,705; 15 percent of those were residents living with a disability. In the Dillingham Census Area, there were 4,417 individuals over the age of five, with 20 percent (896 people) living with a disability. This compares to the disability rate of 19.3 percent for the country as a whole in 2000.<sup>31</sup>

Figure 1 compares the percentage of individuals living with a disability in the Dillingham Census Area with the state percentage in 2000. Based on the Alaska Department of Labor’s population projections (assuming the percentage of individuals living with a disability stays constant), there will be an additional 150 individuals with disabilities in the Dillingham Census Area by 2020.

To ensure that people living with disabilities enjoy the same level of access and benefit from public institutions and services, Dillingham must increase compliance with the Americans with Disabilities Act: Accessibility Guidelines.

**Figure 9.2 Percent of People Living With Disability in Dillingham Census Area and Alaska, 2000<sup>32</sup>**



<sup>31</sup> Source: U.S. Census 2000

<sup>32</sup> Source: U.S. Census 2000

## Obesity

Obesity increases the risk of chronic disease such as diabetes and heart disease. In Alaska, the rate of obesity has followed the general U.S. trend of increasing rates, more than doubling over the past 17 years. Obesity rates have increased from 13 percent in both the U.S. and Alaska in 1991 to 27 percent for the U.S. in general and 28 percent for Alaska in 2008.<sup>33</sup> In rural Alaska, the obesity rate is above the statewide average, at 32 percent of the population.<sup>34</sup> The obesity rate for Alaska Natives is even higher, 38 percent, versus 26 percent for non-Natives.

The rates of diabetes have increased dramatically in the region. The Bristol Bay Area Health Corporation (BBAHC) reports in their 2008 Regional Health Profile that the rate of diabetes increased by 240 percent between 1990 and 2005. Communities can help individuals maintain healthy body weights by making fruits and vegetables more available, by promoting the health values of traditional subsistence foods, and by promoting healthy eating in school lunch programs.

## FASD

While there has been a reported drop in the incidence of fetal alcohol spectrum disorder, the Alaska Maternal and Child Health Data Book, 2005 reports that for each annual birth cohort during 1996-2002, the prevalence of FASD was at least ten times higher for Alaska Natives than for non-Natives.<sup>35</sup> The statewide rate of FASD in 2002 was 80.4 per 10,000 live births; in Southwest Alaska, that rate was 235 per 10,000 live births.<sup>36</sup>

FASD is an entirely preventable condition. With prenatal support, positive intervention by health providers, and community strategies to educate pregnant women and their partners about the risks to their child from using tobacco and drinking alcohol, FASD can be eliminated. The recent decrease in FASD among Alaska Native populations is evidence that these interventions do work.<sup>37</sup>

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<sup>33</sup> Source: Alaska Behavioral Risk Factor Survey, 2008 Annual Report, <http://www.hss.state.ak.us/dph/chronic/hsl/brfss/2008/BRFSS08.pdf>

<sup>34</sup> Rural Alaska is defined as the area that is not Anchorage & Vicinity, Fairbanks & Vicinity, Gulf Coast or Southeast.

<sup>35</sup> Source: <http://www.epi.hss.state.ak.us/mcheipi/pubs/databook/2005/MCHDataBook05.pdf>

<sup>36</sup> Ibid. Although the prevalence of FASD appears to have declined during 1996–2002, this trend may not reflect the true birth prevalence of affected children. Because FASD is typically not diagnosed until after the child enters school, prevalence for more recent birth years may be underestimated (children born in 1999- 2002 were under age six at the time of this analysis).

<sup>37</sup> Shinohara, Rosemary. "Fetal alcohol syndrome rate in Alaska is declining." Anchorage Daily News. February 20, 2010. <http://www.adn.com/2010/02/19/1148098/fas-rate-among-natives-declining.html>

## Goals, Objectives & Strategies

*Overarching Goal:* Dillingham residents and community organizations will respectfully collaborate to overcome educational, economic, social, environmental, and health disparities, to empower children and youth by building emotional support and sharing knowledge to create an environment which fosters physical, mental, social health through the life cycle

### **GOAL 1: Education: Improve the quality and breadth of educational programs offered by local schools.**

#### Strategies:

1. Obtain accreditation of Dillingham City Schools.
2. Offer a diverse range of educational opportunities for youth.
3. Offer media literacy courses to improve critical thinking skills among youth.
4. Establish a central boarding home for teens and young adults attending alternative school or high school in Dillingham.
5. Provide career counseling and begin planning in the 8<sup>th</sup> grade with students and parents.
6. Teach healthy relationships and sex education in the schools using culturally based life skills curricula
7. Adopt and implement a comprehensive K-12 health education curriculum.
8. Support the Maximum Achievement Program (MAP) alternative school for at-risk teens from throughout the region.
9. Counsel students on which classes to take to reach educational goals. Offer college preparatory classes starting in 9<sup>th</sup> grade. Offer voc-tech curricula.
10. Institute changes to make employment at DCSD attractive and retain professional staff.
11. Support teachers and help them connect with the community.
12. Compensate teachers at competitive rates.
13. Encourage graduates to return to teach in local schools
14. Explore providing teacher housing as one method to improve their compensation package.
15. Seek innovative board training to assist in improving the culture of education at DCSD, focusing on improving the quality of education and improving graduation rates.
16. Seek innovative ways to engage parents in the school;
17. Adopt the Power of Five where businesses and organizations give adults paid time off to volunteer in the schools or for youth programs.

18. Foster community engagement, from the board room to the classroom.
19. Investigate how to bring back the community schools program.

**GOAL 2: Promote cultural awareness, social connectedness and physical health.**

Objective 2A: Educate others and ourselves about Dillingham’s culture and history.

Strategies:

1. Bring a diverse range of exhibits to Dillingham to celebrate local history and culture, as well as other cultures from around the world.
2. Develop the H. Harvey Samuelsen Community Cultural Center as a central gathering place for community events, visitor information and conferences. Move some museum exhibits and displays on local history and culture to the Center. Consider including onsite replicas of traditional Yup’ik dwellings, tools and technologies, as well as a space for traditional storytelling and teaching.
3. Use public art, green space, landscaping, trees and ceremonial naming of public buildings and parks to honor the wellness values of local leaders and role models.
4. Hold, support, help coordinate and participate in Community Welcome events for new residents and City Employees.
5. Develop a communal fish preparation site at BBHA housing on Tower Road.

Objective 2B: Strengthen connections between individuals and organizations within Dillingham; increase connectivity with the outside world.

Strategies:

1. Dillingham City Council will recognize, support and promote health and wellness initiatives through proclamations, resolutions, and amending regulations and ordinances, where appropriate.
2. Establish and maintain a community calendar.
3. The Dillingham City Schools will engage youth in local media:
  - Update the school website to include a page created and maintained by youth.
  - Establish a time during the school day when youth can make announcements about items of interest on the school PA system.
  - Establish a school newspaper.
  - Establish a regular program on KDLG produced by and for youth.
4. Add a Youth Representative to the City Council.

5. Collaborate with community organizations to provide wellness activities and programs.
6. The City of Dillingham will host and participate in forums and community events around issues of community-wide concern.
7. Improve communication between the City of Dillingham and community members by adding a Community Outreach worker.
8. Bring back the Parks and Recreation Department at the City.
9. Increase awareness that the built environment impacts health.

Objective 2C: Increase opportunities for healthy recreation and artistic expression, both outdoors and indoors (see also Transportation & Public Facilities chapters).

Strategies:

1. Expose youth at an early age to diverse, enjoyable pursuits.
2. Offer engaging, healthy activities for all youth.
3. Encourage traditional subsistence learning. .
4. Bring back Parks and Recreation Department at the City.
5. Assess the need for a community gym, pool, recreation center.
6. Prioritize safe pedestrian access throughout Dillingham.
7. Reserve a fund for public art.

### **GOAL 3: Foster respectful relationships between all citizens.**

Objective 3A: Because experiences in early childhood have the greatest impact on lifelong wellness, support parents, particularly young parents, with resources to teach and promote positive parenting and healthy early childhood development.

Strategies:

1. Establish a parent support website and support group meetings.
2. Convene and promote activities with a specific focus on young families and teen parents (e.g. Children's Fairs, Women's Health Forums, regular family potlucks). Host an annual Parenting Summit and Children's Fair.
3. Provide engaging activities for children at public events to attract the participation of young families.
4. Encourage child friendly areas in businesses and gatherings.
5. Support family planning.

Objective 3B: Increase access to quality early childhood programs and services from prenatal to school age.

Strategies:

1. Increase the number of licensed childcare providers.
2. Support and sustain the Infant Learning Program and Head Start programs, and the Toddler Center.
3. Encourage local industry to adopt family friendly employment policies such as on-site childcare, breastfeeding support and infant care.
4. Support BBNA's childcare resource and referral program that provides resources to childcare providers, connects working parents with quality childcare providers and publicizes the State childcare subsidy program.
5. Reactivate the FASD Diagnostic Process.
6. Institute a Reading Is Fundamental model program at the Dillingham Library to receive donations of high quality children's books and distribute them to young children to engage young families with the Library.

Objective 3D: Mentor youth involve the community in mentoring youth to create opportunities for career paths and internships that help youth set a course for a healthy future.

Strategies:

1. Establish a Job Club for youth to develop resumes, receive training in skills for securing employment and soft employment skills (getting to work on time, appearance, self-directed learning, and work ethic).
2. Develop a community schools adult education program where middle school and high school students can learn alongside adults and obtain school credit.
3. Develop a youth rangers program to engage youth volunteers in emergency response, public safety and Search & Rescue.
4. Develop a health promotion program to engage youth in primary prevention efforts to teach youth how health problems develop and how to prevent them.
5. Engage youth as volunteers in public facilities and services including the animal shelter, a homeless shelter (if one were to be built), senior center and providing assistance to Elders, the library, maintaining parks and recreation areas and other local organizations.
6. Engage youth in sustainable community enterprises including community gardens and greenhouses, bicycle maintenance, renewable energy, composting and recycling.
7. Create a central clearinghouse for all youth development opportunities, including scholarships from BBEDC, BBAHC, BBNA workforce development,

summer youth employment programs, internships, federal apprenticeships and vocational education opportunities at the UAF Bristol Bay campus and SAVEC.

8. Explore allowing the Dillingham Police Department to assist with a youth court for handling juvenile misdemeanor cases
9. Support and develop youth-focused vocational training in small engine repair and mechanics, bicycle maintenance, nursing, carpentry, plumbing, renewable energy system maintenance and other industries necessary for the local economy.
  - Consider developing a “Youth Build” program through the alternative school to teach life skills and skills in the building trades.

Objective 3E: Encourage adults to practice and model healthy lifestyles. Reduce alcohol and drug abuse in Dillingham.

Strategies:

1. Provide physical recreation facilities and opportunities for all ages (see Public Facilities chapter).
2. Use effective social marketing to encourage everyone in the community to take steps toward improving their personal health; publicly reward and support positive changes to continue to build the health of the community.
3. Encourage all employers to sponsor and promote employee wellness programs, where employees are rewarded for healthy lifestyle choices.
4. Enforce existing public health laws including tobacco use restrictions, use of vehicle seat belts, car seats for infants and children and helmet laws for ATV and snowmachine use.
5. Educate the public about humane and responsible animal care and ownership.
6. Enforce animal control laws and ordinances against animal neglect and cruelty.
7. Provide a shelter for caring for neglected and unwanted animals.

Objective 3F: Support a continuum of care for Elders and people living with disabilities that allows them to live and receive supportive services as close to home as possible, so that they can live as independently as possible.

Strategies:

1. Continue to operate and sustain the Senior Center.
2. Require ADA compliance in public buildings and facilities, including trails and transit.



3. Develop supportive housing for Elders and people living with disabilities.
4. Support the development of a Center for Independent Living (resource and referral source for people with disabilities).
5. Develop and connect home and community-based services for Elders and people with disabilities so that Elders can live healthy, independent lives for as long as possible.
6. Connect workforce development programs with the schools and University campus to encourage careers in healthcare, supportive services and Elder care.
7. Expand transportation for Elders and people living with disabilities.

**GOAL 4: Promote health, prevent disease, and use rehabilitative treatment in an integrated manner.**

Objective 4A: Integrate physical and behavioral health services offered by local organizations; increase access and collaboration between services and providers.

Strategies:

1. Hire a behavioral health counselor at the middle/high school to increase access to services; consider a school-based clinic for primary care and family planning services.
2. Identify and reserve a site for BBAHC to develop a satellite clinic in the downtown area.
3. Improve access to confidential family planning services and increase collaboration between providers.
4. Support substance abuse prevention through education, community discussions of root causes, supporting sober lifestyles, interagency collaboration and involvement in the schools.
5. Begin a Talking Circle at the Senior Center.
6. Increase public awareness of sliding fee scale at community health center at BBAHC.

Objective 4B: Make Dillingham a community where binge drinking is unacceptable.

Strategies:

1. Make facilities available for support groups including Alcoholics Anonymous, Narcotics Anonymous and Alateen to meet on a regular basis; publish the schedule of meetings and widely distribute.
2. Enforce city ordinances related to excessive consumption of alcohol and public inebriation.
3. Encourage use of a therapeutic court.

4. Develop a comprehensive approach to stop underage drinking.
5. Enforce city ordinances that ban products with particularly high alcohol levels.
6. Increase monitoring of alcohol-serving businesses and enforcement of laws to stop underage consumption and serving inebriated persons.
7. Consider establishing municipal control of liquor sales and eliminating private sales.
8. Consider establishing an 'alcohol-free zone' in downtown Dillingham.
9. Establish a task force to address addictions: alcohol, prescription drug abuse and other destructive behaviors.

Objective 4C: Promote peace.

Strategies:

1. Support the BBNA Wellness Initiative.
2. Strive for equal representation of gender and cultural background on governing boards.
3. Use effective social marketing and public awareness campaigns to change community norms about binge drinking, domestic violence and sexual assault.
4. The City will institute annual staff trainings about domestic violence and laws regarding sexual harassment and sex discrimination in the workplace.
5. Identify places in the community where people are at high risk for assaults and install lighting, increase surveillance or change the physical space to make them safer. Examples of dangerous places in Dillingham include "Togiak" alley, under the dock, and in the boat harbor/boat yards in summer.
6. Develop a specialized Domestic Violence/Sexual Assault Unit at the Dillingham Police Department.
7. The City of Dillingham and the Dillingham Police Department shall actively participate in interagency groups like Community Justice Alliance and cross-training with SAFE/BBNA/Mental Health/Hospital etc.
8. The City of Dillingham and the Dillingham Police Department shall provide effective officer training to ensure that laws are enforced fairly and equitably without regard to race, gender, sexual orientation, religion, disability, economic status or ethnicity.
9. Create a taxicab commission to regulate taxi services and ensure the safety of all passengers.

Objective 4D: Develop a shelter for the homeless.

Strategies:

1. Investigate funding sources, locations, level of need and define a project plan for solving the issue of unsheltered homeless men.

Objective 3E: Increase community awareness of depression and prevent suicide.

Strategies:

1. Adopt and implement the public awareness campaign from the American Psychological Association, "Depression is real. Depression is treatable."
2. Support efforts to install gun safes in all homes and conduct a public awareness campaign to teach the public about the effectiveness of gun safes in reducing violence.
3. Train community "gatekeepers" in how to respond to and prevent suicides.

Objective 4F: Reduce tobacco use.

Strategies:

1. Enforce ordinances that eliminate indoor tobacco use and tobacco use within a 30-foot radius of public doorways.
2. Consider a ban on indoor tobacco use in rental and public housing.
3. Eliminate smoking in bars.

Objective 4G: Improve the built environment to improve the overall health and well-being of residents (see also Land Use chapter).

Strategies:

1. Preserve, protect and enhance green and open space citywide.
2. Connect residential and business areas with attractive, safe, well-signed pedestrian facilities.
3. Connect trails and sidewalks to and through downtown to promote walking and cycling.
4. Increase bicycle parking.
5. Research approaches to integrate foot, cycle and motor traffic safely.

## Implementation Plan

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
<b>GOAL 1: Promote cultural awareness, social connectedness and physical health.</b>				
<b>Objective 1A: Educate others and ourselves about Dillingham's culture and history.</b>				
1. Celebrate local history/culture and world cultures with a diverse range of exhibits.			x	Tribes, City, BBNA
2. Develop Harvey Samuelsen Center.	x	x		City / Tribe
3. Use public art, green space, tree plantings and ceremonial naming of public buildings and parks to commemorate and celebrate the wellness values of local leaders and role models.	x			City / Parks & Recreation
4. Institute a Community Welcome and introduction to Dillingham history/cultures for all new employees.			x	Tribes, City
5. Develop a communal fish preparation site.			x	Curyung Tribe, City
<b>Objective 1B: Strengthen connections between individuals and organizations within Dillingham and increase connectivity with the outside world</b>				
1. City of Dillingham shall support and participate in forums and community events around issues of community-wide concern.	x			City
2. Establish and maintain a community calendar.	x			City & other entities
3. Engage youth in local media.			x	Dillingham School District
4. Add a Youth representative on the City Council.	x			City
5. Collaborate with community organizations to provide wellness activities/programs.			x	City
6. Host and participate in forums/community events around issues of communitywide concern.			X	City
7. Improve communication between City of Dillingham and community members, when crisis issues arise.	x			City
8. Add a Community Outreach worker.		x		City
<b>Objective 1C: Increase opportunities for healthy recreation, both outdoors and indoors</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Expose youth at an early age to diverse, enjoyable pursuits.			x	City, SAFE, School, BBNA, Tribes
2. Offer engaging, healthy activities for all youth.	x			Faith communities, City, BBNA, Dillingham City School District, SAFE
3. Encourage traditional subsistence research.	x	x	x	Tribes, ADF&G, BBNA
<b>GOAL 2: Foster pro-social development and empowerment of children and youth, and healthy, productive lives for adults and Elders.</b>				
<b>Objective 2A: Because experiences in early childhood have the greatest impact on lifelong wellness, support parents, particularly young parents, with resources to teach and promote positive parenting and healthy early childhood development</b>				
1. Establish a parent support website and support group meetings.	x			BBNA, Dillingham City School District, SAFE
2. Host an annual Parenting Summit and Children's Fair.	x			BBNA, Dillingham City School District, SAFE
3. Provide childcare at all public events to assure young families can participate.	x			All entities
4. Encourage child friendly areas in business and gatherings.			x	City, Tribes, BBNA, BBAHC
<b>Objective 2B: Increase access to quality early childhood programs and services from prenatal to school age.</b>				
1. Increase the number of licensed childcare providers.	x			BBNA Workforce Development & TANF, SAFE
2. Support and sustain the ILP home visiting and Head Start programs, and the Toddler Center.	x	x		City, Dillingham City School District, BBNA, Businesses (?)
3. Encourage local industry to adopt family friendly employment policies.			x	City, Tribes, BBNA

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
4. Support BBNA's childcare resource and referral program that provides resources to childcare providers, connects working parents with quality childcare providers and publicizes the State childcare subsidy program.	x			BBNA
5. Reactivate the FASD Diagnostic Process.	x			BBAHC
6. Institute a Reading Is Fundamental model program at the Library to receive donations of high quality children books and distribute them to young children to engage young families with the Library.	x			City, Dillingham City School District
<b>Objective 2C: Continue to improve the quality and breadth of educational programs offered by local schools</b>				
1. Offer a diverse range of educational opportunities to engage youth.			x	Dillingham School District
2. Offer media literacy courses.			x	Dillingham School District
3. Establish a central boarding home for teens and young adults attending alternative school or high school in Dillingham.		x		Dillingham School District, Southwest Regional School District, State of Alaska
4. Provide career counseling and begin planning in the 8 <sup>th</sup> grade with students and parents.	x			Dillingham School District
5. Integrate culturally based life skills curricula to teach healthy relationships and sexual education in the schools.	x			Dillingham School District
6. Adopt and implement a comprehensive K-12 health education curriculum.			x	Dillingham School District
7. Support the Maximum Achievement Program (MAP) alternative school for at-risk teens from throughout the region.	x	x	x	Dillingham School District
8. Offer college preparatory classes starting in 9 <sup>th</sup> grade and counsel students on which classes to take to reach educational goals.	x			Dillingham School District, Bristol Bay Campus
9. Support teachers and help them connect with community to better retain quality staff.	x	x	x	City, Dillingham School District, SAFE

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
10. Better engage parents in the school; campaign for complete adoption of Power of Five where businesses and organizations give adults paid time off to volunteer in the schools or for youth programs.	x	x		All entities & businesses in Dillingham
<b>Objective 2D: Mentor youth and create opportunities for community involvement, career paths and internships to help youth set a course for a healthy future</b>				
1. Establish a Job Club for youth to develop resumes, receive training in skills for securing employment and soft employment skills (getting to work on time, appearance, self-directed learning, work ethic).	x			BBNA Workforce Development, Dillingham School District
2. Develop a community schools adult education program.			x	State, City,
3. Develop a youth rangers program that would engage youth in emergency response, public safety and Search & Rescue.	x	x		City, RAFT
4. Engage youth as community volunteers in emergency response, public safety and Search & Rescue.	x			Dillingham School District, RAFT, SAFE and others
5. Develop a health promotion program to engage youth in primary prevention efforts.	x			State of Alaska Public Health, RAFT
6. Engage youth as community volunteers in public facilities and services.			x	City, BBNA, Tribes
7. Engage youth in sustainable community enterprises.			x	
8. Create a central clearinghouse for all of the opportunities for youth including scholarships from BBEDC, BBAHC, workforce development at BBNA, summer youth employment programs, internships, federal apprenticeships and vocational education opportunities at the Bristol Bay Campus and SAVEC.	x			UAF BB Campus, BBNA Workforce Development, Dillingham School District, BBAHC
9. Support the partnership to develop and operate a youth court to handle juvenile misdemeanor cases by committing the involvement of the Dillingham Police Department.	x			City, RAFT

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
10. Support and develop youth-focused vocational training in small engine repair and mechanics, bicycle maintenance, nursing, carpentry, plumbing, renewable energy system maintenance and other industries necessary for the local economy.		x		Bristol Bay Campus, Choggiung, possibly other partners
11. Consider developing a "Youth Build" program through the alternative school to teach life skills, and skills in the building trades while building homes for low-income families.	x	x		Dillingham School District, BBHA
<b>Objective 2E: Encourage adults to practice and model healthy lifestyles.</b>				
1. Provide physical recreation facilities and opportunities for all ages.	x	x		City of Dillingham
2. Use effective social marketing to encourage everyone in the community to take one step toward improving their own personal health, then publically reward and support positive changes to continue to build the health of the community.	x			State of Alaska Public Health; BBAHC
3. Encourage all employers to sponsor and promote Employee Wellness programs, where employees are rewarded for healthy lifestyle choices.				City, BBNA, Tribes
4. Enforce existing public health laws including tobacco use restrictions, use of vehicle seat belts, car seats for infants and children.	x			City of Dillingham
5. Enforce animal control laws and ordinances against animal neglect and cruelty.	x			City of Dillingham
6. Provide a shelter for caring for neglected and unwanted animals.	x			City of Dillingham
<b>Objective 2F: Support a continuum of care for Elders and people living with disabilities that allows them to live and receive supportive services as close to home as possible, so that they can live as independently as possible.</b>				
1. Continue to operate and sustain the Senior Center.	x			City
2. Require ADA compliance in public buildings and facilities, including trails and transit.	x	x		City
3. Develop supportive housing for Elders and people living with disabilities.	x	x		BBAHC, BBHA, Hope Community Resources, BBNA



Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
4. Support the development of a Center for Independent Living (resource and referral source for people with disabilities).	x			BBNA, BBAHC
5. Develop and connect home and community-based services for Elders and people with disabilities so that Elders can live healthy, independent lives for as long as possible.	x			BBNA, BBAHC, BBHA, HOPE Community Resources, SAFE and Marrulut Eniit
6. Connect workforce development programs with the schools and University campus to encourage careers in healthcare, supportive services and Elder care.	x			BBNA Workforce Development, UAF BB Campus
7. Expand transportation for Elders and people living with disabilities.	x	x		City, HOPE Community Resources
<b>GOAL 3: Increase the integration of the public health system. Focus on promoting health, preventing disease, and using rehabilitative treatment to maximize functioning; reduce interpersonal violence and teen pregnancy, prevent suicide, reduce substance abuse, and address mental and behavioral health issues.</b>				
<b>Objective 3A: Integrate physical and behavioral health services offered by local organizations; increase access and collaboration between services and providers.</b>				
1. House a behavioral health counselor at the middle / high school to increase access to services; consider a school-based clinic for primary care and family planning services.	x			Dillingham City Schools, BBAHC
2. Identify and reserve a site for BBAHC to develop a satellite clinic in the downtown area.			x	City, Choggiung, BBAHC
3. Improve access to confidential family planning services and increase collaboration between providers.	x			BBAHC, State of Alaska Public Health
4. Support substance abuse prevention through community discussions of root causes, supporting sober lifestyles, interagency collaboration and involvement in the schools.	x			Dillingham City Schools, BBAHC, BBNA, Curyung, CANDU
5. Begin a Talking Circle at Senior Center.	x			Senior Center, BBNA, Curyung
<b>Objective 3B: Make a public commitment to making Dillingham a community where binge drinking is not acceptable and promote healthy community norms about alcohol use.</b>				

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
1. Make facilities available for support groups including Alcoholics Anonymous, Narcotics Anonymous and Alateen to meet on a regular basis; publish the schedule of meetings and widely distribute.	x			SAFE, BBNA, BBAHC (?)
2. Establish and enforce city ordinances related to excessive consumption of alcohol and public inebriation.	x			City, Police Department
3. Encourage use of a therapeutic court.			x	BBNA, SAFE
4. Develop a comprehensive approach to stop underage drinking.	x			SAFE, BBNA, BBAHC, CANDU
5. Enforce city ordinances that ban products with particularly high alcohol levels.	x			City, Police Department,
6. Increase monitoring of alcohol-serving businesses and enforcement of laws to stop underage consumption and serving inebriated persons.	x			City, Police Department, cab companies (?)
7. Consider establishing municipal control of liquor sales and eliminating private sales.	x			City, Police Department
8. Consider establishing an 'alcohol-free zone' in downtown Dillingham.				City, Police Department
9. Establish a task force to address addictions.			x	
<b>Objective 3C: Make a public commitment to promote and honor peace, making Dillingham a community that honors gender equality, where physical, psychological or sexual violence against anyone is unacceptable.</b>				
1. Support the BBNA Wellness Initiative.				ALL
2. Strive for equal representation of gender & cultural background on governing boards.			x	City, Tribe, BBNA
3. Use effective social marketing and public awareness campaigns to change community norms about binge drinking, domestic violence and sexual assault.	x			SAFE, BBNA, City
4. City shall provide leadership to other organizations by instituting annual staff trainings in the workplace about domestic violence and the laws regarding sexual harassment in the workplace.	x			City & all entities

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
5. Identify places in the community where people are at high risk for assaults and install lighting, surveillance or change the physical space to make them safer. Examples of dangerous places in Dillingham include: "Togiak" alley, under the dock, in the boat harbor/boat yards in summer, etc.	x	x		City, Police Department, SAFE
6. Develop a specialized Domestic Violence / Sexual Assault unit at the Dillingham Police Department.	x	x		City, Police Department, SAFE
7. City of Dillingham and the Police Department shall actively participate in interagency groups like Community Justice Alliance and cross-training with SAFE/BBNA/Mental Health/Hospital etc.	x			City, Police Department,
8. City of Dillingham and the Police Department shall provide effective officer training to ensure that laws are enforced fairly and equitably without regard to race, gender, sexual orientation, religion, disability, economic status or ethnicity.				City of Dillingham
9. Create a taxicab commission to regulate taxi services and ensure the safety of all passengers.				City
<b>Objective 3D: Develop a shelter for homeless men</b>				
1. Investigate funding sources, locations, level of need and define a project plan for solving issue of unsheltered homeless men.	x	x		SAFE, BBHA, Curyung, City
<b>Objective 3E: Increase community awareness of depression and prevent suicide.</b>				
1. Adopt and implement public awareness campaign on depression.			x	State of Alaska, BBAHC
2. Support efforts to install gun safes in all homes and conduct a public awareness campaign to teach public about the effectiveness of gun safes in reducing violence.	x			BBAHC, BBHA, City
3. Train "gatekeepers" in the community in how to respond and prevent suicides.	x	x		BBAHC, faith communities, SAFE
<b>Objective 3F: Reduce tobacco use</b>				
1. Enforce ordinance to eliminate indoor tobacco use and tobacco use within 30-foot radius of public doorways.	x			BBAHC, BBHA, City
2. Consider ban on indoor tobacco use in rental and public housing.	x			BBAHC, BBHA, City

Priority Strategies	Timeframe			Primary Responsibility
	0-5 yrs	6-10 yrs	11-20 yrs	
3. Eliminate smoking in bars.	x	x		City
<b>Objective 3G:</b> Improve the built environment to improve the overall health and well-being of residents.				
1. Preserve, protect and enhance green and open space citywide.				City of Dillingham
2. Connect residential and business areas with attractive, safe, well-signed pedestrian facilities.				BBNA, City
3. Connect trails and sidewalks to and through downtown to promote walking and cycling.				City
4. Increase bicycle parking.				City, private businesses

# **PUBLIC FACILITIES & SERVICES**

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## **Introduction**

The City of Dillingham is responsible for developing and maintaining essential public facilities and services for the Dillingham community. This function of city government affects the quality of life of every citizen. Often government effectiveness is measured by its ability to plan for and finance these facilities and services. This chapter outlines actions needed to maintain and improve Dillingham's facilities and services as the city grows and changes.

The City uses an annual Capital Improvements Plan process to gather community input for new facilities development and to prioritize them. The list for FY2011 is included here. The CIP is a statement of all the projects that are important to the community, regardless of how they will be funded. The CIP is designed to accomplish the following three goals:

1. Provide an orderly and consistent method of identifying and evaluating the capital project needs of the community.
2. Establish continuity from year to year in the consideration of the capital project priorities.
3. Provide a single voice and a single list to the legislature or other funding sources (including the City) concerning the capital needs of the community.

## **Trends & Pertinent Issues**

### **City capacity to maintain infrastructure**

Table 10.2 Dillingham Public Facilities & Services Matrix identifies the range of facilities and services that the City and other community organizations own and operate. It also identifies pressing issues with some of the facilities and services, as well as desired facilities that the community would like to see developed.

This document identifies goals to improve the City's abilities to develop and maintain public services and facilities. A critical issue facing the City is determining a dependable and accurate method to estimate revenues needed on an annual basis to maintain existing equipment and facilities. This same method should be used to estimate future liabilities when planning to develop new facilities.

At present, the City owns 85 rolling vehicles with an average age of 16 years. This fleet requires significant maintenance to keep in operation. The Public Works Department currently has two full-time mechanics on staff, which is inadequate to meet the maintenance needs for City equipment. This has a direct impact on the level and quality of service that the City can provide for its residents.

Another critical issue facing the City is the repair and upgrade of the sewage treatment system that serves the downtown core of Dillingham. The system is dangerous and not

up to current engineering standards. Maintaining this critical system in good working order is important for the safety of city employees, protects water quality and public health.

The shoreline in front of the Snag Point bulkhead has eroded approximately 10 feet since it was installed. Erosion has exposed the City's downtown force main sewer line and outfall on the beach in front of the bulkhead, posing an immediate need for maintenance to prevent destruction of the sewer line this winter.

Developing a consistent and dependable system for contributing to an operating and capital reserve for all equipment and facilities will provide greater stability for the City's Public Works Department.

## Goals, Objectives & Strategies

*Overarching Goal:* Develop and maintain sustainable public facilities and services to support community and economic development for Dillingham residents and to improve the quality of life.

### **Goal 1: Identify and secure adequate, ongoing revenue to operate and maintain community facilities, services and equipment.**

Objective 1A: Assess all facilities and equipment currently owned and operated by the City of Dillingham to determine the current condition, deferred maintenance needs, remaining lifespan, and cost for each to operate, maintain and replace.

Strategies:

1. Complete an inventory and assessment of the value, condition and deferred maintenance needs of facilities and equipment owned and operated by the City.
2. Secure funding to meet existing deferred maintenance needs and bring the City's inventory of equipment and facilities into good working order.
3. Work with the Finance Department and City Manager to develop a budgeting tool to assess the annual allocation for ongoing maintenance and eventual replacement of each piece of equipment and facility. Build this assessment into the annual budgeting process to ensure adequate budget allocations for current and future operations and maintenance.
4. Use this budgeting process to accurately estimate the future liabilities associated with the operations and maintenance of new capital projects and purchases; build this cost into the decision-making process for new capital requests.
5. Develop a dedicated fund for public art.

Objective 1B: Allocate adequate funds on an annual basis to operate and maintain existing City facilities, services and equipment.

Strategies:

1. Develop, fund and manage capital reserves for all major equipment and facilities owned and operated by the City of Dillingham.
2. Use capital reserves as matching funds for requests to replace major pieces of equipment, or as local matching funds for facility development.

Objective 1C: For each facility and major piece of equipment, develop a clear maintenance program and establish a system of accountability to ensure that the maintenance program is followed.

**Goal 2: Develop and maintain areas and facilities for indoor and outdoor recreation (see also Transportation & Community Wellness chapters).**

Objective 2A: Create a Parks and Recreation Department at the City of Dillingham to operate public recreation facilities and to partner with local groups to manage facilities and events.

Strategies:

1. Develop an operations and maintenance plan for existing recreation facilities, sharing maintenance duties between the City of Dillingham, Dillingham City Schools and volunteer groups.
2. Develop a shared priority list for new recreation facilities and include this during the annual Capital Improvements Project Plan update..
3. Create a place to store shared sports equipment.
4. Develop and implement a multi-use, year round plan for providing activities at the hockey rink.
5. Work with other entities to establish private motorized recreational areas.
6. Connect all footpaths and trails throughout Dillingham City Limits according to ADA requirements, especially between the terminus of the Coolie trail and the Tower Road housing development.
7. Research/assess need and come up with a funding strategy for a swimming pool and recreation center.

**Goal 3: Develop and maintain new facilities to meet the needs of Dillingham residents.**

Objective 3A: Follow the annual Capital Improvements Plan process to identify capital projects and major equipment purchases.

The CIP is a statement of all the projects that are important to the community, regardless of how they will be funded. The CIP is designed to accomplish the following three goals:

1. Provide an orderly and consistent method of identifying and evaluating the capital project needs of the community.
2. Establish continuity from year to year in the consideration of the capital project priorities.
3. Provide a single voice and a single list to the legislature or other funding sources (including the City) concerning the capital needs of the community.

**Table 10.1 FY2011 Capital Improvements Plan Prioritized List Cost Estimate**

1. Wastewater Treatment Plant Upgrades	\$2,721,979 *
2. Emergency Bank Stabilization at Harbor	\$21,500,000*
3. Snag Point Sewer Line and Force Main	Unknown
4. Lift stations	\$1,299,000*
5. Water System Improvements Phases 1.3 and 1.4	\$9,280,000*
6. Water Loop Downtown	\$9,240,000**
7. Update 2003 Water and Sewer Master Plan	
8. Downtown Streets Rehabilitation	\$5,300,000
9. D Street.Road Repair and Pedestrian Path	\$271,000***
10. Fire Station and Public Safety Building Planning	
11. Tanker Truck	
12. Equipment Replacement – Public Works, Public Safety	
13. Erosion - Squaw Creek to Kananak Beach Research	
14. Kananak Road and Multi-Use Path	\$2,710,000***
15. Library roof	
16. Senior Center Renovation	\$2,041,652*
17. Harbor East and South Bulkhead Planning and Design	\$1,000,000***
18. Dry Hydrant Reservoir System	
19. Fire control for landfill	
20. Nerka Roads	\$1,490,500***



- 21. Swimming Pool
- 22. Landfill Incinerator
- 23. Greenhouse
- 24. Hockey Rink Roof Planning and Design \$47,000
- 25. Ball Field/park
- 26. City Cemetery Road and Design
- 27. Live Fire Training Structure
- 28. Skateboard Park
- 29. H Harvey Samuelsen Community Cultural Center \$10,000,000
- 30. Lupine Culvert
- 31. Storage Building
- 32. Custom Fish Processing Plant

\*Based on Engineer's Estimate

\*\*2003 Water and Sewer Master Plan

\*\*\*Rough Order of Magnitude Estimate

**Table 10.2 Dillingham Public Services & Facilities Matrix**

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Basic Infrastructure</b>		
<b>Airports</b>		
<b>6400 ft. Paved Runway</b>	State of Alaska DOT / PF	<ul style="list-style-type: none"> <li>• Agree to a land trade to move DOT/PF maintenance vehicles and other storage away from downtown.</li> <li>• Resolve land use conflicts in area surrounding airport in order to ratify Airport Master Plan and designate expansion area.</li> </ul>
<b>Gravel Strip</b>	Shannon’s Pond (private)	<ul style="list-style-type: none"> <li>• Private strip located on the Lake Road.</li> </ul>
<b>Water Landing</b>	Shannon’s Pond (private)	<ul style="list-style-type: none"> <li>• Private pond located on the Lake Road; interest in developing a float plane base close to downtown to create better access to local shops and services (see Waterfront chapter).</li> </ul>
<b>Port</b>		
<b>All-Tide Dock</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Conflict between gravel operations, cargo operations and Main Street functions in Downtown; possible location for new fish processing plant (see Waterfront &amp; Transportation chapters).</li> </ul>
<b>Port of Dillingham Office</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Building could be more useful for storing large equipment.</li> </ul>
<b>Harbor</b>		
<b>Harbor Master’s House restrooms &amp; showers</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Only public restrooms and showers are located at the Harbor, additional services are needed in the center of downtown and at the south end of the harbor.</li> <li>• Survey summer visitors, fishermen to identify additional amenities needed.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Marine Services</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Commercial lots needed to provide additional services at harbor; major upgrades also needed to better support fishers (see Waterfront chapter).</li> <li>• Continue to assess ice machine usefulness in harbor; keep improving the delivery system.</li> </ul>
<b>Small Boat Harbor Ramps</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Monitor use of north and south ramps to see where improvements can be made in use of space in harbor.</li> </ul>
<b>Dock Office, Harbor Master's Office</b>	City of Dillingham	
<b>National Guard Armory</b>	Alaska National Guard, leased land from City of Dillingham	<ul style="list-style-type: none"> <li>• Large facility that could potentially be used by the community.</li> <li>• Maintain lease with national guard.</li> <li>• Assist with effort to locate new facility by airport.</li> </ul>
<b>Utilities</b>		
<b>Power</b>	Nushagak Electric	<ul style="list-style-type: none"> <li>• Issue of how to serve subdivisions located far from existing service, where lots are single-loaded and easements not platted (see Land Use chapter).</li> <li>• Developing alternate energy sources, Smart Grid and district systems.</li> </ul>
<b>Water Plant &amp; Well Houses</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Implement the 2003 Water and Sewer Master Plan.</li> <li>• Complete dense neighborhood water &amp; sewer upgrade.</li> <li>• Residences on northern edge of downtown need city sewer see Land Use chapter).</li> <li>• Concerns about water quality in some areas (see Land Use chapter).</li> <li>• Watering point needed in central place.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Sewer system &amp; lift stations</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Remove sludge from sewage lagoon.</li> <li>• Build a sludge disposal pad and install geotubes.</li> <li>• Develop a system for proper sludge disposal by private operators.</li> <li>• Develop a maintenance schedule for the sewage treatment lagoon.</li> <li>• Revise 2003 Water and Sewer Master Plan. Identify needed maintenance equipment and develop a plan for equipment replacement.</li> <li>• Identify and describe areas with failing septics.</li> <li>• Develop a plan for extending city sewer to those areas.</li> <li>• Develop prioritized list.</li> <li>• Kodiak is composting sewer sludge – Homer also tried it and ran into issues (see Energy chapter).</li> </ul>
<b>Bulk Fuel Storage &amp; Distribution</b>	Bristol Alliance Fuels, Delta Western (private)	<ul style="list-style-type: none"> <li>• Threatened by erosion of west side of harbor mouth.</li> </ul>
Solid Waste		
<b>Class 2 Landfill (State certified)</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Consider all possibilities for making it more efficient, using waste as biomass (see Energy chapter) and reducing air quality issues.</li> <li>• Research incinerators. Burn box may no longer be used.</li> <li>• Research alternatives to burning.</li> <li>• Study potential for regional landfill and recycling.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Recycling</b>	Senior Center & NAPA Auto (batteries)	<ul style="list-style-type: none"> <li>• Encourage and mandate recycling and waste reduction at City-sponsored events; work with Bristol Bay Campus to host 'green events.'</li> <li>• Senior Center currently collects and recycles aluminum cans (\$2451 in 2009, &gt;\$2000 in 2010).</li> <li>• City collects electronics to ship out via Total Reclaim. Curyung Tribe holds annual recycling day.</li> <li>• Determine thresholds to make shipping out plastics, cardboard, and other recyclables cost effective.</li> <li>• Investigate fee structure for "pay as you throw" policy to create an incentive to separate and recycle materials.</li> </ul>
<b>Reclamation &amp; Reuse</b>	Landfill workers	<ul style="list-style-type: none"> <li>• Continue to have Landfill workers pull out items and put them aside for reuse (see Energy chapter).</li> </ul>
<b>Refuse Collection</b>	Dillingham Refuse, Inc. (private )	<ul style="list-style-type: none"> <li>• Explore possibility of having city-wide pickup of refuse.</li> </ul>
<b>Composting of fish waste, other biomass</b>	None	<ul style="list-style-type: none"> <li>• Concern about smell and attraction of bears. UA and City working together to research possibilities. Compost fish waste needs a lot of paper or other carbon like paper or cardboard.</li> </ul>
<b>Communications</b>		
<b>Telephone / Cellular</b>	Nushagak Co-operative, potentially new providers	<ul style="list-style-type: none"> <li>• Assist companies with permitting and locating facilities for high speed internet.</li> </ul>
<b>Broadband</b>	GCI, Nushagak Co-operative	<ul style="list-style-type: none"> <li>• Improve and expand access to Internet for all private and commercial users.</li> <li>• Use the Internet as an economic development tool.</li> </ul>
<b>Other Basic Infrastructure</b>		

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Public restrooms &amp; showers</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Summer use only at harbor.</li> <li>• Needed in downtown area; currently the Sifsof Building (private) and local stores are pressured to provide this, which results in conflicts Explore ways to do oversight and maintenance, to prevent vandalism and maintain safe and hygienic condition.</li> </ul>
<b>Post Office</b>	United States Postal Service	<ul style="list-style-type: none"> <li>• Located in center of downtown; large parking area with poor pedestrian linkages to nearby facilities.</li> <li>• Poor parking flow, no safe inlet and outlet for vehicle traffic.</li> <li>• Explore options for improving the parking here.</li> <li>• Coordinate with D street improvements and paths.</li> </ul>
<b>Road &amp; Maintenance Equipment</b>	City of Dillingham, State of Alaska DOT/PF; Curyung Tribe IRR program	<ul style="list-style-type: none"> <li>• City of Dillingham and ADOT/PF maintain shops for road and maintenance equipment and share responsibility for road maintenance (see Transportation chapter).</li> <li>• Establish an inventory and assessment process to adequately budget for equipment maintenance and replacement (see Transportation chapter).</li> </ul>
<b>Cemeteries</b>	Wood River Cemetery; Second Avenue West Cemetery; Evergreen Memorial; Russian Orthodox; Olsonville.	<ul style="list-style-type: none"> <li>• Need additional sites.</li> <li>• Survey and design new cemetery off of Lake Road.</li> <li>• Need to Identify and build access road to new cemetery off of Lake Road.</li> <li>• Work with FAA and ADOT to identify options for Evergreen Cemetery.</li> <li>• Survey and map Kakanak cemetery.</li> </ul>
<b>Services &amp; Facilities</b>		
Public Safety		

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Fire EMS / Search &amp; Rescue</b>	Dillingham Volunteer Fire Department & Rescue Squad	<ul style="list-style-type: none"> <li>• Develop a Youth Rangers program to engage youth in emergency response and provide training to youth in SAR, emergency medicine and other skills (see Community Wellness chapter).</li> </ul>
<b>Downtown Fire Station</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Needs to be replaced.</li> </ul>
<b>Health &amp; Human Services</b>		<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Hospital &amp; Primary care clinic</b>	Bristol Bay Area Health Corporation	<ul style="list-style-type: none"> <li>• Identify a site for eventual replacement of hospital facility located closer to downtown (see Land Use chapter).</li> <li>• Outpatient clinic is over capacity and needs to be expanded.</li> <li>• Private physician's practice operating from office on Lake Road.</li> </ul>
<b>Nitaput Child Advocacy Center</b>	Bristol Bay Area Health Corporation	
<b>Public Health Center</b>	State of Alaska	<ul style="list-style-type: none"> <li>• Facility in downtown next to City Hall that offers preventive health services; confidential family planning services.</li> </ul>
<b>Dental clinic</b>	Bristol Bay Area Health Corporation	<ul style="list-style-type: none"> <li>• Out of compliance with current code; needs to be replaced.</li> </ul>
<b>Marrulut Eniit Assisted Living Facility</b>	BBHA	<ul style="list-style-type: none"> <li>• Concern about available workforce and ability to house Elders with higher needs (see Economic Development chapter).</li> <li>• Research methods of raising revenue for it.</li> </ul>
<b>Animal Care/Control</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Research and investigate how to provide a facility and fund it.</li> </ul>
<b>Jakes Place</b>	Bristol Bay Area Health Corporation	
<b>Mental Health Facility</b>	Bristol Bay Area Health Corporation	
<b>Community Health Center</b>	Bristol Bay Area Health Corporation	<ul style="list-style-type: none"> <li>• Sliding fee scale primary care.</li> <li>• Work with BBAHC to site a new clinic downtown.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Therapeutic Group Home</b>	Alaska Family Services	<ul style="list-style-type: none"> <li>Operated by Fairbanks-based organization.</li> </ul>
<b>Family Services, Elder Services, Disability Services, Land Management</b>	Bristol Bay Native Association	
<b>Foster homes</b>	Multiple	<ul style="list-style-type: none"> <li>Great need for more foster homes, particularly with Alaska Native families.</li> </ul>
<b>Homeless Shelter</b>	None	<ul style="list-style-type: none"> <li>Currently, no place to house homeless men; public inebriates currently go to jail or hospital.</li> <li>This should be part of a longer term strategy to combat binge drinking and reduce the presence of public inebriates in downtown area and other public places.</li> </ul>
<b>Hospice and Home Health Care</b>	None	<ul style="list-style-type: none"> <li>Need.</li> </ul>
<b>Independent Living Services (for people with disabilities)</b>	Bristol Bay Native Association	<ul style="list-style-type: none"> <li>Personal care attendants.</li> </ul>
<b>Senior Center</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Facility needs renovation.</li> </ul>
<b>Potato House</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Currently vacant; lease will provide additional revenue for Senior Center.</li> </ul>
<b>Affordable Housing</b>	Bristol Bay Housing Authority, City, Tribe, Bristol Bay Area Health Corporation	<ul style="list-style-type: none"> <li>Increase number of units and improve quality of housing for teachers, health professionals, young adults, Elders; locate close to downtown, jobs, shops (see Land Use, Housing chapter).</li> </ul>
<b>Supportive Housing</b>	None	<ul style="list-style-type: none"> <li>Attract a provider for respite care.</li> </ul>



SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Workforce Development</b>	Bristol Bay Native Association, BB Campus	<ul style="list-style-type: none"> <li>• Consult with workforce development and UAF BB Campus prior to projects to make sure that workforce is alerted and able to respond to projects by getting advance training if necessary.</li> </ul>
<b>Community Services</b>		
<b>Greenhouse &amp; Community Garden</b>	None in operation	<ul style="list-style-type: none"> <li>• Farmer's Market is small but very popular; interest in locally grown food as part of increasing sustainability; possible use for waste heat resources: commercial growing operation (see Energy chapter).</li> <li>• Community gardens in one site or scattered sites to encourage growing; UAF starting a horticulture program.</li> <li>• Senior Center very interested in expanding its community garden.</li> <li>• School and City involvement in greenhouse.</li> <li>• City Landscaping in conjunction with greenhouse.</li> </ul>
<b>Commercial kitchen</b>	None	<ul style="list-style-type: none"> <li>• Use as a business incubator, fisheries-related.</li> <li>• Include as part of another facility.</li> <li>• Explore a collaboration for this.</li> </ul>
<b>KDLG Radio</b>		<ul style="list-style-type: none"> <li>• Includes studio, radio tower and transmitter.</li> <li>• Involve youth in more production for air.</li> <li>• Explore avenues for having live volunteer programs.</li> <li>• Explore potential for volunteer coordinator.</li> </ul>
<b>Community Churches</b>	Russian Orthodox; Catholic; Seventh Day Adventist; Moravian; Assembly of God; Baptist; Trinity Lutheran; Dillingham Bible; Latter Day Saints	
<b>Parks &amp; Recreation</b>		

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Wood River Boat Launch</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Concerns about safety and silting in this area (see Waterfront chapter).</li> <li>Plan renovation of the boat launch.</li> <li>Develop cost estimate and design.</li> <li>Carry out user survey to support funding applications.</li> <li>Identify several types of funding.</li> <li>Improve the boat launch with amenities for visitors and fishers.</li> </ul>
<b>Hockey Rink</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Located in downtown; maintenance all volunteer; needs upgrade and more consistent upkeep; great resource.</li> <li>Convert this to a year-round facility by adding a roof.</li> </ul>
<b>Historic Carlson House</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Possible site for a downtown park (see Land Use chapter).</li> </ul>
<b>Library &amp; Museum</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Library getting a lot of use from school-age children afterschool.</li> </ul>
<b>Community Center</b>		<ul style="list-style-type: none"> <li>No central gathering place currently exists; Harvey Samuelsen Center is proposed for downtown – needs owner &amp; operator.</li> <li>Develop a community school and make school available after hours – secure Community Schools funding.</li> </ul>
<b>Youth Center</b>	Dillingham Christian Youth Center; Boys & Girls Club	<ul style="list-style-type: none"> <li>Current facility well-used by youth, needs to be expanded.</li> </ul>
<b>Bike Trail, Waterfront Trail &amp; downtown parks</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Improve linkages between trails and green spaces, signage, more parks downtown (see Transportation chapter).</li> </ul>
<b>Swimming Pool</b>		<ul style="list-style-type: none"> <li>Much needed for physical recreation and water safety training.</li> </ul>
<b>Indoor fitness center</b>		<ul style="list-style-type: none"> <li>Much needed for physical recreation.</li> <li>Could be a private business or a partnership with private operator.</li> </ul>
<b>Skate Park, BMX park &amp; Motorcross area</b>		<ul style="list-style-type: none"> <li>Youth priorities.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
<b>Playing fields</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Area where old airstrip is located in downtown, possible site for improved playing fields for school and public use.</li> <li>• Landscape and improve ball fields.</li> </ul>
<b>Shotgun &amp; rifle shooting ranges</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• State Troopers, local police officers, and local fish and wildlife/game personnel use range for qualifying shooting and training.</li> <li>• The Gun Club hosts events (both recreational and instructional) at both ranges, and stores equipment there.</li> </ul>
<b>Education</b>		
<b>Valerie Larson Family Resource Center (childcare &amp; Head Start)</b>	Bristol Bay Native Association	<ul style="list-style-type: none"> <li>• Toddler Center is run by Dillingham City Schools but in need of additional funding to continue.</li> <li>• Head Start at capacity with waiting list for program.</li> <li>• Also houses BBNA's Social Services programs.</li> </ul>
<b>Elementary School</b>	Dillingham City Schools	
<b>Middle / High School</b>	Dillingham City Schools	<ul style="list-style-type: none"> <li>• Might be good site for boarding students from around the region (see Community Wellness chapter).</li> <li>• Dillingham Hotel potential site for boarding home for students.</li> </ul>
<b>Vocational Training</b>	BBNA, UAF / BB Campus	
<b>College</b>	UAF / BB Campus	
<b>Southwest Region School District HQ</b>	Southwest Region School District	
<b>Dillingham Alternative School</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Needs facility.</li> </ul>
<b>Territorial School Building</b>	City of Dillingham	<ul style="list-style-type: none"> <li>• Currently used for rental housing.</li> <li>• Needs sprinkler system and other improvements.</li> </ul>

SERVICE	CURRENT PROVIDER	ISSUES/NOTES/NEEDS
Governance		
<b>City Hall</b>	City of Dillingham	<ul style="list-style-type: none"> <li>Needs weatherization, maintenance, siding and new boiler.</li> </ul>
<b>Curyung Tribal Council Building</b>	Curyung Tribal Council	
<b>Ekuk Tribal Council</b>		
<b>State Legislative Information Office</b>	Kongigatuk Bldg	
<b>Federal Offices: USFWS, USDA</b>	Kongigatuk Bldg	

# IMPLEMENTATION

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## Introduction

This chapter presents an approach for using the goals and objectives identified in this plan to guide future community actions. Specific topics covered in this chapter include:

- Governance
- Fiscal Health
- Setting Priorities for Action
- Process to Evaluate and Update Plan

*Overarching Goal:* The goal of this Comprehensive Plan is to provide a starting framework for action. The plan set out near and longer term<sup>38</sup> actions by the City and other individuals, organizations and agencies leading to tangible outcomes that improve community life. The City will work with residents, businesses and other community organizations to demonstrate leadership and respond to the community's call to action as defined in the plan.

## Goals, Objectives + Strategies

**GOAL 1: Continue to look for ways to understand and to increase the City's ability to meet community needs and to raise the level of accountability of local governance to residents, for example, by increasing human and financial resources, equipment and facilities and by inviting community engagement.**

**Objective 1A:** Continue the momentum built during the update of the comprehensive plan to engage citizens and community organizations in the City's work and clearly communicate intended next steps.

Strategies:

1. City Council and Planning Commission will engage the community on an annual basis to set clear, realistic and publicly supported priorities for action. Monitor progress, meet targets and share results with the community.
2. Provide consistent enforcement of City laws and ordinances, particularly of regulations that govern highly visible problems.
3. Hold ceremonies to recognize significant contributions to the community.

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<sup>38</sup> "Near term" as used here is intended to signify actions that should happen in the next 3 years.

Objective 1B: City Council and administration work to strengthen partnerships in order to identify and carry out priority community projects.

Strategies:

1. Review and if appropriate refine the City-Tribe Memorandum of Understanding. Clarify roles and responsibilities; define protocols for communication, collaboration and coordination.
2. Strengthen collaboration between the City and regional non-profit organizations based in Dillingham to facilitate and coordinate the delivery of facilities and services needed such as:
  - Establish a Land Use Working Group that includes the City, Curyung Tribal Council, BBNA, Choggiung Limited, Nushagak Cooperative, and other stakeholders to improve land management tools and coordinate land management and subdivision design and development (Land Use Objective 8A).
  - Develop a “Waterfront Task Force” composed of key landowners and users, for example, Delta Western, Peter Pan, Curyung and Ekuk Tribes, BBEDC, Bristol Alliance Fuels, barge owners and ,the Port Advisory Committee, to develop an integrated approach to industrial site development, open space and recreation uses, training facilities, and overall waterfront management. This might be an expansion of the existing City Port Committee (Waterfront Objective 3A).
  - Identify key people and resources to be the core of a Dillingham Trails Committee (Transportation Objective 3A, strategy 1).
  - Establish a structured protocol between the City, the Curyung Tribe and the State, to work together each year to plan, implement and maintain transportation projects, working with other parties with a stake in transportation issues (Transportation Objective 1A)
3. Support youth organizations such as the Rural Alliance for Teens (RAFT and LAYC (Leadership- Assets Youth Coalition); consider adding a youth representative to the Dillingham City Council.

Objective 1C: Strengthen Dillingham’s role as a regional hub by building stronger, mutually beneficial relationships with other communities and other landowners in the region.

Strategies:

1. Engage with regional non-profits, natural resource related advisory councils, surrounding villages and state and federal land owners to better understand and meet community and regional needs, for example:
  - Partner with a regional and local business council to work on a regional scale to market travel and business opportunities

- Participate in BBNA’s Comprehensive Economic Development Strategy on shared regional projects, for example, energy or transportation, and annually identify shared, regional legislative priorities
  - Land Use and fish and game regulatory issues
2. Explore the costs and benefits of regional approaches to governance issues with surrounding communities, tribes and regional corporations,

**GOAL 2: City Administration will continue to evaluate the resources available to the City to maintain and meet future community needs, and to match City capacity to better meet future community responsibilities.**

Objective 2A: Identify options for restructuring City services to save money, increase efficiency and improve quality of services.

Strategies:

1. Assess the feasibility of merging Dillingham City School District with Southwest Regional Schools to share costs and provide hub services
2. Evaluate potential, and benefits and costs of becoming second class city and/or forming or joining a borough

Objective 2B: Secure new and sustainable sources of City revenue.

Strategies:

1. Continue to assess the feasibility and quantify the potential economic benefits of annexing the Nushagak District to collect raw fish taxes.
2. Annually, through the budget process, evaluate the existing fee schedule for City permits and other actions; ensure fees are adequate and equitable. Establish a system for regularly updating City fees.
3. Explore avenues for raising revenue other than taxes, e.g., leases on city property.
4. Develop a strategy for raising and keeping current the federal payment in lieu of taxes (PILT) program, to ensure that it is on par with current taxation. (“PILT” is a federal program that partially compensates local governments for the lack of taxes being paid on land within their boundaries in various federally designated, non-taxable categories).
5. Develop a process for updating the property records monthly to keep up with property ownership changes
6. Advocate for changing the State Education funding formula to establish equity in the areas of capital improvements and teacher retention to reflect true cost of living.
7. Explore the impact of changes in state employee benefits on the community.

Objective 2C: Support the development of renewable energy and natural resources that will not adversely impact fish and wildlife populations and habitats

Strategies:

1. Support the return of authority to coastal resource service areas (CRSA) for information and review of local development projects.
2. Determine the costs and benefits to the City of any planned resource extraction. Use leverage with permitting requirements to secure revenues for the City.
3. Promote eco-tourism.

Objective 2D: Explore issues and options tied to land ownership in Dillingham, which includes a substantial percentage of land in federal and other restricted categories.

Strategies:

1. Work with the Curyung Tribe, Choggiung Ltd., BBNA and others to better understand the consequences of the large percentage of land within the community being in federal and other restricted categories; better understand impacts on development, access, and other issues.
2. Investigate how this issue has been handled in other Alaskan communities.

### **GOAL 3: Develop practical approaches to setting priorities for plan goals.**

*Background:* The goals and objectives in the comprehensive plan present a vision of the future as articulated by the people of Dillingham, and compiled through the City's planning process. Those who helped develop the plan now need to work collaboratively to reach the plan's goals. The plan is not an attempt to direct other organizations, but a statement of what the community as a whole believes is important. It provides a starting point for shared action.

Objective 3A: Establish a defined strategy to set priorities for action, based on clear, explicit criteria. Material below presents initial suggestions for these criteria, and suggestions of actions that would fall under each.

*Criterion 1:* Actions for which the need is clear and public support is broad.

Example:

- Map existing trails and work with landowners to reserve easements.

*Criterion 2:* Conditions that trigger near term private sector investment.

Example:

- Availability of land for fishery related facilities.
- Development of a fish processing facility at the City Dock.
- Expansion of the water and sewer system to serve new subdivisions or fish processing facilities.



*Criterion 3:* Relatively inexpensive actions that produce widely supported, tangible benefits

Example:

- Partner with downtown businesses to improve the appearance of specific downtown buildings and/or public spaces.

*Criterion 4:* Actions to resolve controversial issues.

Example:

- Educate the public to begin to change community norms surrounding alcohol use.
- Work with the State of Alaska to protect water quality by defining and enforcing rules for on-site septic and well systems.
- Strengthen code enforcement.

*Criterion 5:* Actions that develop and strengthen partnerships.

Example:

- Encourage the construction of affordable rental housing in downtown Dillingham citing properties that could be developed.
- Creating several new working groups, to carry forward plan recommendations, including groups to work on waterfront, land use and trails issues.

*Criterion 6:* Actions that increase the City's capacity to provide needed services.

Example:

- Complete process to start receiving raw fish tax revenue.

*Criterion 7:* Actions that can be accomplished quickly (within a year) after plan adoption.

### **Role of City Council in Plan Implementation**

It is important to emphasize that the City Council makes the final decisions on specific timing of actions to reach the goals identified in this plan. The prioritizing criteria and specific suggestion actions at left, and the implementation tables at the back of each chapter, provide a starting point for Council decisions.

### **Role of the Planning Commission in Comprehensive Plan Implementation**

The planning commission plays a pivotal role as an intermediary between the general public and the City Council, helping to understand public interests and to draft public policy building from the framework of an adopted Comprehensive Plan. On a number of critical topics – for example, water and sewer policy, subdivision design, trails and open space – the Comp Plan establishes general intentions, but the final specific policy will need to be crafted and implemented by the Planning Commission, working with City staff, and approved by the City Council. (*See intro chapter for more specific PC responsibilities*)

### **Role of the Public & Local Organizations in Comprehensive Plan Implementation**

A comprehensive plan is ambitious collection of broad goals and near and long term actions, affecting virtually all aspects of community life. This is not a plan for “other people” to implement; implementing plan goals – which were identified by community members – will now require the community's active, ongoing cooperative involvement.

The tables at the back of each chapter identify actions are the direct responsibility of the City of Dillingham and the many actions that will only happen with active participation of other entities, including non-profit organizations, businesses, and volunteers.

**Objective 3B:** Prepare and regularly update a strategic plan, building from the Comprehensive Plan.

1. City Council and Department heads together develop a strategic plan – a realistic list of priority actions and the responsibilities and resources required to achieve them.
2. The strategic plan is reviewed with the public, and refined as needed and approved.
3. The strategic plan is incorporated into City work plans and guides annual work by each City Department.

**Objective 3C:** Monitor progress towards Comprehensive and Strategic Plan goals.

Strategies:

1. Develop a set of indicators for each policy chapter of the comprehensive plan and determine how each will be measured. This should be a short, representative list that will provide a dashboard of results on a regular basis.
2. Conduct annual on-line community surveys, analyze the results, and compare year to year to help define priorities for action.

**GOAL 4: Plan Revision: provide for a clear schedule and process for revising the Comprehensive Plan.**

A comprehensive plan is intended to be a long-range planning document, guiding growth and development over 20 years or more. However, as a dynamic document in a rapidly changing world, the plan needs to be open to change in the ways outlined below.

Process for amendments to specific plan policies:

- A minor change is a change that does not modify or add to the plan’s basic intent, and that serves only to clarify the plan, make it consistent, facilitate its implementation, or make technical corrections. Such changes can be recommended by the administration or public, and approved by the Planning Commission.
- An amendment permanently changes the plan by adding to or modifying the basic intent. Such changes can be recommended by the administration or public, reviewed by the Planning Commission, and approved by City Council.

Process for regular plan updates:

- The plan needs to be updated every five years. The Comprehensive Plan should be reviewed after five years by the City Council to determine which goals and objectives have been accomplished and which may need to be revised, added or deleted.