

**CITY OF SAND POINT**  
**COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN**

**PREPARED FOR  
THE CITY OF SAND POINT**

**PREPARED BY  
URS Corporation  
2700 Gambell Street, Suite 200  
Anchorage, Alaska 99503**

**September 2004  
Project No. 26219646**

## **Acknowledgments**

The project team would like to take this opportunity to thank the people who helped bring this project together, including:

- Glen Gardner Jr., Mayor
- Paul Day, City Administrator
- David Herman, Councilman
- Crystal Carlson, City Clerk
- Qagan Tayagungin Tribe
- Pauloff Harbor Tribe
- Unga Tribe
- Aleutians East Borough

We would also like to send a special thanks to the citizens of Sand Point who participated in the planning process. Without their assistance, this project would not have been possible.

This plan was produced in part with Mini-Grant Assistance funds made available through the Alaska Department of Community and Economic Development and the U.S. Forest Service.

# Table of Contents

1.0	Introduction.....	1
1.1	Purpose of the Sand Point Comprehensive Community Development Plan .....	1
1.2	Sand Point Planning Process .....	2
1.3	Other Plans Affecting the Planning Area .....	2
1.4	Sand Point's Vision and Values .....	4
2.0	Goals and Objectives .....	5
2.1	Economic Development.....	5
2.2	Land Use .....	7
2.3	Public Facilities.....	10
2.4	Transportation .....	13
3.0	Background Information .....	15
3.1	Physical Setting and Environment .....	15
3.1.1	Topography and Natural Features.....	15
3.1.2	Climate .....	15
3.1.3	Geology and Soils .....	15
3.1.4	Hydrology .....	16
3.1.5	Natural Hazards .....	16
3.1.6	Vegetation .....	16
3.1.7	Fish and Wildlife .....	16
3.2	People and History .....	17
3.2.1	Subsistence .....	17
3.2.2	Population Characteristics.....	18
3.2.3	Population Projections.....	21
3.2.4	Housing .....	22
4.0	Sand Point Comprehensive Community Development Plan Elements.....	24
4.1	Introduction.....	24
4.2	Economic Development.....	24
4.2.1	Employment and Income.....	24
4.2.2	Tourism .....	25
4.2.3	Oil and Gas Exploration.....	26
4.2.4	Commercial Fishing Revitalization.....	26
4.2.5	Local and Regional Emergency Response Services .....	28
4.2.6	General Economy.....	28
4.2.7	Municipal Finance.....	29
4.3	Land Use .....	32
4.3.1	Land Ownership .....	32
4.3.2	Existing Land Use.....	32
4.3.3	Future Land Use Needs .....	33
4.3.4	Land Use Plan .....	34
4.4	Public Facilities.....	36
4.4.1	Public Administration .....	36
4.4.2	Cultural Facilities .....	36

4.4.3	Public Safety .....	36
4.4.4	Utilities.....	37
4.4.5	Health and Social Services.....	39
4.4.6	Cemetery .....	40
4.4.7	Education .....	40
4.4.8	Parks and Recreation .....	41
4.5	Transportation .....	42
4.5.1	Road System.....	43
4.5.2	Trail System .....	43
4.5.3	Air Transportation .....	43
4.5.4	Marine Transportation .....	44
4.5.5	Regional Transportation .....	46
4.6	Capital Projects .....	46
5.0	Cooperative Partners.....	47
5.1	Funding Sources .....	48
6.0	Implementation .....	49
6.1	Economic Development.....	49
6.2	Land Use .....	51
6.3	Public Facilities.....	52
6.4	Transportation .....	54
7.0	References .....	56

## APPENDICIES:

Appendix A:	Maps
Appendix B:	Small Business Development Resources
Appendix C:	Funding Sources

## **List of Acronyms**

AEB	Aleutians East Borough
ANCSA	Alaska Native Claims Settlement Act
ANTHC	Alaska Native Tribal Health Consortium
BIA	Bureau of Indian Affairs
CCDP	Comprehensive Community Development Plan
CMP	Coastal Management Plan
DCED	Alaska Department of Community and Economic Development
DOT&PF	Alaska Department of Transportation and Public Facilities
EMS	Emergency Management Services
IFQ	Individual Fishing Quota
O/M	Operations and Maintenance
STIP	Statewide Transportation Improvement Program



## 1.0 INTRODUCTION

### 1.1 PURPOSE OF THE SAND POINT COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN

Under the requirements of Alaska Statute 29, certain types of municipal governments must exercise their planning powers, and are required to prepare and adopt a comprehensive plan. The 1981 *Sand Point Comprehensive Plan* provided Sand Point residents and public officials with a policy document to guide development decisions for the Sand Point area. It also provided a vision, or an expression of local desires, for future growth. In the time since that plan was adopted, the City has experienced an increase in population and development, followed by a leveling-off period as the fishing industry has changed. Sand Point is a community in transition. The decline of the salmon fishing industry that has been the mainstay of the Sand Point fleet, has greatly affected all aspects of life in the community. Residents are now looking for alternative sources of economic revitalization.

The purpose of comprehensive planning is to anticipate future needs of a community and promote the kind of economic development, facilities, and infrastructure that a community desires. Many communities in Alaska have evolved through the independent building and land improvement decisions of individuals, private companies, and public agencies. This type of development does not always result in the development pattern and living environment resident's desire. Sand Point has initiated several other plans to assess future needs, such as the *Economic Development Strategy*, *Sewer and Wastewater Feasibility Study*, *Bulk Fuel Economic Feasibility Study*, and *Harbor Land Use Plan*.

What can a Comprehensive Community Development Plan (CCDP) accomplish for Sand Point? A CCDP should forecast and set community priorities for future land use, housing needs, and improvements to public facilities and services. Many state and federal agencies have specific requirements regarding comprehensive plan updates for communities to be considered for funding opportunities. The Sand Point CCDP planning process considered these requirements, and does fulfill the requirements of most federal and state agencies. Public agencies use a CCDP as a guide when determining the best location of schools, parks, streets and other public improvements. A CCDP enables a community to reserve land necessary for public uses in advance of rising costs or competing land use. By analyzing community needs and setting priorities, an adopted CCDP supports requests for state and federal funds for infrastructure development. It should be used as a guide to individuals and private companies when making investment and development decisions, or whenever questions affecting development within the community arise.



This plan is a compilation of goals, objectives, implementation actions, and maps for guiding the physical, social, and economic development, both private and public, of Sand Point. It provides the residents with a method of analyzing past development and influencing the future outlook of their community. Information about Sand Point, including its economy, land use, public facilities and transportation facilities is collected and analyzed. Projections of community growth and future needs are made. Through citizen participation, community goals and objectives are identified. Recommended actions for land use, economic development, housing, public facilities and transportation facilities are developed based on these goals and objectives.

Planning should be a continual process. This CCDP is based on information available at a particular time. In the future, new developments may occur or the needs of the community may change, requiring a revision to the CCDP. This plan has been written and bound so that sections can easily be updated as necessary.

## **1.2 SAND POINT PLANNING PROCESS**

Project consultants visited Sand Point in May 2004, to determine community priorities and update the status of issues and needs. A community meeting and many individual meetings were held during the May site visit. The findings of this visit, along with recent Sand Point planning documents, helped frame the topics addressed by the CCDP, and have been used to develop the Goals and Objectives.

A second site visit occurred in July 2004 to review the Draft Sand Point CCDP during a community meeting. Additional implementation items (see Section 6.0) were added as a result of this meeting.

## **1.3 OTHER PLANS AFFECTING THE PLANNING AREA**

There are a number of regional and local plans that have a bearing on the Sand Point CCDP. Some plans provide further detailed direction on specific topics, such as economic development, and are referenced in the CCDP. Other plans have explicit jurisdictional or programmatic requirements, and are the most appropriate avenue for certain types of actions. These plans include:

- **Wastewater System Improvement Plan, 2004** – Supported by a grant from the Alaska Department of Environmental Conservation, this plan provides recommendations for improving the condition of Sand Point's wastewater system. It provides a current status analysis of existing facilities, and evaluations of improvement alternatives, including associated capital costs.



- **Sand Point Harbor Land Use Plan, 2003** – Sponsored in part by a mini-grant from the Alaska Department of Community and Economic Development and the Denali Commission, this plan assesses existing conditions in and around the harbor, suggests alternative harbor land use development proposals, and develops an implementation plan, prioritizing the requirements and generating rough order magnitude costs. The Sand Point CCDP incorporates elements of this plan and references it in several areas.
- **Sand Point Economic Strategy Plan, 2002** – Sponsored by the three tribal governments in the Sand Point area (Qagan Tayagungin, Paulof Harbor, and Unga), this plan presents economic planning trends, identifies community strengths and weaknesses, and outlines issues, goals, objectives, and implementation actions for the cooperative who participated in the planning process. The Sand Point CCDP incorporates elements of this plan and refers to it for more detail related to economic development actions.
- **Aleutians East Borough Coastal Management Plan** – The Aleutians East Borough (AEB) administers a district coastal management plan (CMP) that provides guidance to development taking place in coastal areas of Sand Point. This plan is primarily implemented through state and federal permits. As with all other district CMPs in Alaska, the program policies are currently being reassessed due to legislatively mandated changes in the state coastal management program.
- **Statewide Transportation Improvement Program (STIP)** – The STIP is an annual statewide transportation planning process that is used to establish priorities for state and federal transportation project funding. Sand Point is included in the current STIP for road improvements (Airport Access Road, Nagai Avenue, Red Cove Road, and Humboldt Lane), and for rehabilitation of the harbor access road.





## **1.4 SAND POINT'S VISION AND VALUES**

### Community Vision

The community's vision for Sand Point includes: providing for a diverse economy that strengthens commercial fishing opportunities for residents, and utilizing increased aviation and marine transportation capacities and community partners; creating educational and recreational opportunities for youth and adults; maintaining an appreciation of local history and culture; and a healthy community that values its local environment.

### Community Values

Sand Point is a community that values hard work, independence, and protection of fishing opportunities. Residents of Sand Point value a safe environment in which their children can flourish and build a future. The community's healthy natural environment and clean appearance are components that residents wish to maintain. Sand Point residents are willing to accept the challenges of change they are now facing, and use community resources and manpower to help the community transition and diversify into a new phase of growth and development.





## 2.0 GOALS AND OBJECTIVES

The Sand Point CCDP consists of the following elements: Economic Development, Land Use, Public Facilities, and Transportation. The goals and objectives outlined in this plan reflect individual and public meetings held with residents of Sand Point, and goals and objectives incorporated from other recent Sand Point planning efforts. They serve as a guide for the future growth and development of the City of Sand Point. The following list is presented in a thematic sequence, and is not intended to convey that any one goal is more or less important than another.

These goals provide direction for the CCDP, and are addressed within various elements of the Plan. However, in the implementation phase, the community needs to give further consideration to the prioritization of these goals, and the objectives within each goal.



For specific action or implementation items related to the following goals and objectives, see Section 6.0, Implementation.

### 2.1 ECONOMIC DEVELOPMENT

The following goals and objectives include several from the *Sand Point Economic Development Strategy Plan* and from Sand Point community meetings.

#### **GENERAL**

##### **GOAL A: Diversify the economy of Sand Point**

###### **OBJECTIVES:**

- Develop new fisheries and fish products
- Develop, market, and produce value-added products
- Expand commercial quarrying operations to provide products regionally
- Expand and develop tourism opportunities



- Support development of Sand Point as a logistics center supporting economic activities in the Aleutians East Borough
- Support Sand Point as a regional center for fish processing

**GOAL B: Create employment opportunities and maintain the population of the community**

**OBJECTIVES:**

- Utilize new airport and harbor capacities by seeking new markets for Sand Point seafood products
- Increase opportunities for value-added fish processing

**GOAL C: Maintain community infrastructure and services to support economic development**

**OBJECTIVES:**

- Support development of Sand Point as a support center for oil and gas exploration
- Support Sand Point's development as a regional logistical hub for responding to natural, technological, or economic emergencies

**GOAL D: Build a partnership between residents, fishermen, government, tribes, corporations, and businesses**

**OBJECTIVES:**

- Become less dependent on fisheries
- Attract services that have been lost back to the community
- Stabilize the local economy to keep people in the community long-term
- Pursue port and harbor improvement projects
- Evaluate office space and housing availability
- Assist development of marine support services by providing waterfront lands, utility services, and boat repair facilities
- Implement the recommendations of the *Wastewater System Improvement Plan*
- Identify training funds and programs for Sand Point workforce, including school vocational programs, and develop a program to increase workforce training and education
- Support small business training for local entrepreneurs
- Support development of web-based services and businesses
- Evaluate the feasibility of developing a local arts and crafts cooperative



## **FISHERIES**

### **GOAL A: Revitalize commercial fisheries in Sand Point**

#### ***OBJECTIVES:***

- Change the community/processor and fishermen/processor relationship
- Evaluate developing local mariculture
- Pursue harbor improvement funding to benefit local and regional fishermen
- Ensure that areas are identified in the harbor area to serve fishing related needs and activities, including additional fish processing capability
- Ensure that utility service is available in the harbor area to support fishing activities
- Utilize the increased capacity of the airport and harbor to provide greater volumes of processed seafood more rapidly to markets

## **TOURISM**

### **GOAL A: Expand the tourism industry in Sand Point to create additional economic development opportunities**

#### ***OBJECTIVES:***

- Provide areas and utility service in the harbor area to support development of the charter boat market and industry
- Support increasing and improving visitor accommodations
- Promote local and regional tourist resources and opportunities
- Create and maintain a website for the City of Sand Point
- Encourage practices at the fish meal plant that reduce odors from meal processing (impacts on economic development, i.e. tourism)

## **2.2 LAND USE**

### **GOAL A: Ensure that adequate lands exist in appropriate locations to meet various land use needs of the community in response to anticipated populations and economic needs**

#### ***OBJECTIVES:***

- Direct appropriate public facilities to the community core area
- Prepare a plan for upgrade and expansion of community water and sewer systems



**GOAL B: Minimize public costs associated with land development**

**OBJECTIVES:**

- Encourage development within areas of scattered and sparse development and where there are a large number of vacant lots with road and utility connections
- Continue and coordinate use of programs available to cooperative partners, such as the Bureau of Indian Affairs (BIA) Indian Roads program

**GOAL C: Improve and maintain the appearance of the community**

**OBJECTIVES:**

- Encourage good quality construction within the City of Sand Point planning area
- Demolish and remove buildings that have deteriorated to a dangerous or hazardous condition
- Develop a standardized system of informational signage. Informational signage should include such things as location of various facilities; recommendations for disposal of solid waste materials; and general information about allowed uses within the area
- Coordinate all current efforts to continue a community cleanup program
- Outdoor storage of materials hazardous to health and safety should be regulated

**GOAL D: Protect the natural environment in land use development**

**OBJECTIVES – Ground and Surface Water:**

- Ensure that all development includes adequate sanitary wastewater disposal facilities by promoting proper installation and maintenance of on-site wastewater treatment systems
- Enforce standards and regulations for installation of wastewater disposal systems
- Utilize measures to minimize offsite drainage and siltation during construction activities, particularly near municipal water supply and anadromous fish streams
- Develop a water quality monitoring program as land use development increases

**OBJECTIVES – Shoreline and Nearshore Habitat:**

- Anticipate state and federal permitting requirements and design shoreline development to minimize habitat damage



## **RESIDENTIAL**

**GOAL A: Encourage development of low cost housing for elders and young families**

**OBJECTIVES:**

- Work with regional and local Alaska Native organizations to locate, fund, and develop low cost housing

## **COMMERCIAL**

**GOAL A: Ensure areas for commercial land use are adequate to meet anticipated needs**

**OBJECTIVES:**

- Encourage most commercial development to locate and remain within the community core area
- Regulate temporary/seasonal commercial activity within the planning area. Regulations should address such things as allowed duration and location of permitted activity

**GOAL B: Encourage the development of additional regional transportation for trade and recreational purposes**

**OBJECTIVES:**

- Encourage airport and airfield enhancements that support larger carriers, improving volume and timeliness of goods to regional or national markets

## **HARBOR**

**GOAL A: Incorporate goals from the *Sand Point Harbor Land Use Plan*.**

**OBJECTIVES:**

- Incorporate objectives from the *Sand Point Harbor Land Use Plan*



## **PUBLIC LANDS**

**GOAL A: Encourage management of City and tribal lands in support of community goals**

**OBJECTIVES:**

- Identify key lands within the planning area that should be reserved for important community purposes including public access, airport expansion, water supply, and bulk fuel facilities

## **2.3 PUBLIC FACILITIES**

**GOAL A: Provide an adequate level of service in the areas of public safety, cultural facilities, government administration, education, recreation, and utilities to meet public needs**

**OBJECTIVES:**

- Pursue setting up a community center within existing space
- Construct a new library, separate from the public school, and with adequate parking. Include it in the City's Capital Improvement Program
- Establishment of a museum should be considered at such time as there is adequate historical documentation
- Evaluate ways to protect documented historical sites for the benefit of residents and visitors
- Reconvene committee to discuss new cemetery location
- Include all road-accessible properties in fire service area
- Develop and implement a numbering system for Sand Point houses and businesses
- Support fire service needs (obtain equipment and gear) in the Capital Improvement Program
- Support fire service training programs
- Encourage the development of elder care and child care programs in the new clinic
- Support emergency medical services training programs
- Construct a logistical support facility for staging regional emergency response



**GOAL B: Protect the natural environment through use of public facilities and services**

**OBJECTIVES:**

- Upgrade community water, wastewater, and landfill facilities to minimize adverse impacts on the environment
- Continue efforts in the harbor area to encourage proper waste and waste oil disposal, and practices to minimize fuel and sewage spills

**EDUCATION**

**GOAL A: Increase opportunities for local employment**

**OBJECTIVES:**

- Encourage local hiring programs
- Support school facility improvements as needed
- Assess current vocational training programs in the schools, secondary education opportunities, and anticipate potential employment and training requirements that could arise from increased economic activity such as: harbor management, airport management, supply management, shipping, accounting, commercial banking, telecommunications, hospitality industry, web services, oil and gas operations, and mining operations

**GOAL B: Address nutritional needs of students**

**OBJECTIVES:**

- Develop and maintain a school breakfast program, and maintain and expand the school lunch program (through opportunities for low-income children)

**PARKS AND RECREATION**

**GOAL A: Expand recreation opportunities for residents and visitors**

**OBJECTIVES – General:**

- Publicly owned recreational sites should be identified and analyzed to determine their best use

**OBJECTIVES – Active Recreational Areas:**

- Develop neighborhood playgrounds with community input. Playground facilities should be available and accessible for use during non-school hours





***OBJECTIVES – Recreational Facilities and Activities:***

- Conduct a thorough analysis of recreational needs, activities as well as facilities, in order to determine amounts and locations of lands to be dedicated for those uses
- Involve the private sector in the provision of recreational facilities and activities
- Develop a separate trails plan for the Sand Point planning area. The plan should inventory all existing trails and their use and identify existing and future demands for trail use; trail standards; signage; trailheads; and other facility needs
- Research right-of-way for all trails identified as needed. Existing rights-of-way should be documented
- Combine trailheads and waysides where feasible; provide facilities (port-o-potties, rest areas, etc.) at popular trail heads

**UTILITIES**

**GOAL A: Ensure an adequate water supply for future economic and residential development**

***OBJECTIVES – Water Supply:***

- Investigate options to expand the water supply
- Develop a strategy to replace old water distribution pipes and reduce leakage of treated water
- Pursue construction of a new water treatment plant

**GOAL B: Incorporate goals from the 2004 Wastewater System Improvement Plan**

***OBJECTIVES – Sewer System:***

- Incorporate objectives from the *Wastewater System Improvement Plan*

**GOAL C: Develop efficient and alternative energy supply and distribution systems**

***OBJECTIVES – Electric System:***

- Install underground power lines in new residential and commercial development
- Investigate feasibility of developing wind generation facilities



**OBJECTIVES – Telephone:**

- Encourage expansion of telephone service within the planning area
- Encourage buried telephone lines within the planning area
- Improve local internet services

**OBJECTIVES – Solid Waste Disposal:**

- Ensure that the new landfill is operated efficiently
- Implement *Harbor Land Use Plan* recommendations regarding solid waste collection at the harbor

**OBJECTIVES – Post Office:**

- Support expansion and improvements as needed

## **2.4 TRANSPORTATION**

**GOAL A: Enhance the safety and efficiency of the transportation system, integrating aviation and marine transportation**

### **ROAD SYSTEM**

**GOAL A: Develop a safe and efficient road system within the planning area that enhances access to property; enhances access of goods and services between and among products and markets; generates economic opportunities for important destination points; and enhances emergency response and evacuation capability during natural disasters**

**OBJECTIVES – Improvement of Existing Road System:**

- Upgrade roads based on functional classification priorities
- Improve and maintain roads regularly to reduce maintenance costs
- Prioritize improvements for safety reasons, including addressing substandard curves, blind intersections and acute angle intersections, fixed-source lighting to improve safety, particularly at primary intersections and along the main thoroughfare within the business district
- Construct separated, non-motorized and pedestrian trails along primary roadways
- Install road name signs on all roads within the planning area
- Examine the roadway network for any additional required warning and regulatory signage
- Recommend that the harbor road realignment and rehabilitation projects be included in the STIP as a Sand Point priority



**OBJECTIVES – Expansion of Road System:**

- Expand the road system in a cooperative manner, using municipal/state funds, BIA Indian Roads funds, or by the private sector as a cost of private development
- Recommend that the harbor road projects be included in the STIP as a Sand Point priority, including road connections to the proposed new harbor

**AIR TRANSPORTATION**

**GOAL A: Ensure and enhance the future of air transportation in Sand Point by protecting and improving the existing airport and airfield surfaces, and by encouraging development of Sand Point as a regional hub**

**OBJECTIVES:**

- Expand the runway, improve taxiways and ramps, and upgrade navigational aids
- Protect and maintain approach zones in accordance with Federal Aviation Administration guidelines
- Control development near the airport approach zones

**REGIONAL TRANSPORTATION**

**GOAL A: Support regional development through marine and aviation transportation improvements within the community**

**OBJECTIVES:**

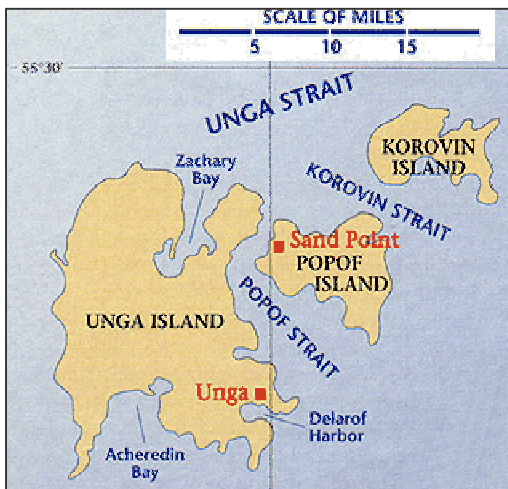
- Encourage regional transportation links
- Explore opportunities for Sand Point to be a regional logistical hub for trade and supplies





## 3.0 BACKGROUND INFORMATION

### 3.1 PHYSICAL SETTING AND ENVIRONMENT



The community of Sand Point is located on the northwestern shore of Popof Island, 570 air miles from Anchorage. Much of Sand Point is confined to a one-mile long, half-mile wide hilly peninsula extending into Popof Strait, forming Humbolt Harbor. On clear days, the town offers scenic views of neighboring Unga Island to the west and the mountains of the Alaska Peninsula 15 miles to the north. The area encompasses 7.8 square miles of land and 21.1 square miles of water.

#### 3.1.1 Topography and Natural Features

Popof Island, where Sand Point is located, is in the Shumagin Islands off the south coast of the Alaska Peninsula. Popof Island is volcanic in origin, much like the rest of the Alaska Peninsula. While it lacks the jagged mountain peaks that characterize the mainland, there are some small mountains on the island, with a maximum elevation of 1480 feet. Its shoreline is rocky and irregular, comprised primarily of cliffs and bluffs. There are few natural protected bays on the island; a manmade breakwater protects the existing boat harbor at the mouth of Humboldt Slough. Dark and light lava flows underlay the island (City of Sand Point 1981).

#### 3.1.2 Climate

Sand Point is located in the maritime climate zone. Temperatures can range from -9 to 76 degrees Fahrenheit. The annual average snowfall is 52 inches, and the average annual precipitation is 33 inches (DCED 2004).

#### 3.1.3 Geology and Soils

Soils found in Sand Point are generally a silty over burden layer lying on top of bedrock. Results of a recent geotechnical investigation near the intersection of Sand Point Road and Red Cove Road show the soil horizon to include 1-3 inches of organic material, 1.5-4.2 feet of silt with sand, 0.5-1.1 feet of weathered bedrock, followed by solid bedrock. These conditions are typical for the surrounding area as well.



There is no permafrost found in Sand Point. The depth of frost is typically less than five feet, and no major construction issues exist for excavating in the shallow soils and upper portions of the weathered bedrock (HDR 2004).

#### **3.1.4 Hydrology**

The development of groundwater supplies in the Sand Point area is limited by several factors including: lack of water-yielding deposits, availability of substantial amounts of surface water, and the costs involved in drilling wells in remote areas with sparse populations. In the Aleutian Chain, groundwater is believed to be limited to low-lying, fairly flat areas where alluvial or glacial deposits may contain water. Sand Point obtains its water from a reservoir on Humbolt Creek, and the water is then treated. Sand Point's groundwater, along with nearly all of the groundwater sampled in the Aleutians, has a dissolved solids content of less than 200 mg/L, which is generally acceptable for most uses, but may be corrosive to metals. A new water treatment plant will be operational in Sand Point by 2006.

#### **3.1.5 Natural Hazards**

Sand Point is currently involved in the hazard mitigation planning process. Flood potential for Sand Point is low, however tsunamis are possible. Severe weather represents a greater hazard to the area. The high frequency of cyclonic storms crossing the North Pacific can serve as a source of such storms in Sand Point. The region surrounding Sand Point is volcanically and seismically active. The City is in a high seismic zone, where earthquakes causing major structural damage are probable, and minor earthquakes are not uncommon (HDR 2004, City of Sand Point 1981).

#### **3.1.6 Vegetation**

The majority of the vegetation found on Popof Island is heath or dry tundra. This is composed of crowberry, labrador tea, Kinnikinnick, Alpine Bearberry, sedges, mosses, lichens, and grasses. Except for a few Sitka Spruce trees, the island is essentially treeless. Areas along the beach contain beach rye grass, beach arnica shrubs, alders, and low/prostrate willows (City of Sand Point 1981).

#### **3.1.7 Fish and Wildlife**

Natural wildlife on the island includes ptarmigan, fox, ermine, mink, and ground squirrels. Bison were introduced to the island by private individuals to serve as a meat source, and are now protected by the State. The herd currently consists of several hundred animals.



Marine mammals found in the waters around Popof Island include harbor seals, sea lions, sea otters, and several species of whale. Waterfowl, including sea ducks, are abundant. Other common bird groups include seabirds, geese, passerines, and raptors such as the bald eagle.

Local fisheries include salmon (chinook, coho, sockeye, and chum), Dolly Varden, trout, halibut, crab (king, Dungeness and Tanner), and shrimp. Humbolt Creek hosts runs of coho salmon and Dolly Varden (City of Sand Point 1981).

## **3.2 PEOPLE AND HISTORY**

The Shumagin Islands were most likely named after a Russian sailor, Mikita Shumagin. He became ill and died on Nagai Island in 1741, while exploring in the Pacific with Vitus Bering. Popof Island, where Sand Point is located, was named for Sila and Ivan Popof, who traded and hunted furs on the island from 1762 to 1763. This Russian influence is still evident in the community today. The St. Nicholas Chapel, a Russian Orthodox church, was built in 1933, and is now on the National Register of Historical Places.

Sand Point was founded in 1898 as a cod fishing station and trading post. Aleuts from surrounding villages, along with Scandinavian fishermen, were the first residents of the community (DCED 2004). The Aleuts are native to the Aleutian Islands and western portion of the Alaska Peninsula. Aleuts speak three mutually intelligible dialects and are closely related to the Eskimo in language, race, and culture. The Aleut population declined drastically under Russian domination. When the Russians first arrived, there were about 25,000 Aleuts throughout the Aleutian Islands, but by the end of the 20th century they numbered only about 2,000 (Aleutians Home 2004).



During the early 1900s, Sand Point served as a repair and supply center for gold mining on nearby Unga Island. However, by the 1930s, fish processing became the dominant activity (City of Sand Point 1981, URS 2002). Sand Point was incorporated as a fourth class city in October 1966. Following a special election, the City was reclassified to a first class city on December 21, 1978.

### **3.2.1 Subsistence**

Subsistence activities are considered an important part of the economy, culture, and way of life in Sand Point. Participation in the harvest and use of wild





resources is extremely common (ADF&G 1993). Salmon and other fish are the most popular subsistence resource in Sand Point. Local residents fish for salmon, halibut, Dolly Varden, cod, rockfish, and trout. They also hunt a variety of land and marine mammals. Moose, caribou (both hunted off-island) and Arctic hares are most commonly harvested, as are bison and wild cattle. The Shumagin Corporation typically offers a limited bison hunt on corporation land once a year. Marine mammals harvested include harbor seals, and different species of whale. Mollusks, butter clams, sea urchins, and ribbon kelp are often harvested from local beaches. Salmonberries, mossberries, and blueberries are also collected around Sand Point. Residents have expressed concern about access to subsistence resources, and that the opportunities found in and around Sand Point need to be preserved given the declining fishing industry (ADF&G 1993).

### **3.2.2 Population Characteristics**

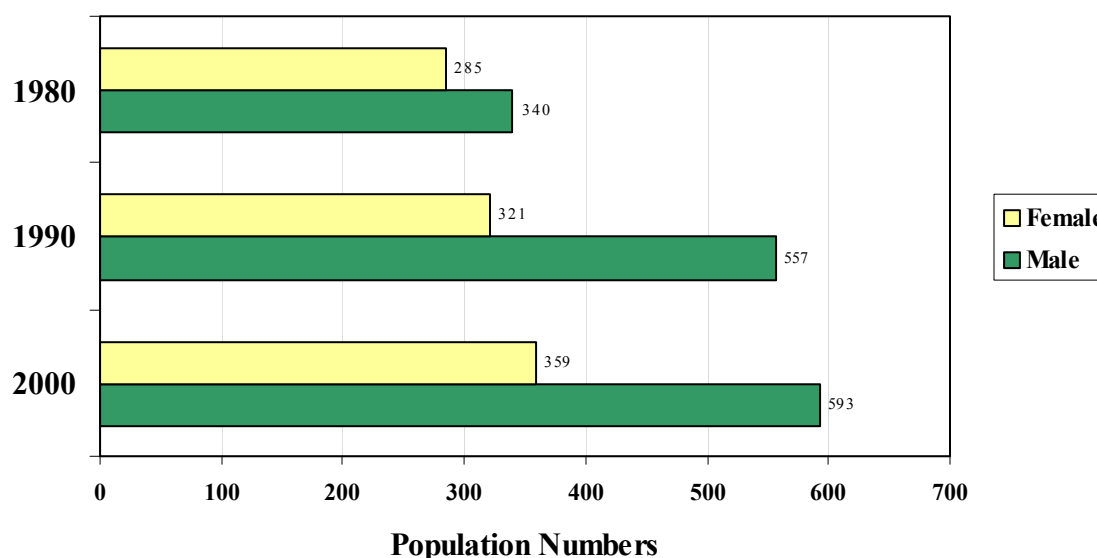
Prior to the arrival of Europeans in the mid-eighteenth century, the area surrounding present day Sand Point was the territory of the Aleuts. Estimates of the Aleut population in the region before European contact range from 12,000-15,000 to 16,000-20,000 people. By the early 19<sup>th</sup> century, as a result of disease, warfare, malnutrition, and exposure during enforced sea otter hunting with Europeans, the Aleut population dropped 80 to 90 percent from the pre-contact estimates (ADF&G 1993).

The 2000 U.S. census reports 952 total residents in the City of Sand Point. The ethnicity of the population at that time was 44% Native (primarily Aleut), 28% White, 1% Black, 23% Asian, 0.03% Hawaiian, and 4% Other. Fishing activities in the community attract a significant transient population, resulting in a higher proportion of single males in their twenties and thirties, and larger numbers of Asian and Hispanic individuals. Trident Seafoods employs a substantial number of non-resident fish processing workers, which can cause a seasonal increase in the number people in Sand Point.

The median age of Sand Point residents from the 2000 census was 36.5. Age demographics of the Sand Point population over the past 20 years exhibit some key characteristics. The male to female ratio in Sand Point stayed almost identical between 1990 and 2000, with 62% males and 38% females in 2000, and 63% males and 37% females in 1990 (Figure 1).



**Figure 1. Sand Point Population by Gender (1980, 1990, 2000 Census Data)**



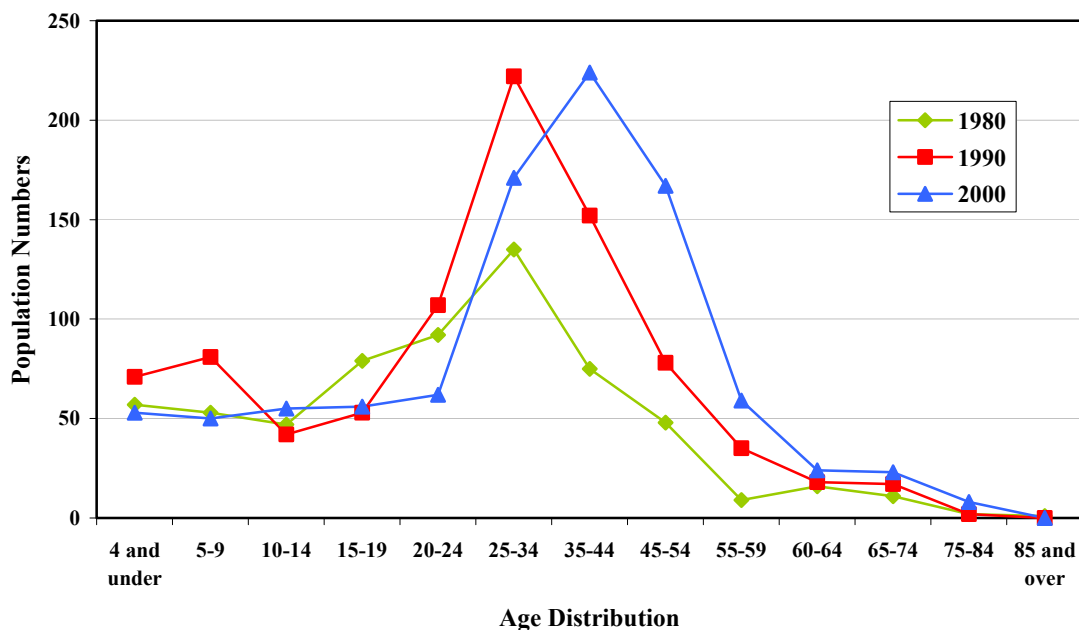
As illustrated in Figure 2, in the 1980 census, the largest segment of the population fell between the ages of 25-34. Data from the 1990 census follows a similar curve, with very large increases in the 25-34 and 35-44 age categories. It appears that these residents stayed in the community through the 2000 census, as the population curve for these age groups merely shifted to the right, resulting in the largest age category being ten years older than in 1990. Another key population characteristic of Sand Point's population is that between 1990 and 2000, there was a large decrease in the numbers of children under the age of nine. Both of these characteristics have implications for future community growth and the need for employment opportunities, as well as future elderly housing requirements.

Comparing the three decadal census reports for Sand Point shows a large increase in the number of Asian residents in the community. There was also an influx of "other race" residents in 1990, but then the numbers appeared to return to similar levels found in 1980 during the 2000 census (Figure 3).

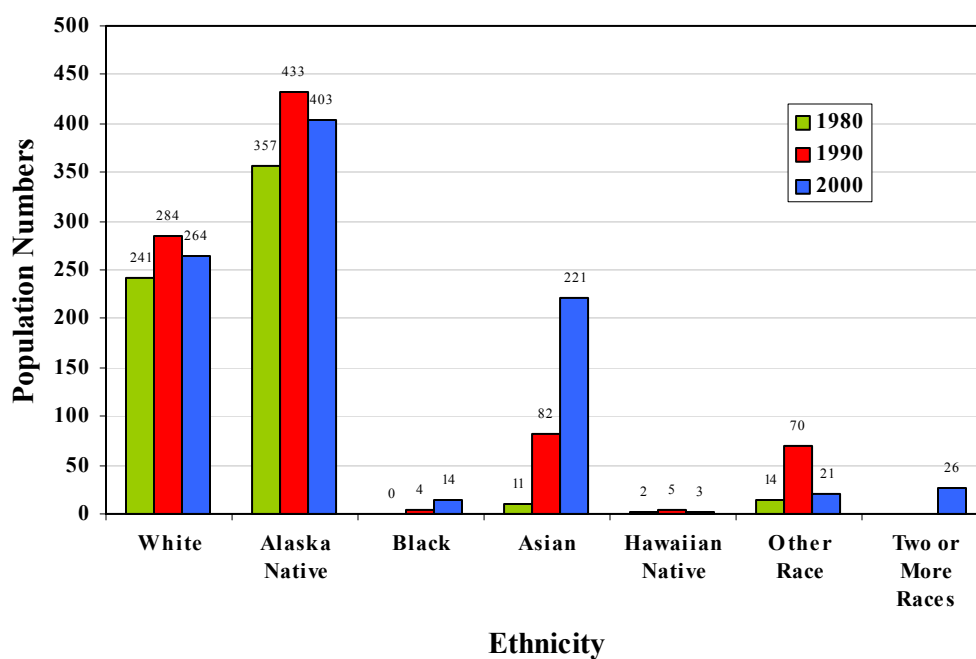




**Figure 2. Sand Point Population by Age Category (1980, 1990, 2000 Census Data)**



**Figure 3. Sand Point Population by Ethnicity (1980, 1990, 2000 Census Data)**



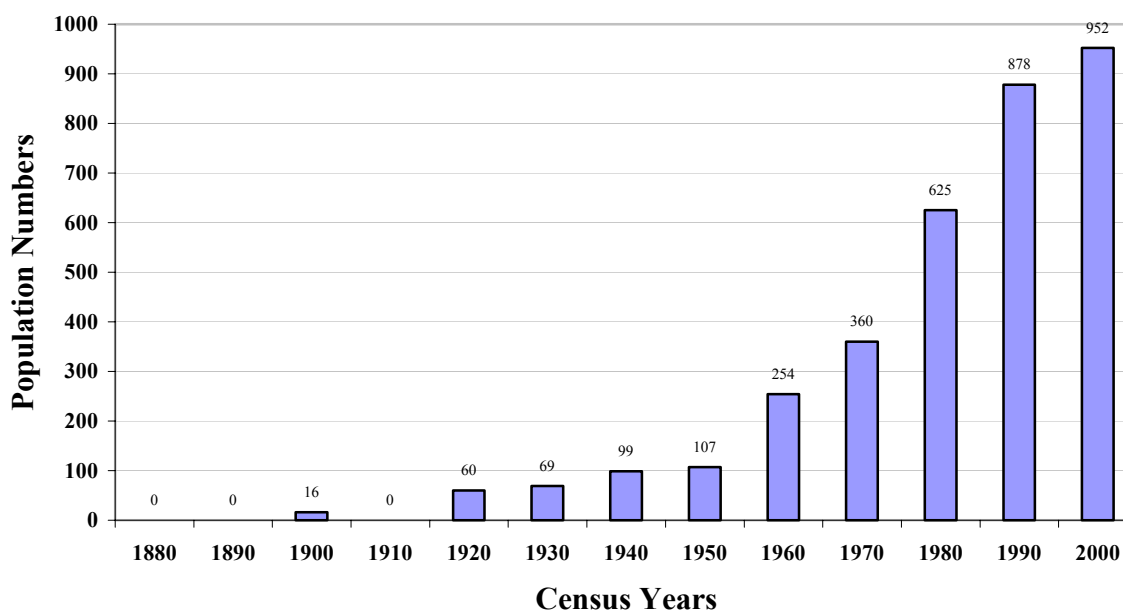


### 3.2.3 Population Projections

The State of Alaska's Department of Community and Economic Development (DCED) reports growth in Sand Point's population since the 1920s (Figure 4). Growth rates have varied from approximately 1% to 9% per year in any given decade. It is often hard to predict future populations in the Alaska Peninsula and Aleutians due to the dependence of local populations on fisheries, which brings large numbers of transient residents into the communities. The population of Russian Town (downtown area) can surge from 150-300 people in large seafood production months (January, February, March, August, September). The transient population has been known to drop to 25 people during other months.

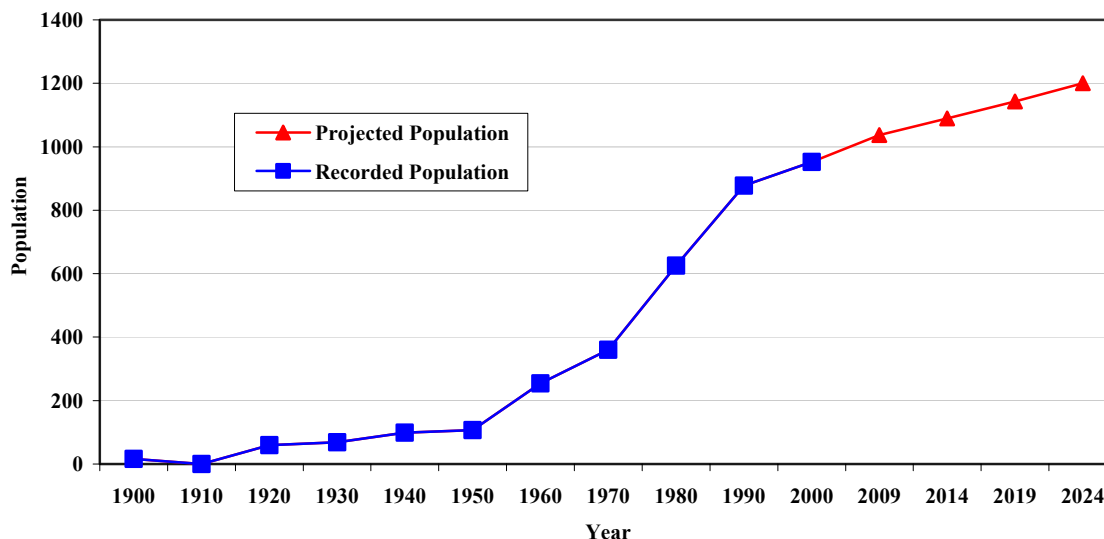
Using extrapolated census and population data from 1990-2000, an Alaska state demographer forecasted an annual growth rate of 0.8% for the permanent residents of Sand Point. Based on these predictions, a conservative value of 1% growth was suggested for predicting future population for the community (Figure 5), and was endorsed by Sand Point's Planning department (HDR 2004).

**Figure 4. Sand Point Population History (U.S. Census Data)**





**Figure 5. Sand Point Existing and Projected Population (U.S. Census Data)**



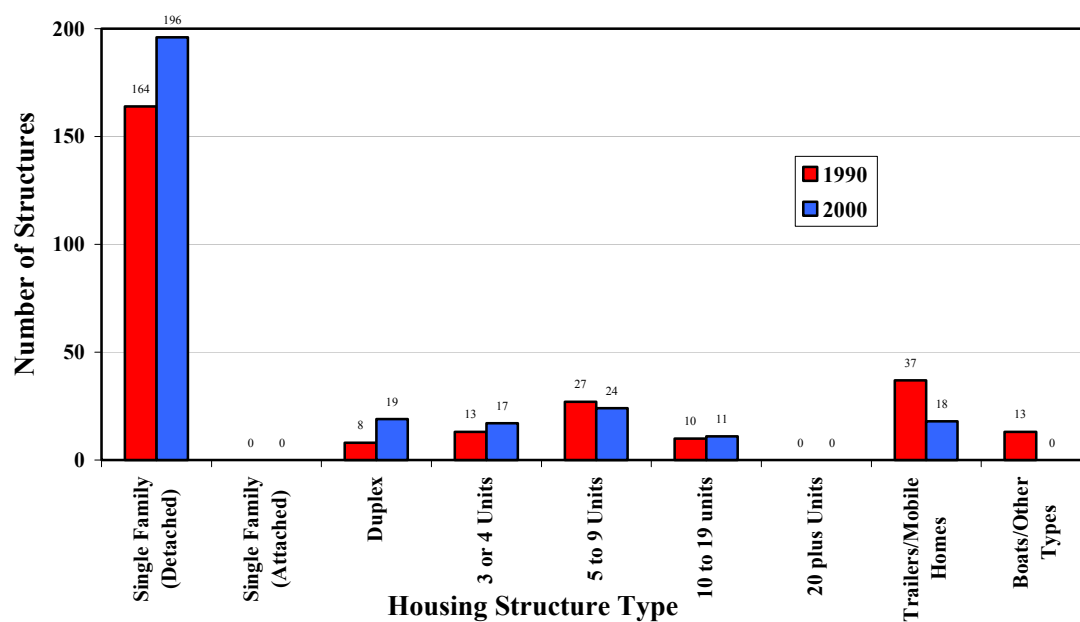
### 3.2.4 Housing

There are 282 housing units in Sand Point. Approximately 53 of these housing units are vacant, with 18 of these attributed to seasonal use. The majority of these units (196) are single family. Approximately 99.1% of all residences are fully plumbed, and all are connected to the public water system (HDR 2004, DCED 2004). There is a lack of elderly and low-income housing in Sand Point.

Residents of Sand Point tend to favor single-family housing as shown in Figure 6. Between 1990 and 2000, Sand Point also saw increases in the number of duplexes, and the number of housing structures with three or four units. However, during this same time period, there were decreases in the numbers of trailers or mobile homes, and the numbers of live-aboard boats or other types of housing structures.



**Figure 6. Sand Point Housing Types (1990, 2000 Census Data)**





## **4.0 SAND POINT COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN ELEMENTS**

### **4.1 INTRODUCTION**

Sand Point is, and will most likely remain, a primarily residential and commercial fishing community. Although the local economy has historically been based on commercial fishing and supporting services sector, economic diversification should be encouraged in ways that are in line with community values, yet maintain a greater role in the regional economy. The diversification should be assisted by local business, infrastructure, and amenities. Any new development should also support the community's desire to maintain a healthy, functioning natural environment. Among the economic development possibilities explored in the CCDP are tourism, oil and gas exploration, revitalization of commercial fishing, and regional emergency response services.

### **4.2 ECONOMIC DEVELOPMENT**

For several decades, the long-term economic growth of Sand Point has been tied to the fishing industry, particularly salmon. Fishing has provided jobs and a way of life for generations. It supports local retail and service sectors of the economy, and provides operating revenue for the City of Sand Point and the AEB. Over recent years, commercial fish farms have flooded the market with inexpensive supplies of salmon, and demand from large consumers like Japan has decreased. Declining prices have had a ripple effect, causing retail and service businesses in Sand Point to realize diminishing revenues. In response to changes in the fishing industry, local groups have been working together to develop and implement an economic development strategy.

#### **4.2.1 Employment and Income**

The total potential work force (age 16+) for Sand Point is 832 (DCED 2004). Fishing and fish processing dominate Sand Point's employment. Approximately 116 residents hold commercial fishing permits. Year 2000 Census data showed that 61 people were employed in the fishing industry, and 193 in fish processing. Fifty-four residents were listed as self-employed, which often includes fishing permit holders and crew. Education was the next highest category of employment with 44 residents. There were 68 residents listed as employed by the government (City, Borough, State, Federal). There are a number of local, regional and state organizations with offices in Sand Point, including: Pauloff Harbor Village Council, Qagan Tayagungin Tribe of Sand Point, Sanak Corporation, Shumagin Corporation, TDX – Sand Point Generating, Inc., Unga Corporation and Unga Tribe. The Borough offices and School District offices are



located in Sand Point, as is the Aleutians East Health Care office. The percent of unemployment in 2000 was 30.8%, and the median household income was \$55,417 (DCED 2004).

In 2002, the *Sand Point Economic Development Strategy Plan* was completed to aid the City in identifying areas of potential economic development that would help to diversify its economy. Local businessmen, government officials, village and regional corporations, non-profit organizations, and local students attended an economic development workshop held in Sand Point. Based on this effort, the community identified four areas where the economic development potential seems to be the greatest. Those areas include tourism, fishing, transportation, and the general economy. Action items were identified for the community, and are listed throughout this plan.

#### **4.2.2 Tourism**

One of the leading economic opportunities across the state of Alaska comes from its natural beauty and recreational opportunities. Sand Point and the surrounding area offers visitors and residents breathtaking scenery, opportunities for wildlife viewing, and the chance to experience a small Alaskan fishing community. Popof Island is home to buffalo, bald eagles, puffins and numerous other bird species. Migrating whales visit in the summer, and sea lions, otters, and seals are often seen in the harbor or on one of Sand Point's beaches. Visitors can also explore the petrified forest located on the far side of Popof Island. The forest is most visible on low tides when tree trunks extend beyond the water and onto the side of the island. Opportunities to expand tourism in Sand Point could include:

- Sport fishing charters
- Halibut, salmon, or trout derbies
- Sea kayaking
- Artist retreats
- Cultural/anthropological resources
- Nature photography
- Hiking and wildlife viewing (petrified forest)
- Birding
- Mountain biking
- Flight-seeing tours
- Four-wheeling

Sand Point has the potential to serve as a stopover location or staging point for visitors going to the mainland or other islands for hunting or scientific research (rock-hounds). In this regard, Sand Point has the opportunity to become the "Gateway to the Aleutians," and serve as the economic engine for regional tourism. Sand Point should work with travel bureaus, agencies, hotel chains, and



tourism groups to determine an appropriate level of bed spaces (hotel and bed and breakfast) and other support infrastructure that might be needed for a larger tourism market. Focusing on local tourism would require the construction of additional lodges and shelter cabins to help stage longer visits to the island.

Despite its diversity of natural and cultural resources, Sand Point has never focused on tourism as an economic development option or marketed itself as a destination for eco-tourists. There is a lack of educational and promotional information on the area, and that which does exist is not well distributed. Tour boats do travel through the area, but do not stop in the Sand Point harbor. There is currently a high cost associated with getting to Sand Point due to the low frequency of flights and the single air carrier that serves the area. Hotel and bed and breakfast accommodations are available on the island, although capacity is limited.

#### **4.2.3 Oil and Gas Exploration**

For years, commercial fishing interests have been at odds with the concept of oil and gas exploration around the Sand Point area. The federal government held oil and gas lease sales in the Gulf of Alaska and Aleutian Basin in the early 1980s, but no prospects were discovered. With the decline of the prominent role of commercial fishing, combined with increasing domestic and world demand for petroleum and natural gas, Sand Point could take steps to encourage exploration of these resources. Additional lease sales have been discussed, and Sand Point is ideally located to support potential exploration activities. The community should develop a strategy to attract exploration-related business.

#### **4.2.4 Commercial Fishing Revitalization**

Sand Point has always been a fishing community, and is home to the largest resident fishing fleet in the Aleutian Chain. The abundance and quality of salmon, particularly sockeye, served as the engine for the local economy for generations, attracting canneries and supporting the growth of a local fishing fleet. Trident Seafoods operates a major bottomfish, salmon and fish meal plant in Sand Point, and provides fuel and other services. Their fleet concentrates on salmon, but will go after groundfish during salmon fishing closures, as well as harvesting and processing crab.

The commercial salmon fishery has experienced a downturn in recent years due to reduced demand and falling prices. As a result, retail and service businesses are seeing declines in revenues. Declines in the western stock of Steller sea lions and fishing closures have also put additional pressure on the economy of Sand Point. Local fishermen are concerned that rationalization of the Gulf of Alaska groundfish fishery will adversely affect Sand Point (the community was not involved in halibut fisheries at the time the IFQs were set).



As the only seafood processor in the community, Sand Point is extremely dependent on Trident Seafoods, and the relationship between the company and the community can be strained. Trident hires the majority of its labor force from outside Alaska, and they are the only source of bulk fuel in Sand Point. There are limited industrial facilities in the City that are not tied to the processor. The current reduced demand for wild salmon as a seafood product, coupled with reduced economic activity results in lack of competition for Trident in Sand Point.



#### Aleutia Seafoods

Aleutia Seafoods is a nonprofit group aimed at expanding opportunities for the local fishing industry. Aleutia goals include increasing access to and shares of the domestic market for high quality sockeye salmon, and expanding the transportation infrastructure so that fish can be moved to market faster and more efficiently. Residents and City managers expressed support for Aleutia, and the desire that funding be obtained so that it can continue to help increase demand for regional high quality sockeye salmon.

#### Value-Added

Sand Point residents discussed and supported development, production, and marketing of value-added "wild" Alaska salmon products to successfully compete with farmed salmon products in the domestic market place. This could be accomplished through creation of quality products, high standards to ensure a consistent finished product, and extensive marketing research. This would help diversify the local and regional economy, and provide economic opportunities for Sand Point residents (especially the younger generations).

The expansion of the runway and construction of the new boat harbor creates opportunities to rapidly move seafood products to markets around the globe. The infrastructure improvements offer an opportunity for Sand Point to explore the possibility of assuming a greater share of seafood processing. The effects could support additional processing infrastructure, the possibility of an additional processor at Sand Point, and additional employment opportunities. The added potential capacity to generate economic activity should be investigated by the City.





#### **4.2.5 Local and Regional Emergency Response Services**

The expanded capacities of the airport and harbor present the opportunity for the community to become a staging point for regional emergency response to natural, technological, or economic disasters. Sand Point should seek opportunities to develop required infrastructure to stage and store equipment and vehicles and open dialogue with State and federal agencies, such as the Alaska State Division of Homeland Security and Emergency Management, the Federal Emergency Management Agency, and the U.S. Coast Guard.

#### **4.2.6 General Economy**

Because the economy of Sand Point is so dependent on the fishing industry, other businesses and services in the community are not well developed. Relationships between various local partners are the key to improving the economic diversity of the City. By working together, the community can determine whether there is available land, facilities, and infrastructure to support economic development. The numerous organizations found in Sand Point have access to different sources of funding; coordination with City officials can help form strong community bonds. Infrastructure and service needs and capacity should be evaluated, beyond what is provided by Trident.

The Pauloff Harbor Tribe conducted a *Sand Point Business Survey* in November 2001. Of those surveyed, there were 39 full time, 12 part time, and 8 seasonal businesses in Sand Point. Some businesses indicated that they had been forced to cut back operations, and several had closed due to economic hardship.

Opportunities to expand economic development within Sand Point could include:

- Rock quarry – The added moorage capacity of the new boat harbor should allow the Tribe to consider the economic benefits of providing quarry products for regional projects on an individual contract basis.
- Web-based businesses and services – Sand Point residents produce products (arts and crafts, value-added fish and berries, etc.) and provide services that can be marketed to a larger area. Developing web-based businesses and services can help tap potential markets.
- Native arts and crafts – Visitors to Sand Point currently have no opportunities to purchase souvenirs. Arts and crafts could be displayed and sold at the airport or in one of the local tribal buildings.

Sand Point has a motivated workforce, but more training may be needed to help residents enter new career fields. Young people are looking for good paying jobs



that will enable them to stay in Sand Point. Leadership training and opportunities for younger workers need to be developed.

#### **4.2.7 Municipal Finance**

In order to fund education and other municipal services, both the AEB and the City of Sand Point levy taxes, which contributes to the City's operating revenue. The City has established an Enterprise Fund to account for revenues and expenditures for specific services it provides. Residents pay for the services, including water, sewer, gravel, and refuse collection (URS 2002; DCED 2004).

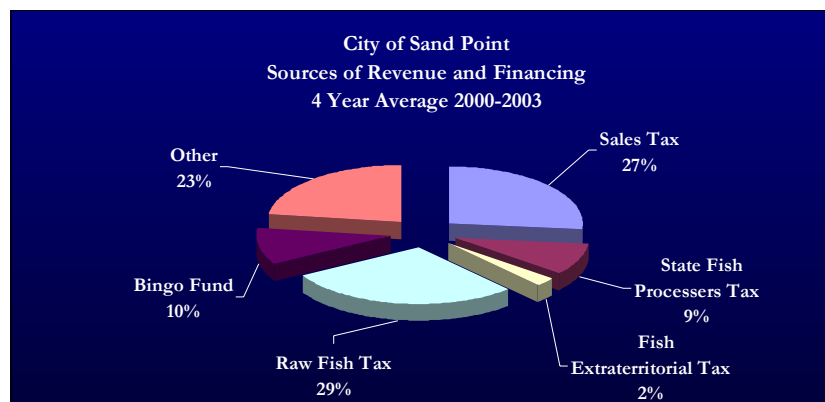
A review of the City of Sand Point's financial statements for 2000 through 2003 indicates an overall healthy financial picture for the City's General Fund, which is its primary operating source for basic programs and services. City general fund revenues and financing sources, over the period from 2000 to 2003, were sufficient to fund the City's general services and to operate special services and programs. The City of Sand Point does not appear to be overly burdened with long-term debt or other long-term liabilities or obligations, which would hinder the City's ability to continue to provide essential services and programs.

##### General Fund Revenue and Financing Trends

Over the period from 2000 to 2003 the City of Sand Point received, on average, 77 percent of its general fund revenue and financing from five primary sources. As the following chart indicates the City of Sand Point's primary funding sources are City sales taxes, State of Alaska fish processors taxes, State of Alaska fish extraterritorial taxes, local raw fish taxes, and surplus from the City's Bingo Fund (Figure 7).

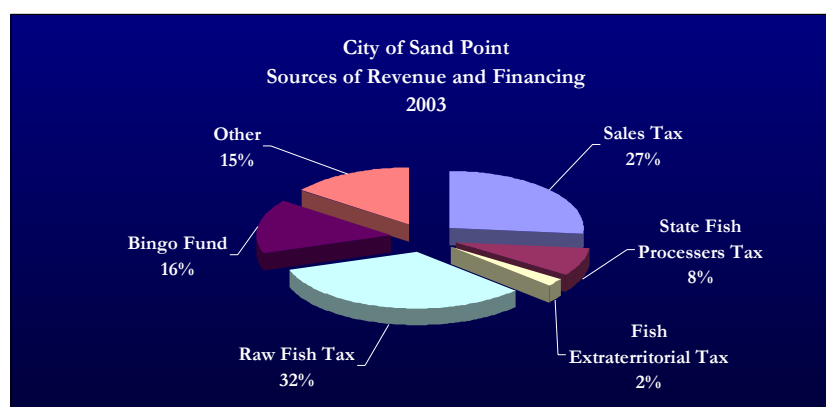


**Figure 7. Sources of Revenue and Financing, Four Year Average (2000-2003)**



Certainly, the City of Sand Point's ability to continue to generate adequate general funds is somewhat vulnerable due to its reliance upon limited funding sources. Additionally, as the following chart indicates, in 2003 the City of Sand Point was more reliant upon its surplus from the Bingo Fund and local raw fish taxes than in previous years (Figure 8).

**Figure 8. Sources of Revenue and Financing 2003**

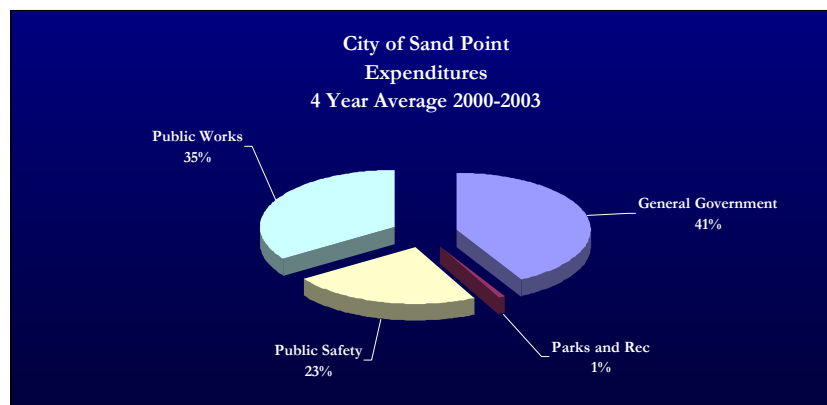


#### General Fund Expenditures Trends

Over the period from 2000 to 2003, the City of Sand Point expended its General Funds in four major categories. As the following chart indicates, the City of Sand Point's primary expenditures are for general government, parks and recreation, public safety and public works (Figure 9).



**Figure 9. Expenditures, Four Year Average 2000-2003**

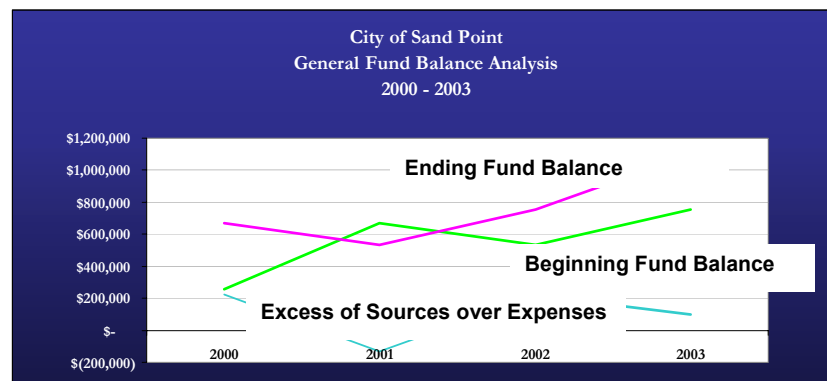


In 2001 and 2003, the City of Sand Point experienced approximately \$80,000 more in General fund expenditures than revenue and financing, which resulted in the need to use surpluses from the Bingo Fund and other sources to balance the budget.

#### General Fund Balance Analysis

Over the period from 2000 to 2003, the City of Sand Point has basically doubled the ending balance of the General Fund, taking it from a balance of \$669,854 in 2000 to \$1,100,161 in 2003 (Figure 10).

**Figure 10. General Fund Balance Analysis 2000-2003**



In 2003, the City of Sand Point's ending General Fund balance was equal to its general fund revenues, compared to 2000 when the ending General Fund balance was approximately one-half of the general fund revenues. It appears that the City of Sand Point is doing an effective job of managing its General Fund and continuing to build reserves for future operating capital or special projects.



## **4.3 LAND USE**

### **4.3.1 Land Ownership**

#### General Ownership

Land ownership on Popof Island is a mix of City, corporation, and private (see Appendix A). Shumagin Corporation, the village Alaska Native Claims Settlement Act (ANCSA) Corporation, is the primary landowner in Sand Point.

#### Harbor Area

The harbor area is a combination of City and Shumagin Corporation owned lands that have been subdivided in some locations. Leasing or temporary usage agreements have not been standardized and make planning in this part of Sand Point difficult. Right-of-ways for access to and from the harbor area have been platted, but the ownership of the land currently occupied by the harbor appears to be largely undefined (URS 2003a).

### **4.3.2 Existing Land Use**

To a large extent, Sand Point's overall land use pattern has been shaped by its origins as a fishing community. Outside of the main City area, the land is mostly undeveloped. For the purposes of this plan, the term "built area" will refer to the more intensively developed areas of Sand Point: the harbor, the "downtown" area, the Meadows subdivision, and the airport.

Most of the existing residential parcels lie within the Meadows subdivision. The majority of residential parcels within Sand Point consist of single-family dwellings. The Sand Point School and the Unga Tribal Building are also located within this subdivision, making these resources centrally located for much of the population. A large percentage of the parcels within the Meadows subdivision is currently undeveloped, which serves as a significant resource for accommodating any future growth that may occur.

Parcels containing public buildings, such as City Hall, the fire station, and Alaska Department of Fish and Game facilities are concentrated in the downtown area. There are a few commercial buildings located around the downtown as well. Marine industrial commercial buildings associated with fish processing, boat repair and storage, and fuel storage populate the harbor area. There is an area of residential parcels on the edge of the industrial harbor facilities as well.

#### Harbor

Sand Point does not have a typical full service harbor with equal amounts of total land and water areas; the harbor's water area is nearly double the size of its land area. The harbor provides critical services to the local and regional harbor users,



such as heavy haul-out and long-term storage. It encompasses a land area of approximately 11.53 acres, with 2.5 acres used for parking/boat storage, and 0.8 acres used for loading and unloading access. The remaining area is used for a combination of driving paths and general storage. There is some fencing in the area, and light poles are distributed across the site. Additionally, there are several structures in the uplands area including the harbormaster's office and a small café.



A new harbor has been approved at Black Point, and is waiting for federal funding. However, there are no joint-use agreements with the Shumagin Corporation regarding new uplands created at Black Point by dredging the new harbor. Before the harbor is constructed and becomes operational, definitions of use, rights, and ownership of the new uplands needs to be resolved between the City and Shumagin Corporation (URS 2003a).

#### **4.3.3 Future Land Use Needs**

Many of the community's future land use needs have been addressed through previous platting and planning activities. Areas of undeveloped land with road and utility connections are available for future residential expansion. The City recently completed the *Sand Point Harbor Land Use Plan* that addresses land use needs for waterfront development, and is in the process of planning for use of lands adjacent to the airport. Land is available for additional commercial activities if warranted by demand. The primary future land use needs expressed by the community include the following:

- City Cemetery – The City cemetery is currently located in the downtown area amidst commercial and residential development areas. Residents and City managers have expressed interest in finding a new cemetery location that would allow for future expansion.
- Specific Housing Needs – To address additional low-income housing or apartment needs, the tribes have expressed interest in partnering with the City in order to provide some assisted living areas for elderly residents.
- ANCSA 14(c)3 Land Selections – The Shumagin Corporation and the City need to finalize any 14(c)3 land exchanges that are currently pending. Properties already transferred should be listed, for example the old and new landfill sites, and any future needs should be identified, such as land for a new cemetery and playground.



Most land within the developed portion of Sand Point can be classified as buildable, although the topography and soil conditions in some areas may require extra consideration. Peat deposits occupy depressions along the drainages at the lower elevations of the island. Wind and wave erosion of these soils are very prominent on shorelines and hilltops (City of Sand Point 1981).

#### **4.3.4 Land Use Plan**

Land use planning for Sand Point will help to meet broader future goals and objectives of the community, including sustainable physical and economic development. In general, Sand Point has addressed land use needs in two major areas:

- Residential Development: An adequate number of undeveloped residential lots that are served by water, sewer, and roads already exist which can allow for potential residential growth in the foreseeable future. Should additional lands be needed, the issue can be addressed through a cooperative effort of the Shumagin Corporation and the City of Sand Point.
- Harbor Land Use: The potential needs and use of harbor lands have been addressed in the *Sand Point Harbor Land Use Plan*. Wise use of these lands has significant implications for commercial fishing, waterfront commercial development, and transportation and economic development. For more detailed information, please refer to that plan.

The primary future land use needs that have not been resolved to date involve general commercial development, public utility upgrades/expansion, transportation infrastructure, and recreation. Additionally, consideration of developing regional emergency response may drive the need to identify and set aside staging areas.

- Commercial Development: No new commercial development areas have been identified outside the existing locations. However, with the possibility of expanding the tourism trade, oil and gas exploration, and revitalization of commercial seafood processing, Sand Point should take steps to identify and designate additional commercial development areas.
- Public Utility Expansion: A sewer and wastewater system evaluation is currently underway. It is possible that the results and recommendations from that study could have land use implications, and should be referred to upon its completion. Development of alternative bulk fuel supply has been designated as a community priority, due to reliance on the Trident processing plant as the sole source of bulk fuel. A *Bulk Fuel Economic Feasibility Study* conducted for the city identified a potential location for a emergency backup facility. Several potential problems with community



water supply have also been identified. The current system experiences loss through leakage of up to 73%. In addition, approximately 50% of the water supply is reserved for Trident Seafoods should they need it. If additional economic or residential development occurs, water supply could be a problem. Protection and expansion of the city surface water supply should be considered, and steps to reduce leakage should be initiated.

- Transportation Infrastructure: Marine and air transportation are keys to Sand Point's existing and future economy. The *Sand Point Harbor Land Use Plan* addresses marine transportation issues. Expansion of the Sand Point Runway will create additional opportunities for air transportation and economic development. The City needs to re-evaluate airport facilities and lands, and develop an airport land use and infrastructure strategy.
- Recreation: Community recreation facilities and parks have been identified as an important community need, particularly the development of a central outdoor recreation facility. The residents and cooperative partners of the City need to identify the components and activities that a central outdoor facility should include, and identify the best location around town. Funding opportunities can then be identified and pursued. Trails represent a second element of potential recreation and tourism needs. The City should evaluate the network of existing trails, and working with public and private landowners, identify location of new trails that could meet resident needs and contribute to tourism. Such an evaluation should address the responsibilities for maintenance, and the enforcement of trespass concerns.





## **4.4 PUBLIC FACILITIES**

### **4.4.1 Public Administration**

The City of Sand Point was incorporated as a fourth class city in October 1966. Following a special election, the City was reclassified to a first class city on December 21, 1978, and has a “strong mayor” form of government. The City Council has six elected members, and the Planning/Zoning Commission is comprised of four members.

Taxes in Sand Point include 1) a 3% sales; 2) a 2% raw fish tax; and 3) a 2% borough raw fish tax. No property taxes are levied in Sand Point.

### **4.4.2 Cultural Facilities**

Historic and cultural sites include sites associated with the history, tradition, or cultural heritage of national, state, or local interest, which merit preservation and restoration. The St. Nicholas Chapel, a Russian Orthodox Church, was built in 1933 and is now on the National Register of Historical Places. Limited display cases exist around the community, for example the City offices, but no distinct museum or cultural center exists. A library exists as part of the school, but is not an integral part of the community. The City cemetery is currently located in downtown Sand Point, and has limited room for expansion.

For cultural facilities, Sand Point residents expressed interest in the following:

- A museum or cultural center should be built, and adequate documentation of the history of the Sand Point area should be established
- Shelter cabins or limited day use facilities may be provided near historic or cultural sites for use by the local community and tourists when such facilities do not detract from or interfere with site values
- Residents should reconvene the committee to study identification of the new cemetery location
- A library should be built as part of a new multiple-use facility or community center (which could house community-centered resources such as a library, museum, and daycare)

### **4.4.3 Public Safety**

#### Police, Fire/Rescue, and Emergency Response

Three officers, an administrative/secretarial position, and the Chief of Police provide police protection in Sand Point. The Fire Chief and Emergency



Management Services (EMS) Director are part-time paid positions. The fire/rescue and EMS forces are made up of volunteers who are paid a \$50.00/monthly stipend. The City of Sand Point recently purchased a new ambulance.

The primary public safety needs as expressed by the community include:

- Charging for ambulance service: The City currently does not charge residents for the costs associated with ambulance service. Limited outside funds will be available for purchasing another ambulance after the new ambulance becomes obsolete. Residents and City managers expressed interest in researching the costs associated with purchasing, operating, and maintaining an ambulance, and deferring some of those costs to users of the ambulance service.
- Training for the fire/rescue and EMS volunteer force: Fire/rescue and EMS volunteers requested more training for the emergency response volunteer force. Research into state and federal funds for use in training fire/rescue and EMS volunteers should be a priority.
- Multiple-use facility: Residents and City managers expressed interest in a multi-use facility, which could be used to house City employees and managers including police, fire/rescue, EMS, Mayor and staff, and all other City support functions.
- Upgrade fire protection equipment and gear: Residents and fire/rescue volunteers expressed the need for upgrading fire protection equipment and gear.

#### Regional Emergency Response

Should Sand Point pursue becoming a logistical staging area for regional emergency response, a variety of support facilities and infrastructure need to be considered. These might include assuring adequate ramp space for C-130 type aircraft, warehouse facilities for pre-positioned equipment and vehicles, pallet build-up and processing areas, appropriate navigational aids, and a helipad at the airport. The harbor would require capacity to moor and serve U.S. Coast Guard vessels, to serve potential industrial uses such as oil exploration, and have good road access to warehouse facilities. Administrative spaces for agencies would be needed. This activity would also drive a need for housing and bed spaces (hotel and bed and breakfast) to handle the influx of personnel or during an emergency response.

#### **4.4.4 Utilities**

Residents of Sand Point are offered a full complement of services including piped water and sewer, electric, heating fuel, solid waste, telephone and satellite. The City of Sand Point has operated various utility systems for decades, including water, sewer and solid waste. Other utilities are owned and operated by private



companies. Sand Point residents and officials expressed concern about the City's ability to continue providing services in which costs are not charged to the residents. These services include:

- Dumpster trash collection (truck operation and maintenance [O/M], replacement of dumpsters)
- Ambulance services (ambulance O/M, replacement costs)
- Septic system repairs (on private property)

A summary of available utilities follows:

### Electric

Electricity is produced by diesel generators and operated by TDX Power. The utility is reported to have a capacity of 2800 kilowatts at a rate of 16.8 cents/KWH. Distribution lines are a combination of overhead lines and underground conduit. Underground service is the preferred method for new and renovation projects as the utility company feels the service is less susceptible to interruption. According the DCED website, a small percentage of households in Sand Point use electricity to produce heat (0.8 – 2.2%). TDX Power is in the process of commencing feasibility studies for wind power at its electric utility in Sand Point. Sand Point has tremendous wind power potential, and development of a new facility is possible.

### Water

The City of Sand Point operates the community water utility. The primary water source in Sand Point is a reservoir on Humbolt Creek. Before distribution, source waters are filtered to remove contaminants and treated with chlorine. DCED indicates that all the households in Sand Point utilize the public water system. Distribution lines are of various sizes and ages, as the system has experienced a variety of projects since its original installation. The older portions of the utility consist of galvanized pipe, installed below grade but close to the surface, possibly in the frost zone. Newer areas of town have more stable systems and suffer fewer interruptions. A phone interview conducted with the system operator indicates that the system experiences losses of up to 73%, post treatment. The possible sources of the loss include leaking from pinholes and pipe-splits caused by improper installation and corrosion, as well as residents allowing faucets to drip during periods of inclement weather.

### Sewage Collection System

The City of Sand Point also operates the community sewer system. DCED reports that a majority of Sand Point households utilize the utility (96%) although some use individual septic tanks (3.3%) or honeybucket (0.7%) systems. The sewer utility consists of a piped system that has undergone numerous construction and expansion projects since its original installation. Many of the projects carried out in the 1970's lack documentation (HDR 2004). The



modifications have been so extensive that, though it performs appropriately, the system no longer functions according to the original design parameters. The system is comprised of over seven miles of gravity and force main piping (HDR 2004). There are two separate systems that comprise the utility, one serving the downtown area called the Russian Town Sewer System, and the other for the Meadows subdivision, referred to as the Kelley Avenue Sewer System (HDR 2004). The Russian Town piping systems include five lift stations and piping of various age and composition. The Kelley Avenue system has operated since 1985 and is a combination of force mains and gravity flow, although the system is predominately gravity-powered. Waste from both systems is collected in either of two waste treatment facilities before being discharged via ocean outfalls (HDR 2004). The City recently contracted for a wastewater system improvement plan.

#### Solid Waste

The City of Sand Point operates a DEC-permitted Class III landfill. Refuse is collected by the City and transported to the landfill. The landfill was recently relocated in 2000. The City is in the final phases of implementing the closure plan for the old landfill.

#### Telephone and Satellite

The communications utilities in Sand Point are offered by a variety of operators, including Interior Telephone Co., AT&T Alascom, and GCI.

#### Heating Oil

DCED indicates that over 98% of households in Sand Point use fuel oil as their primary heating method, with the remaining 2% relying on electricity or coal. The existing bulk fuel storage facility has a capacity of 640,000 gallons and is owned and operated by Trident Seafoods. This fuel is distributed to various intermediate tanks throughout the community, and residential consumers via a fuel delivery truck owned and operated by TDX. The City owns and operates another vehicle for its own uses (URS, 2003).

### **4.4.5 Health and Social Services**

Health care for Sand Point residents is presently provided by the Sand Point Health Center, a qualified Emergency Care Center. The current clinic is staffed by a nurse practitioner trained in first aid and treatment of common illnesses. Clinic staff has direct contact with doctors in Anchorage hospitals. Doctors and dentists also make occasional visits to Sand Point. Emergency cases are usually flown to a hospital in Anchorage. A dentist and hygienist also fly in regularly for appointments. Eastern Aleutian Tribes provides mental health care for the City of Sand Point.

A new clinic is currently being designed for Sand Point. Construction of the clinic is scheduled to begin in 2005, and the 10,000 square foot facility should be



operational in 2006. The new clinic is going to be equipped with a morgue. Eastern Aleutian Tribes is responsible for design, construction, operation, and maintenance of the facility. Residents suggested that the facility could be used as an on-site assisted care living facility, if it were expanded in the future.

#### **4.4.6 Cemetery**

The City cemetery is currently located in the downtown area among commercial and residential development areas. Residents and City managers have expressed interest in finding a new cemetery location that would allow for future expansion. Residents also expressed interest in finishing a project that was started a number of years ago, which was to identify all of the gravesites in the existing cemetery.



- Residents should reestablish the cemetery committee
- The committee should work with the community to identify a new cemetery location that would allow for future expansion
- Obtain funding to identify gravesites in existing cemetery

#### **4.4.7 Education**

Sand Point is part of the AEB School District, which runs through southwestern Alaska along the Alaska Peninsula and Aleutian Chain. The District was formed in 1988 from smaller districts that consolidated and formed a Borough with taxing authority. The Borough and District boundaries are the same, and stretch over approximately 15,000 square miles, from the middle of the Alaska Peninsula to the north and east, going southwest to Akutan just east of Dutch Harbor.

The Sand Point School serves Kindergarten through Grade 12. The school currently has a total of 111 students, 14 full-time teachers and two teaching aides. Aleutians East Correspondence School also has one student enrolled from Sand Point (DCED 2004). The 2004 school year is the first year that Sand Point will have a school lunch program. Residents and City managers expressed strong interest in supporting that program and expanding it to include a percentage of free lunches. Strong interest was also expressed to expand into a breakfast program.



Community members have expressed a need to focus attention on the older students, grades 7-12. There is currently a lack of programs that prepare this age group for completing school, or provides them with technical skills that would enable them to enter a vocation once they graduate. The community wants to find ways to get parents and elders more involved in school activities.

The primary education needs expressed by the community include:

- Opportunities for distance learning: Residents expressed strong interest in exploring opportunities for distance learning that would allow students to stay in Sand Point.
- Life skills and employment preparations: Residents have expressed a need to focus attention on grades 7-12, including preparing them for technical programs, college, and the workforce. Involving parents and elders in school activities was suggested as a good place to start.
- School breakfast and lunch program: Residents and City managers expressed strong interest in continuation of the new school lunch program, and expanding it to include a school breakfast program.

#### **4.4.8 Parks and Recreation**

Parks, open space, and public recreational facilities provide for basic needs and contribute to the quality of life that Sand Point residents enjoy. The school offers a full-size indoor swimming pool and a gymnasium for indoor recreational activities. The City presently pays for staffing at the gym. For two hours in the evening, the gym is reserved for use by children, and then two more hours are reserved for adult basketball.



Despite stretches of unfavorable weather, residents also partake in a wide variety of outdoor recreational activities. Hunting for caribou, bear, and birds on the mainland or on Popof Island, and fishing are popular, as are activities such as bird watching, beachcombing, and outdoor photography.

Opportunities for the expansion of recreational opportunities in Sand Point include:

- Developing sports leagues, such as softball, basketball, or swimming
- Bowling alley
- Handball court
- Shooting range
- A walking/running track





- A community greenhouse/garden
- Skateboard park

A big park with baseball diamonds, a barbeque pit, and grass would provide options for family and community recreational opportunities that are currently lacking in Sand Point.

City residents have been using the old gym at City Hall or space at the school as a Community Center. There is the possibility to utilize some space at the new tribal building, for a dedicated Community Center. The Teen Center has also been closed for a number of years due to a lack of adult supervision. Since the closure of the Teen Center, recreational activities for teens and youth have been limited. Residents have expressed interest in constructing a skateboard park, however there are insurance and liability issues that would have to be researched.

Some activities could share infrastructure. In the winter, trails can be used for snow machines, snowshoeing, cross-country skiing, or dog sledding. In the summer, trails could allow for ATV use, bicycling, running, or walking. Although all of these uses may not be fully compatible with one another, a relatively low concentration of users on trails may reduce the incidence and intensity of conflict.

Facilities could also be combined at the same locations. For example, a new park could also include playground equipment, a baseball diamond, and a community garden. Combining multiple uses at one location or facility has cost advantages for initial construction and for ongoing maintenance.

## **4.5 TRANSPORTATION**

Transportation requirements for Sand Point are contained within several reports: The *AEB Transportation Improvement Program (2001)*, and the *Alaska Transportation Plan (2002)* were prepared for the Alaska Department of Transportation and Public Facilities. These studies address regional transportation requirements, and make specific recommendations for Sand Point. The *Harbor Land Use Plan (2003)* focuses on near- and long-range harbor improvements. The AEB Transportation Program reiterates the need for a harbor expansion project and captures basic facility and renovation requirements further elaborated by the Harbor Land Use Plan discussed below.

Sand Point's transportation system consists of airport and harbor infrastructure linking the City to other regional centers, local systems consisting of roads serving the airport, city, and seafood processing areas, and a variety of trails. The previously mentioned studies provide recommended improvements for aviation, marine, roads, and trail systems.



#### **4.5.1 Road System**

The AEB Transportation Program recommends rehabilitating and repaving existing gravel roads, and continued maintenance and repair for existing paved surfaces. The community input supporting the recommendation identified a number of roadways needing improvement, along with a desire to pave all roads that are currently gravel. The City of Sand Point continues to maintain and upgrade the existing road network.

In addition to the overarching recommendation, the AEB Transportation Program specifically identified the need to improve road drainage, rebuild Apartment Hill road, and add streetlights. Residents and City officials have expressed a need for a logical numeric home-address system to be instituted, which would assist emergency response personnel.



While these recommendations address current needs, additional roadway access and improvements to other parts of the island should be considered as part of the overall economic development to expand tourist business and facilitate regional trade.

#### **4.5.2 Trail System**

The AEB Transportation Program notes that there was a community desire to develop usable hiking trails as well as improve and repair boardwalks. Hiking trails become destination points for residents and visitors to enjoy, and therefore potentially form a nucleus of future economic activity associated with tourism.

Trails within town make Sand Point more pedestrian friendly. Outside of town, hiking trails afford access to the splendors of the more remote reaches of the island. Optimally, a trail system should accommodate various user groups (i.e. motorized and non-motorized uses). Any trail system would require suitable access, along with supporting rest areas, lavatories, and shelters along the trails. Shelter cabins could be used for both marine and kayak trail systems, as well as land trail systems around the island.

#### **4.5.3 Air Transportation**

Sand Point's airport transportation system currently includes a 4,000-foot runway, supporting equipment, and parking facility. The Qagan Tayagungin tribe has established local ownership of the airport terminal. However the terminal





only has minimal cargo and service support facilities available. The community originally sought a runway extension to accommodate larger aircraft, thereby improving passenger and freight service, and improving the quality of life, economy, and safety in Sand Point. Aviation problems identified in community meetings highlighted a need for more passenger and freight/cargo service.

The primary aviation improvement recommended by the AEB Transportation Program is connecting water and sewer to the airport. The proposed project improves access to water and wastewater for airport facility users and workers, as well as addresses health and fire safety requirements.

Sand Point receives mail and non-stop passenger service directly from Anchorage. While Sand Point's airport accepts aircraft carrying over 30 passengers, meeting rising air travel demands is achieved either through increased frequency of service, or as airlines typically prefer, increasing the size of the aircraft servicing the community. Larger aircraft require longer runways. Sand Point has a four-stage, \$18.18 million Runway Rehabilitation and Extension project that will lengthen the current runway by 700 feet, allowing Boeing 737 service.

Larger aircraft offer the capacity to increase commerce. A greater number of passengers coming in will support tourism growth, as well as allow Sand Point products improved access to outside markets at potentially lower rates.

#### **4.5.4 Marine Transportation**

Background information in the AEB Transportation Program demonstrated community concern that the Alaska Marine Highway ferry service is too infrequent, and residents desired services to stretch over more months of the year. The vision from the community was to allow improved capacity for people and freight in the Aleutians. Increased ferry service offers similar opportunities for expanding economic activity, as does runway expansion. Improved ferry service supports regional transportation, offers another means for bulk items to be shipped to markets, supports potential tourism, and allows Sand Point to be a "through put" location for commerce within the Eastern Aleutians. Numerous facility improvements to the harbor have also been suggested in previous studies.

##### **Boat Harbor**

Sand Point's harbor is sheltered behind a breakwater at the mouth of Humbolt Slough. There are permanent slips for 148 vessels, 60 feet or smaller. It also has transit moorage for temporary fleets in the area from Seattle or from the Bering Sea.



The December 2003 *Sand Point Harbor Land Use Plan* identified existing and potential waterfront related activities; evaluated access, economic development, public safety, and facility requirements; and designated special uses along the waterfront and adjacent uplands. It also developed a preliminary harbor use allocation plan and provided implementation guidance for the City. The Plan specifically looked at road alignment and access to and within the harbor, boat storage, parking, utilities, the new harbor at Black Point, future improvements, and fuel headers and tank farm site. The City will recommend that the harbor road projects be included in the STIP as a Sand Point priority, including road connections to the proposed new harbor, and realignment and rehabilitation of roads within the existing harbor area.

A strategy to realign the roads and make other improvements to traffic flow was created. The Plan identified a bypass road around the industrial area of the existing harbor, which would improve vehicular circulation within the harbor. With the improved traffic flow, overall boat storage capacities would improve as well. Within the harbor, the primary recommendation for utilities was integration into new use zones and planned facilities, while reserving right-of-way for future expansion.

For the new Harbor at Black Point, the Plan recommended a strategy to develop the uplands by engaging both Shumagin Corporation and the Corps of Engineers. From there, new harbor-related uses could be identified, and utility rights-of way could be located.



To facilitate commercial and industrial development, the Plan developed harbor facility-siting alternatives; made recommendations to execute a title search of all City harbor property, develop ordinances, and hold hearings for implementing a lease plan; and developed a logistics plan to address temporary operations during harbor development such that fishing activities were minimally impacted.

To alleviate harbor-parking issues, the Plan developed long- and short-term parking for improved functionality, as well as suggested parking time limits and parking surfacing options.

The Plan addressed the fuel header/fuel storage requirement, as a long-term infrastructure need for supporting transient vessels and to transport fuel to the retail vehicular fueling station and City storage site. The latter two would be located above the harbor, along the road connecting both the airport and the City.



#### **4.5.5 Regional Transportation**

For Sand Point, infrastructure improvements at both the airport and the harbor, combined with increased services from larger aircraft and more frequent ferry service, offer opportunities for economic growth. The potential for growth exists for tourism, regional and inter-regional transportation, and delivering packaged seafood, gravel, and arts and crafts to markets.

There is also the potential for Sand Point to become a hub for regional emergency response activities both through its expanded harbor capacity and lengthened runway. Sand Point could serve as a refuge for other communities, or as a staging area to serve communities in need. The ability to serve as a logistics center dovetails with potential economic activity.

#### **4.6 CAPITAL PROJECTS**

Capital projects in Sand Point help expand infrastructure and help fulfill basic needs and services. Recent capital projects include road, housing, and water/wastewater additions or improvements. Current projects include a new health clinic, airport runway rehabilitation, and expansion and upgrade of the Sand Point harbor. City of Sand Point residents expressed interest and need for the following capital projects (not listed in order of importance):

- Pave all roads – (in order of priority) 1) the road around the school (Red Cove Road/Nagai Loop); 2) harbor road; 3) overlay to airport (repave) from harbor
- Multiple use facility – A building that can house all City employees and managers including police, fire/rescue, EMS, and City Hall; in addition, space for a community daycare, museum, and library all in one space would be useful
- Replace burn box at city landfill
- Replace city dumpsters and garbage collection equipment
- Inspect and repair or replace water distribution lines
- Prepare hazard mitigation plan
- Provide water and power to new (expanded and upgraded) harbor
- New warehouse on (new) city dock
- New warehouse with net storage loft (on empty city lot in harbor yard)
- Sewer and potable water to airport
- Increased parks and recreation facilities (see Section 4.4.8)
- Increase web access capabilities

This is not an all-inclusive list and should be expanded and updated as needs are identified.



## 5.0 COOPERATIVE PARTNERS

The City of Sand Point has benefited from partnerships with various groups and organizations in the past. Pursuing a vision of the community will require the leadership and resources available from these entities. These groups include the following:

- **Tribal Governments (*Qagan Tayagungin, Pauloff Harbor, and Unga Tribes*):** Tribal governments have the status as federally recognized tribes. They have responsibility for certain local health and social service programs, and have access to sources of federal funding. These three tribal governments have contributed to economic development planning and road construction, and will continue to be important planning partners in Sand Point.
- **ANCSA Village Corporations (*Shumagin, Sanak, and Unga Village Corporations*):** Village corporations are the major surface landowners in Sand Point, and many residents are shareholders in these corporations. Shumagin Corporation in particular has been a major contributor to residential and economic development.
- **ANCSA Regional Corporation (*Aleut Corporation*):** Regional corporations are the major subsurface landowner in the area, and are a major partner in land and economic development.
- **Regional Non-Profit Native Corporation (*Aleutian Priblof Islands Association, Eastern Aleutian Tribes*):** Regional Native non-profit corporations have responsibility for certain regional health and social service programs, and have access to sources of federal funding.
- **Regional Municipal Government (*Aleutians East Borough*):** The AEB is responsible for regional taxation, education, planning, and land use regulation.
- **Alaska Department of Community and Economic Development (DCED):** DCED is the primary state department responsible for community and economic development support activities, including state fisheries initiatives.
- **Alaska Department of Transportation and Public Facilities (DOT&PF):** DOT&PF is the state agency responsible for programming and funding statewide transportation projects.



- **Denali Commission, Alaska Native Tribal Health Consortium (ANTHC):** The Denali Commission and ANTHC are primary planning and construction funding sources for water, sewer, solid waste facilities, and bulk fuel improvements.
- **Department of Interior, Bureau of Indian Affairs (BIA):** BIA is a major funding source for Alaska Native tribal programs, including planning, economic development, and road construction. BIA has provided funding for recent projects in Sand Point.

As Sand Point faces opportunities and constraints with regard to growth and development, these partners will continue to play significant roles in the economic and social service future of the community. They should be involved in implementation of the Sand Point CCDP.

## **5.1 FUNDING SOURCES**

Appendices B and C contain information regarding funding sources and small business development resources that could be utilized by the City and Tribes Sand Point, and its residents.



## 6.0 IMPLEMENTATION



The key to a successful CCDP is implementation. Implementation identifies what specifically needs to be done, who is going to do it, and when it will be done. The CCDP should be used as a guide in decision-making, not as a mandatory course of action.

Sand Point's CCDP is a "snapshot in time;" a combination of perspectives developed by the people who participated in the planning process. Implementation of the CCDP is the responsibility of all public, private, and citizen groups and individuals, not just the City of Sand Point. It will take commitment, partnership, dedication of effort and funds, and ownership to make this plan happen.

### 6.1 ECONOMIC DEVELOPMENT

#### GENERAL ECONOMY

- ❑ Establish a Chamber of Commerce (*in progress*)
- ❑ Prepare an inventory of businesses, workforce, jobs, services, and equipment
- ❑ Submit grant application to the Economic Development Administration (Tribes) for specific economic development projects
- ❑ Evaluate services currently provided by processors (identify and look for alternatives)
- ❑ Pursue State and non-profit assistance with economic transition
- ❑ Follow-up with Indian Valley Meats regarding a small processing facility
- ❑ Construct a new health clinic (*in progress*)
- ❑ Expand water and sewer upgrades
- ❑ Participate in regional health care discussions
- ❑ Conduct workforce training
  - Identify work (sectors) and training opportunities
  - Inventory current workforce, skills and jobs available
- ❑ Maximize local hire and talent retention
  - Continue student hire internships and jobs
  - Increase local teacher hire
- ❑ Approach processors for local employment opportunities



- ❑ Develop a value-added fish processing facility
- ❑ Investigate potential economic benefits of providing rock quarry products to communities in the region on an individual project basis (road, airport, and harbor expansions and upgrades)
- ❑ Develop a Sand Point website
  - Develop local web-based businesses and services
- ❑ Work with airport terminal facility to display and sell local arts and crafts
- ❑ Track and develop a strategy for supporting potential oil and gas exploration activities
  - Coordinate with industry representatives for positioning Sand Point to support exploration and development activities
- ❑ Explore opportunities to develop infrastructure to stage and store emergency response equipment and vehicles for the region
- ❑ Develop an Overall Economic Development Steering Committee

### **COMMERCIAL FISHING**

- ❑ Find an alternative processor or fish buyer
- ❑ Re-activate the Peninsula Marketing Association
- ❑ Develop processor/community/fishermen relationship strategy
  - Change the community status from being dependent, to being partners
  - Convene fishermen and work together
  - Identify and obtain a new fish buyer
  - Initiate related actions (independent fuel tanks, joint venture partnership for processing)
- ❑ Work with the state on fishery marketing and management (City, Tribes and Corporations)
- ❑ Initiate value-added fish processing study including development of and marketing for a value-added product
  - Establish a website for Sand Point
- ❑ Provide fishing report/market information
- ❑ Initiate process of getting power to city dock
- ❑ Finish installation of ice machine
- ❑ Build net boxes at the harbor
- ❑ Market the fall run of salmon
- ❑ Pursue or support funding for Aleutia Seafoods

### **TOURISM**

- ❑ Inventory tourism operations and resources in the Sand Point area
  - Current tour operations in the area
  - Resources and attractions
  - Facilities and services in Sand Point





- ❑ Create and maintain a Sand Point website
- ❑ Identify potential independent tour groups not operating in the area
  - Become educated on the market and requirements
  - Identify groups to market (rock hounds and birders, sport hunters and fishers, sea kayakers, etc.)
- ❑ Develop and distribute educational and promotional information about the Sand Point area
- ❑ Develop tourism contact/development strategies (City, Tribes, Corporations, Aleutians East School District, DCED)
  - Set improvement priorities
  - Conduct feasibility studies
  - Identify sources of grants and funding
  - Develop action and contact plan, including deadlines and reporting requirements

## **6.2 LAND USE**

### **RESIDENTIAL**

- ❑ Monitor the supply of undeveloped residential lots connected to utilities and roads
- ❑ Evaluate the existing and new demand for multi-family housing for elders and young families
  - Identify locations and funding programs for new multi-family housing
  - The City and Tribes should team together to provide assisted living areas for elderly residents

### **COMMERCIAL**

- ❑ The City should take steps to identify additional areas for potential future commercial development resulting from tourism, oil and gas exploration, or seafood processing
- ❑ Identify land for potential oil and gas development. Plan for promoting Sand Point as the regional staging area for personnel, exploration, and development activities
- ❑ Develop an airport land use and infrastructure strategy, taking the expansion of the runway into consideration





## **HARBOR**

- ❑ Implement the *Sand Point Harbor Land Use Plan*
- ❑ Pursue Black Point Harbor Expansion to meet existing and future community needs
- ❑ Shumagin Corporation and the City should define use, rights, and ownership of uplands area at Black Point before the new harbor is constructed

## **PUBLIC LANDS**

- ❑ Work with the community to identify a new cemetery location for future expansion
- ❑ Coordinate planning activities with public landowners for the development of public facilities
- ❑ The Shumagin Corporation and the City should to finalize any 14(c)3 land exchanges
  - The City should identify properties they wish to acquire
  - The City should categorize those that have already been transferred (e.g. landfill)
  - Agreement needs to be reached with the Corporation on the identified properties and future needs (e.g. city park) and finalize the process

## **6.3 PUBLIC FACILITIES**

### **CULTURAL FACILITIES**

- ❑ Establish a museum or cultural center
  - Work with the community to establish documentation of the history of Sand Point
- ❑ Coordinate construction of any shelter or day-use cabins so that locations do not detract or interfere with cultural or historic sites
- ❑ Investigate options for building a new library as part of a new multiple-use facility or community center

### **PUBLIC SAFETY**

- ❑ Research costs associated with purchasing, operating, and maintaining a new ambulance
  - Research how some of the costs could be deferred to users of the ambulance service
- ❑ Explore state and federal funding options for use in training fire, rescue, and EMS volunteers



- ❑ Investigate options for building a new multiple use facility which could be used to house City employees and City support function personnel (fire, police, EMS, etc.)
- ❑ Evaluate options for Sand Point to become a logistical staging area for regional emergency response

### **UTILITIES**

- ❑ Implement the *Wastewater System Improvement Plan*
- ❑ Pursue funding options and initiate construction of a new water treatment plant
- ❑ Pursue expansion of telephone service within the planning area, including buried telephone lines
- ❑ Evaluate the options of improving local internet services
- ❑ Pursue recommendations of the *Bulk Fuel Feasibility Study* to develop an emergency backup storage facility
- ❑ Implement the recommendations of the *Sand Point Harbor Land Use Plan* regarding utilities in the harbor area
- ❑ Evaluate the current water supply and distribution systems with regard to existing conditions leakages, adequacy of supply, and water shed protection
- ❑ Plan for extending sewer and potable water lines to the airport

### **CEMETERY**

- ❑ Re-establish the cemetery committee
  - Inventory old cemetery site
  - Select a new cemetery site

### **EDUCATION**

- ❑ Develop work-study or internship program at radio station
- ❑ Invite guest speakers to lecture at the school (scientists, etc. who are traveling through the area)
- ❑ Set up evening programs with elders, parents, and community leaders to give presentations or hands on learning aimed at students
- ❑ Investigate and advertise opportunities in Distance Learning programs
- ❑ Set up a school breakfast program, and expand lunch program for low-income families
- ❑ Get kids involved with local government and businesses
  - Report to kids on workshop topics and ideas
  - Develop class projects
  - Have kids participate in workshops and committees
- ❑ Assess vocational education program and needs
  - Assess what exists and where
  - Ask businesses what is needed



## **PARKS AND RECREATION**

- ❑ Evaluate the need for a central outdoor recreation facility
  - The residents and cooperative partners of the City need to identify the facilities and activities that a central outdoor facility should include, and identify the best location for such a facility
  - Funding opportunities can then be identified and pursued
- ❑ Evaluate the network of existing trails, and working with public and private landowners, identify location of new trails that could meet resident needs and contribute to tourism
  - Address the responsibility for maintenance and enforcement of trespass concerns
  - Evaluate feasibility of marine and land (trails) shelter cabins

## **6.4 TRANSPORTATION**

### **ROAD SYSTEM**

- ❑ Work with cooperative partners to take advantage of BIA Indian Road funds
- ❑ Implement the recommendations of the *Sand Point Harbor Land Use Plan* regarding road improvements in the harbor area
- ❑ Recommend that the harbor road projects be included in the STIP as a Sand Point priority, including road connections to the proposed new harbor, and realignment and rehabilitation of roads within the existing harbor area
- ❑ Install a numeric home-address system
- ❑ Prioritize roads for paving or repaving

### **TRAIL SYSTEM**

- ❑ Develop a system of usable multi-use trails
- ❑ Improve and repair boardwalks

### **AIR TRANSPORTATION**

- ❑ Prepare an airport facilities and land use plan to increase regional utilization and economic development associated with the expanded runway
- ❑ Implement aviation recommendations of the *Sand Point Economic Development Strategy* with regard to the airport and shipment of fish products



### **MARINE TRANSPORTATION**

- ❑ Implement the recommendations of the *Sand Point Harbor Land Use Plan* regarding marine improvements in the harbor area
- ❑ Pursue Black Point Harbor Expansion to meet existing and future community needs

### **REGIONAL TRANSPORTATION**

- ❑ Utilize airport and harbor improvements to strengthen Sand Point's position as a regional transportation hub



## 7.0 REFERENCES

Alaska Department of Commerce and Economic Development (DCED). April 2, 2004. Alaska Community Database. [http://www.dced.state.ak.us/dca/commdb/CF\\_COMDB.htm](http://www.dced.state.ak.us/dca/commdb/CF_COMDB.htm)

Alaska Department of Fish and Game (ADF&G), 1993. *Noncommercial Harvests and Uses of Wild Resources in Sand Point, Alaska, 1992*. Technical Paper No. 226.

Aleutians Home Page (Aleutians Home), 2004. September 10, 2004. <http://www.hlswilliwaw.com/aleutians/Aleutians/html/aleutian-history.htm>

City of Sand Point, 1981. *Community Comprehensive Plan*, January 1981.

HDR Alaska, Inc., 2001. Aleutians East Borough Transportation Improvement Program, September 2001.

HDR Alaska, Inc., 2004. *City of Sand Point Wastewater System Improvement Plan*, January 2004.

URS Corporation, 2001. *Sand Point Economic Development Strategy Plan*, January 2001.

URS Corporation, 2003. Bulk Fuel Economic Feasibility Study for Sand Point, Alaska, August 2003.

URS Corporation, 2003a. *Harbor Land Use Plan for Sand Point, Alaska*, December 2003.