

**KODIAK ISLAND BOROUGH
COASTAL MANAGEMENT PROGRAM**

Concept Approved Draft

June 1983



**Kodiak Island Borough
Community Development Department**



KODIAK ISLAND BOROUGH COASTAL MANAGEMENT PROGRAM CONCEPT APPROVED DRAFT
REPRINT - JUNE 1988

REVISED: INCORPORATING ADDENDUM #1

KODIAK ISLAND BOROUGH OFFICIALS

MAYOR

Jerome M. Selby

ASSEMBLY

Alan Austerman

Ann Barker

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Lorne White, Presiding Officer

The preparation of this report was financed in part by funds from the Kodiak Island Borough, the Alaska Coastal Management Program and the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce, administered by the Division of Community Planning, Department of Community and Regional Affairs, State of Alaska.

Addendum #1 to the Kodiak Island Borough
Coastal Management Program
Concept Approved Draft
March 1, 1984

1. The following qualifier is to be included on the Subsistence Use of Resource Map (No. 16):

The boundaries represented on this map should not be construed as the absolute limit of subsistence harvesting but as an indication of primary and secondary use areas only. Actual use areas are variable and may move to reflect changes in wildlife patterns.

2. The policies chapter contained in the Kodiak Island Borough Coastal Management Program, dated June 1983, is replaced. The revised chapter, containing all changes that have been made, is attached and should be inserted in the document.

3. The following sentence, at page 6-6, is deleted:

[It will be the responsibility of the State of Alaska to enforce the provisions of consistency determinations made under their authority.]

It is replaced with:

It is the responsibility of the State of Alaska to ensure that agency actions are consistent with the district's policies and to enforce stipulations included on permits.

4. At page 7-14, in the first full paragraph, the following sentence shall be deleted:

[The Coast Guard maintains a popularly used rifle range within this area.]

It is replaced with:

An abandoned Navy rifle range located within the area is popular with local residents, though it has deteriorated. It is located on land transferred to the Bureau of Land Management (BLM) for further conveyance to Koniag.

5. At page 7-14, in the second full paragraph, the following sentence shall be deleted:

[The sensitivity of the network to industrial electrical interference has been a Coast Guard argument to regulate land use within the Womens Bay Area.]

It shall be replaced with:

The Coast Guard has expressed concerns about any industrial development in Women Bay/Middle Bay area that would create electromagnetic interference with the communications receiver at Holiday Beach.

6. The Land Ownership Map shall be amended to indicate that an area of Spruce Cape, northeast of the City of Kodiak, is federal land, owned by the Coast Guard, rather than in private hands.

KODIAK ISLAND BOROUGH
ORDINANCE NO. 84-9-0

AN ORDINANCE OF THE KODIAK ISLAND BOROUGH ASSEMBLY ADOPTING THE
COASTAL MANAGEMENT PROGRAM.

WHEREAS, AS 46.40.030 states that coastal resource districts shall develop and adopt district coastal management programs in accordance with the provisions of the Alaska Coastal Management Act and the Alaska Coastal Management Program, Guidelines and Standards; and

WHEREAS, a comprehensive Coastal Management Program has been developed by the Kodiak Island Borough which recognizes: 1) the coastal area of the Kodiak Island Borough as a distinct and valuable natural resource of concern to the people of the Borough; 2) the demands upon the resources of the coastal area are significant and will increase in the future; and 3) the importance of protecting natural, cultural and scenic resources and the fostering of wise development of the coastal area; and

WHEREAS, the Kodiak Island Borough Assembly conceptually approved the Coastal Management Program and forwarded it to the Alaska Coastal Policy Council and Office of Coastal Management; and

WHEREAS, the Alaska Coastal Policy Council unanimously approved the Kodiak Island Borough Coastal Management Program on December 8, 1983 and has submitted the Program to the federal government for incorporation into the Alaska Coastal Management Program; and

WHEREAS, it is the intent of the Kodiak Island Borough to adopt the Kodiak Island Coastal Management Program by ordinance within ninety days of approval by the Alaska Coastal Policy Council pursuant to 6AAC85.120(f); and

WHEREAS, the Kodiak Island Borough will use the Coastal Management Program as a guide in making land and water use decisions for the Borough.

NOW, THEREFORE, BE IT ORDAINED by the Kodiak Island Borough Assembly that the Kodiak Island Borough Coastal Management Program dated June 1983, supplemented by the Progress Report (1981) and resource maps, as described in the Office of Coastal Management's Findings and Conclusions dated September 12, 1983 as revised November 8, 1983 and with revisions noted on the attachment to the order from the Alaska Coastal Policy Council under the authority vested by AS 46.40.060 and AS 46.40.070 is hereby adopted.

PASSED AND APPROVED this 2nd day of February, 1984
by the Kodiak Island Borough Assembly.

KODIAK ISLAND BOROUGH

By Jerome M. Selby
Borough Mayor

ATTEST:

By Michelle Miller, CMC
Borough Clerk

First Reading, Approval Date: January 5, 1984
Second Reading, Public Hearing, Approval Date: February 2, 1984
Effective Date: February 2, 1984

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

OFFICE OF THE GOVERNOR

OFFICE OF MANAGEMENT AND BUDGET
DIVISION OF GOVERNMENTAL COORDINATION

POUCH AW
JUNEAU, ALASKA 99811
PHONE: (907) 465-3562

Kodiak Island Borough
Kodiak, Alaska
RECEIVED

APR 2 1984

A M P M
7 8 9 10 11 12 1 2 3 4 5 6

March 28, 1984

Ms. Linda Freed
Kodiak Island Borough
P.O. Box 1246
Kodiak, AK 99615

Dear ~~Ms. Linda~~ *Linda* -

Enclosed is the filing certification for the approved Kodiak Island Borough Coastal Management Program. This should complete your district file on your approved program.

We look forward to working with you on successful implementation of this Kodiak Island Borough Coastal Management Program.

Sincerely,

Amy
Amy D. Kyle
Senior Analyst

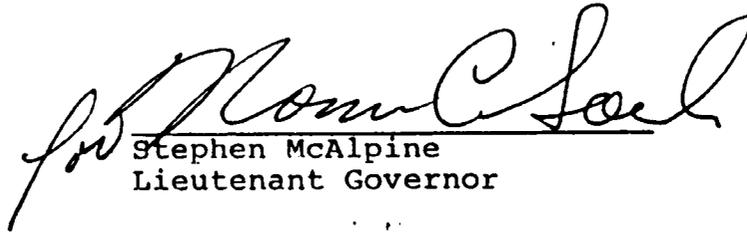
Enclosure

bs84032801akb

FILING CERTIFICATION

NORMAN GOESUCH

I, Stephen McAlpine, Lieutenant Governor for the State of Alaska, certify that on March 15, 1984, at 10:30 a.m., I filed the Coastal Policy Council's Order of Approval, dated December 8, 1983, for the Kodiak Island Borough Coastal Management Program, in accordance with the provisions of AS 46.40.060-46.40.070 and 6 AAC 85.120(e).


Stephen McAlpine
Lieutenant Governor



OFFICE OF
GOVERNOR BILL SHEFFIELD
Congratulations
We can proceed with filing
after ordinance is adopted -
AMY DALE KYLE

Senior Analyst
Office of Management & Budget
Division of Governmental Coordination



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
OFFICE OF OCEAN AND COASTAL RESOURCE
MANAGEMENT
Washington, D.C. 20235

January 26, 1984

Pouch AW
Juneau, Alaska 99811

(907) 465-3562

Mr. James Ayers
Manager
Office of Coastal Management
Pouch AP
Juneau, Alaska 99811

OFFICE OF
MANAGEMENT & BUDGET

JAN 31 1984

GOVERNMENTAL
COORDINATION

Dear Mr. Ayers:

The Office of Ocean and Coastal Resource Management (OCRM) has completed its review of the following local coastal management programs:

1. Ketchikan
2. Kodiak Borough
3. Nome
4. Matanuska-Susitna Borough

Each program was considered on an individual basis and each was determined to be "routine program implementation" as defined in 15 CFR 923.84(a). Each was determined not to substantially alter any enforceable policies or authorities of the Alaska Coastal Management Program related to the criteria in 15 CFR 923.80(c). Therefore, this office concurs with the incorporation of these programs into the ACMP as a matter of "routine program implementation." On the date of publication by the State of Alaska of the notice required by 15 CFR 923.84(b)(4), Federal consistency shall apply to these programs.

Thank you for your cooperation in this review process.

Sincerely,

WJ Brah
William J. Brah
Pacific Regional Manager

original filed in Ketchikan file

Kodiak Island Borough
Kodiak, Alaska
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**KODIAK ISLAND BOROUGH COASTAL MANAGEMENT PROGRAM
CONCEPT APPROVED DRAFT - JUNE 1983**

The preparation of this report was financed in part by funds from the Kodiak Island Borough, the Alaska Coastal Management Program and the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce, administered by the Division of Community Planning, Department of Community and Regional Affairs, State of Alaska.

KODIAK ISLAND BOROUGH OFFICIALS

MAYOR

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Frances Cater
Dennis Murray
James Peotter
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Lorne White**

MANAGER

Phillip C. Shealy

COMMUNITY DEVELOPMENT DIRECTOR

William A. Walton

PLANNING AND ZONING COMMISSION

**Tim Hill - Chairman
Pat Briggs
Virginia Crowe
Ken Gregg
Dan James
Steve Rennell
JoAnn Strickert**

INTRODUCTION

This document, the Concept Approved Draft of the Kodiak Island Borough Coastal Management Program, is just one in a series of documents produced for the program.

In June of 1981 the Kodiak Island Borough Coastal Management Program Progress Report was printed. The resource inventory and analysis chapters of the Progress Report have been reprinted in a limited quantity. These chapters are incorporated by reference as part of the Concept Approved Draft. A set of large-format, color resource maps was prepared to accompany the Progress Report. Sets of these maps are still available on request.

Based on the comments received on the Progress Report, revisions were made to the program and the Kodiak Island Borough Coastal Management Program Public Hearing Draft was printed in May of 1982. A set of reproducible mylars, that up-dated the color resource maps, were produced at the same time as the Public Hearing Draft. Blueline prints made from the mylars are also available on request, although copies of the Public Hearing Draft are out-of-print.

Based on public hearing testimony and written comments, an Addendum to the Public Hearing Draft was produced in September of 1982. This Addendum, in addition to portions of the previously mentioned documents, form the basis of the Kodiak Island Borough Coastal Management Program, conceptually approved by the Kodiak Island Borough Assembly on January 6, 1983.

This Concept Approved Draft has been printed to bring the relevant portions of all these referenced documents together in one volume (except for the resource inventory and analysis which, due to size, has been reprinted separately). A map packet to accompany the Concept Approved Draft has also been produced. This map packet contains blueline copies of only a few of the resource maps, the land ownership and resource classification maps. These map packets are available, as well, on request.

All requests for documents, maps and for information about the Kodiak Island Borough Coastal Management Program should be directed to the Kodiak Island Borough Community Development Department.

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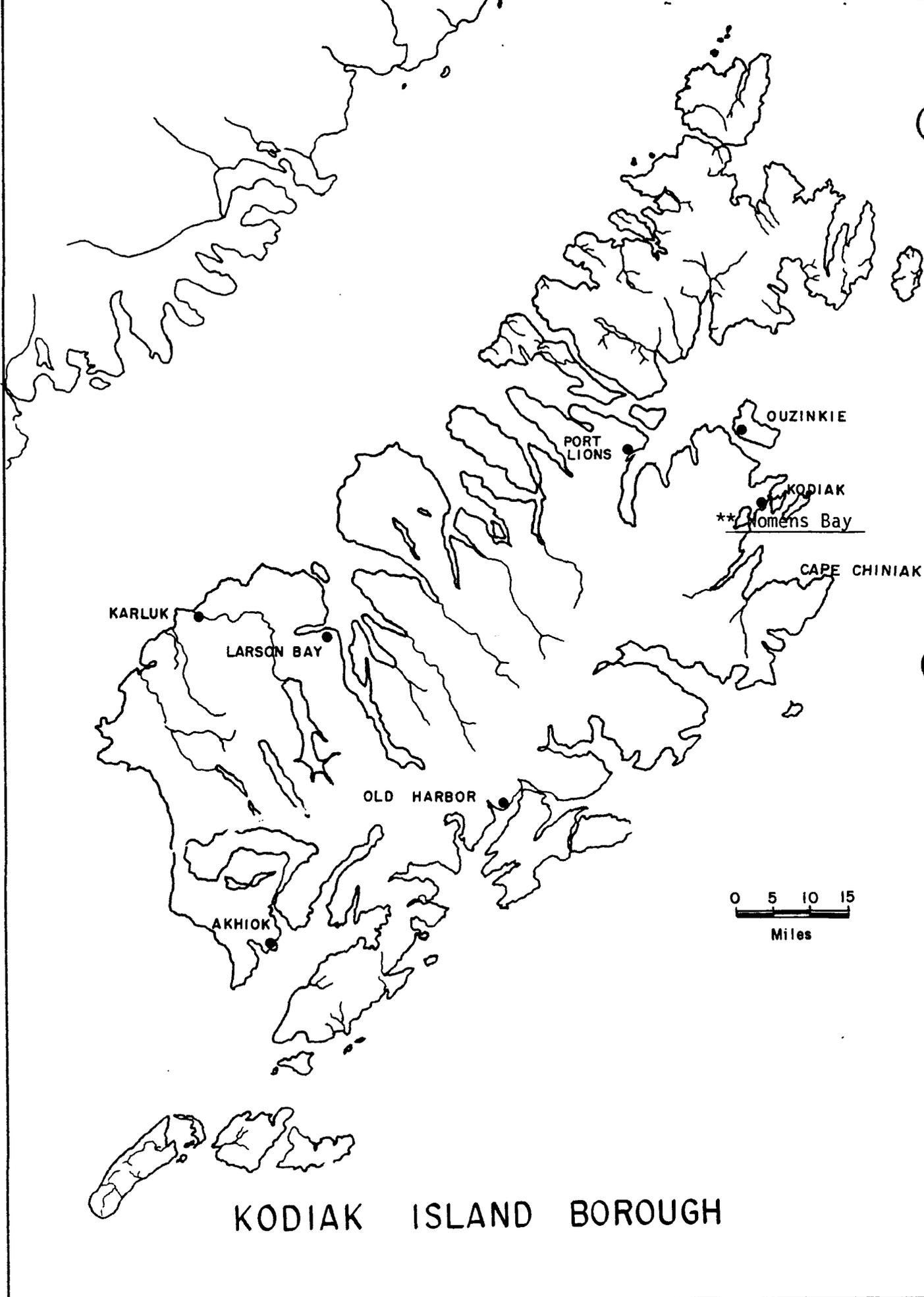
SUMMARY

The Kodiak Island Borough includes a group of islands approximately 100 miles wide and 200 miles long. It contains about 5,000 square miles of land, no point of which is more than 15 miles from the sea. The island consists primarily of mountainous terrain with a coastline of approximately 2,500 miles.

The Kodiak Island Borough initiated a coastal management planning program in March of 1980 with support from the State of Alaska through the Alaska Coastal Management Program. This document, the Concept Approved Draft of the Kodiak Island Borough Coastal Management Program, completes the program and includes the revision of previous documents based on verbal and written comments. Conceptual approval was given to the Kodiak Island Borough Coastal Management Program by the Kodiak Island Borough Assembly on January 6, 1983.

Prior to the planning efforts associated with the coastal management program, the Kodiak Island Borough prepared and adopted a comprehensive plan in 1968. This comprehensive plan is the legally-approved plan for the Borough (most of an up-dated plan prepared in 1977 was never adopted). The Kodiak Island Borough Coastal Management Program is meant to compliment this and other Borough planning programs prepared under Title 29, the Alaska Statute that grants powers to municipal governments. It is not intended to supplant traditional comprehensive planning, although the information documented in the coastal management program will serve as the basis for any comprehensive plan update undertaken by the Borough.

The coastal management planning process has provided a means for the Kodiak Island Borough to examine issues of concern, local goals and objectives, and to translate these (in conjunction with an inventory and analysis of the area) into a framework to guide decision-making. This



KODIAK ISLAND BOROUGH

framework, consisting of a management classification scheme and policies for land and water uses, has the legal power to influence decision-makers on local, state and federal levels when it is adopted - unlike planning programs prepared under Title 29 of the Alaska Statutes. One of the main thrusts of the framework, or plan, is to balance resource "development" between competing uses. This had been done partially by identifying areas that should be "conserved," areas that can be "developed with restrictions," and areas that can be "developed without restrictions." These areas have been mapped and the maps are available on request from the Kodiak Island Borough Community Development Department. This management classification scheme serves only as a guide for resource development decisions. In addition, the effort to balance resource "development" between competing uses is reflected in the program's policies - the "enforceable rules" of the program.

This document contains a variety of information important to the coastal management program of the Kodiak Island Borough. Section One identifies coastal development issues facing the Borough and specifies goals and objectives with regard to these and other coastal development concerns. Section Two presents a brief description of the coastal boundaries for the Kodiak Island Borough Program, while Section Three presents a summary of the analysis portion of the Kodiak Island Borough Coastal Management Program Progress Report (June 1981). (The entire inventory and analysis sections of the Progress Report are not reprinted in this Concept Approved Draft, but are considered part of the Kodiak Island Borough Coastal Management Program.) Section Four highlights the management classification scheme, and Section Five presents the uses subject to the coastal management program and the policies of the program. Implementation of the coastal management program is detailed in Section Six, while recommended areas meriting special attention (AMSAs) are discussed in Section Seven. The final section of the Concept Approved Draft summarizes recent public involvement efforts associated with the Program.

The Kodiak Island Borough Coastal Management Program has undergone extensive review to reach this stage. Review and public involvement will not stop with the printing and distribution of the Concept Approved Draft. It will continue through the Alaska Coastal Policy Council adoption process and will be supplemented by an annual review of program activities and their impact and effectiveness. The Alaska Coastal Policy Council will hold a public hearing on this Draft prior to their action on the program, which is expected in November of 1983. The program will then be forwarded by the State to the federal government for routine implementation, if it is approved by the Alaska Coastal Policy Council. At the same time, the program will be returned to the Kodiak Island Borough for adoption by ordinance.

1.0 Issues, Goals, and Objectives

1.0
ISSUES, GOALS, AND OBJECTIVES

1.1 INTRODUCTION

The citizens of the Kodiak Island Borough are both resource users and resource managers, and in these roles make many decisions about what types of land and water development are desirable, where the developments will take place, and what (in general terms) they will look like.

The Kodiak Island Borough Coastal Management Program set forth in the following pages establishes an agenda and provides the tools to direct development and to manage the resources of the coastal zone. The program emphasizes management tools that are explicit, yet flexible enough to provide guidance in a changing physical, economic, and regulatory environment.

1.2 ISSUES

The primary purpose of coastal management is to provide a framework for making decisions on uses of coastal resources, and on activities taking place within the coastal zone. In order to develop a coastal management program that best serves Kodiak Island Borough residents, issues concerning resource use and the needs of local residents should be addressed. Eight major issues have been identified: governmental coordination; land ownership status; recreation/tourism; energy resources and facilities; transportation facilities and services; fisheries; timber harvesting; and subsistence.

1.2.1 GOVERNMENTAL COORDINATION

On federal and state government levels, various agencies make day-to-day decisions on the use of resources in the Kodiak Island Borough that are under their management responsibilities. Those decisions can have great impact on Borough residents, yet Borough participation in decision making is often minimal or nonexistent. Prior to the Alaska Coastal Management Program, mechanisms for participation were advisory only.

Through Title 29 of the Alaska Statutes, the Kodiak Island Borough has planning powers for the area contained within Borough boundaries including seven communities; the City of Kodiak, five second-class cities, one IRA Tribal Council, and scattered settlements. Past Borough planning efforts have incorporated varying degrees of individual community participation, often resulting in the feeling that the Borough government was not responsive to local needs. Limited planning budgets and a wide range in individual community needs have contributed to this problem.

1.2.2 LAND OWNERSHIP STATUS

Uncertain Land Ownership Status

The status of land ownership by federal, state, Borough, and private entities is unclear at this time, and may not be settled for several years. However, the management of resources and activities in the Borough often transcends property lines and requires a comprehensive management framework that can include different participants who have different needs and responsibilities. Uncertain land ownership only increases the need for such management.

Land Use Restrictions on Federal Land

Much of the Kodiak Island Borough lies within the Kodiak National Wildlife Refuge. Use of lands and resources within the Refuge, whether the land is owned by Native corporations or other private entities, is

subject to restrictions imposed by Refuge management guidelines. In the past, these restrictions have slowed the development of the Terror Lake hydroelectric project and may limit future unrestricted use of privately owned lands. Additional regulations are imposed by the U.S. Coast Guard on land under their control, with regulations imposed as well on land under the jurisdiction of other federal agencies.

1.2.3 RECREATION/TOURISM

The Kodiak Island Archipelago is a major state recreation and tourism attraction, offering excellent hunting, fishing, wildlife observation, and boating opportunities. Resident and nonresident use of these resources supports a local industry consisting of hotel operators, air taxi services, and guiding services. Increasing recreation activities have caused conflicts with other resource use, particularly in the vicinity of several Borough villages. At this time, conflicts include trespass on private lands, general disruption of community lifestyle, competition for subsistence fish and wildlife resources, and littering. The affected villages are currently evaluating solutions to the problem.

1.2.4 ENERGY RESOURCES AND FACILITIES

Oil and Gas Development Activities

Outer Continental Shelf (OCS) exploration and development activities have been a concern of Kodiak Island Borough residents since 1975. The impact of normal operations and oil spills on the fishing industry, and of onshore support facilities on lifestyle and community facilities, are of particular concern. The Borough formed the OCS Advisory Committee in 1976 to act in an advisory capacity to the Borough Assembly in matters related to OCS oil and gas development. With the passage in 1980 of the Alaska National Interest Lands Conservation Act, Section 1008 opens certain federal upland areas to the evaluation of oil and gas resources they may contain. These areas include the Kodiak National Wildlife Refuge which could be opened for oil and gas exploration.

Hydroelectric Resource Development

The relative isolation of the Kodiak Island Borough and its communities has contributed to a dependence on fuel oil for power generation which is an extremely costly source of energy. A major hydroelectric generation project is being developed at Terror Lake, and Alaska District Corps of Engineers feasibility studies have identified potential hydroelectric generation sites for each of the Borough's communities. Hydroelectric power may provide a comparatively inexpensive and reliable long-term source of power for Borough residents. However, because many of these sites are located within the Kodiak National Wildlife Refuge, they are subject to Refuge management guidelines and compatibility with Refuge objectives governs their approval. These guidelines are oriented primarily toward protection of fish and wildlife habitat, and not toward other uses of the Refuge. Development of hydroelectric generation facilities in the Borough currently faces a lengthy licensing approval process.

1.2.5 TRANSPORTATION FACILITIES AND SERVICES

Facilities

Because of the Island's mountainous topography, the availability of suitable space for locating transportation facilities is low and the cost of building such facilities is high. In the case of many existing facilities, such as boat harbors and the Port of Kodiak, the capacity is inadequate to meet demands. At other facilities, such as village airstrips, operations can be severely constrained by weather conditions. Maintenance of existing facilities and developing material borrow sites for constructing new facilities are also significant problems. All of these factors contribute to high construction and maintenance costs for transportation facilities, and general Borough-wide demands for new facilities, increased capacities, and better maintenance.

Service

All Borough communities are dependent on air and marine transportation for commodity and passenger movement. While scheduled air

transportation services to the City of Kodiak are adequate to meet current needs, outlying communities must depend on mail plane service or high cost charter air service. Many of these communities would like to see more regular air service and a ferry service provided to reduce transportation costs and increase the ability of getting freight from the City of Kodiak to the communities. However, state ferry service to the community of Port Lions has increased nonresident access for hunting and fishing purposes, and other communities are concerned that increased access could bring similar problems.

1.2.6 FISHERIES

The fish resources of the Kodiak Island Archipelago are the economic mainstay of most Borough residents, and comprise a large portion of the subsistence resources they harvest. Because the viability of fisheries resources is dependent on offshore and onshore habitats, development of other Borough resources has the potential for adverse impacts on fisheries if appropriate safeguards are not taken.

1.2.7 TIMBER HARVESTING

Timber has been harvested on Afognak Island over the last eight years, initiated under U.S. Forest Service supervision and currently managed by KONCOR Forest Resources Management. The timber resources on Afognak Island were the primary reasons for land selection there by Afognak and Ouzinkie Native Corporations, with the intent of continuing timber harvesting.

There is concern among some Kodiak Island residents that timber harvesting activities are damaging to anadromous fish streams, and other fish and wildlife habitat, and are not compatible with the area's recreation and aesthetic values.

1.2.8 SUBSISTENCE

Many Kodiak Island Borough residents use fish and wildlife resources for subsistence, to a degree. In general, the villages have been more dependent on subsistence resources due to few local employment opportunities, high transportation costs, social and cultural traditions, and preferred diet. In the Kodiak metropolitan area, subsistence use is limited by Alaska Department of Fish and Game regulations, increased competition between subsistence users, and competition with sport and commercial users. Village subsistence may face increasing competition from sport use of resources. In all cases, resource allocation among subsistence, sport, and commercial users is a growing concern. Recent regulations addressing subsistence and sport conflicts have been passed by the Alaska Board of Fisheries.

1.3 GOALS AND OBJECTIVES

The goals of the Kodiak Island Borough Coastal Management Program reflect a wide spectrum of issues, including those highlighted in the previous section, pertaining to coastal management and the well-being of the residents of the Kodiak Island Borough. Underlying these goals is the recognition that many Kodiak Island Borough residents strive to enjoy economic prosperity and development, and that the foundation of this prosperity is fish and shellfish resources and the fishing industry. While coastal management cannot, by itself, ensure economic well-being, it can help to make economic events orderly and sensible within the constraints of limited land, potential geological hazards, and sensitive habitats. These goals reflect concerns expressed by residents of the Kodiak Island Borough, and form the basis for objectives to be achieved through the program.

1.3.1 PUBLIC SAFETY/ECONOMIC PRODUCTIVITY

- A. To provide for the cultural/social strength, public safety, and economic welfare of Borough residents when siting future land use activities.

- B. To encourage economic productivity and diversity in the Borough, while minimizing any conflict with fish and shellfish resources and the fishing industry.

Public Safety

It is an accepted fact that the Kodiak Archipelago, like other areas of Alaska, is likely to be subject to future earthquakes, marine landslides, flooding, avalanches, erosion, and wind damage. In addition, the Kodiak Island Borough has other public safety concerns that relate to the health and welfare of the residents.

To provide for general public safety and to minimize uncertainty when developing coastal areas, the KIB Coastal Management Program will pursue the following objectives:

1. Evaluate seismic, avalanche, erosion, flood, and wind hazards and pursue development criteria to minimize these hazards;
2. Encourage industrial, commercial, residential, and recreational development siting in areas that minimize risk to life and property;
3. Require sound engineering practices to ensure the safe design and construction of public and private facilities;
4. Determine the best use of hazard-prone lands;
5. Identify further studies needed to determine the magnitude of potential geological hazards, mitigation measures, and utilization of hazardous lands;
6. Identify methods for providing proper water supplies and sewage and solid waste disposal for residents of the Borough;

7. Maintain coordination with the U.S. Coast Guard and the Alaska District Corps of Engineers to ensure navigational safety in and around the Kodiak Archipelago; and
8. Promote the development of all-weather harbors and docking facilities to minimize damage to the facilities and to vessels.

Economic Productivity/General Development

Historically, the Kodiak Island Borough, because of its high fishery values and its strategic location, has been one of the major fishing ports in the United States. In addition, it has the potential for becoming a major transshipment point in the near future.

The Kodiak Island Borough is economically dependent on the fishing industry. Due to the nature of the fishing industry, dependence on seasonal employment has been an economic concern. Thus, the Kodiak Island Borough would like to develop stable, year-round sources of income and employment to complement and supplement the fishing industry. Existing and potential development activities in the Borough hold promise for future economic diversification.

1. Determine the nature and siting requirements of general industrial expansion that will accompany growth in the transportation, fisheries, tourism/recreation, timber, manufacturing, mining, and petroleum industries;
2. Identify and reserve land for future industrial and commercial expansion;
3. Encourage the multiple use of federal and state-owned lands;
4. Promote improved communication facilities in the communities of the Kodiak Island Borough;

5. Promote the development of marine related industrial facilities throughout the Kodiak Island Borough in order to maintain and support the fishing industry;
6. Encourage the development of non-marine-related industries in the Kodiak Island Borough (e.g., timber processing); and
7. Encourage industrial facility and industrial siting that minimizes damage to natural settings.

Recreation/Tourism

1. Improve public access to developed/undeveloped waterfront areas on the urban road system;
2. Identify potential sites for marine park facilities, that are located away from highly used subsistence areas;
3. Encourage recreational boating safety through improved navigation and communication aids and improved search and rescue capability by supporting those agencies involved in marine safety and protection.
4. Encourage expanded ferry service to the City of Kodiak;
5. Support the development of recreational facilities in local communities around the Kodiak Island Borough;
6. Initiate a Borough parks and recreation program that identifies, in conjunction with local communities, areas of coastal recreation and tourist interest and provides access to these locations; and
7. Recognize and manage Shuyak Island for wilderness recreation and remote residential use.

Energy Development

1. Accommodate energy facility siting and onshore oil and gas exploration in a manner that will mitigate adverse socioeconomic impacts in the Kodiak Island Borough and adverse environmental impacts on coastal resources that Kodiak Island Borough residents rely on for their livelihood.
2. Identify potential sites for petroleum-related facilities without limiting the opportunity for other development activities;
3. Encourage development of small-scale projects, wind generation, and cogeneration as alternatives to traditional fossil fuels, particularly in the villages of the Kodiak Island Borough that desire these alternatives;
4. Explore the development of tidal power as an alternative to traditional fossil fuels, if there is minimal conflict with fish resources;
5. Pursue the development of a Borough energy plan in coordination with state-wide energy planning programs as part of the Borough's overall planning efforts.
6. Support improved bulk fuel storage facilities for the villages and improved fuel delivery to these facilities; and
7. Support the development of a wood-harvest plan for Borough residents.

Transportation

1. Maximize the use of waterfront land set aside for development activities dependent on water-based transportation (e.g. container shipment, cargo handling);

2. Promote the improvement of air and water transportation between the City of Kodiak, Kodiak Island Borough villages, and the rest of Alaska;
3. Support regular air and freight/barge service between the City of Kodiak and villages in the Kodiak Island Borough;
4. Identify future land requirements for docking facilities, ports, landing strips, and airport expansion and reserve the appropriate land;
5. Discourage the development of roads between the villages and the City of Kodiak;
6. Promote the extension of the Anton Larsen Bay Road to ice-free water;
7. Extend the Monashka Bay Road no further than the end of the Bay;
8. Promote the development of a deep water port in the City of Kodiak; and
9. Promote the development of small boat harbors in Port Lions, Ouzinkie, Old Harbor, and Larsen Bay, and the development or upgrading of docking facilities in all the Borough villages.

Fisheries

1. Encourage the maintenance of marine and freshwater habitats areas, and promote the rehabilitation of former biologically productive marine and freshwater habitats.
2. Examine the feasibility of locally controlled fish hatchery sites for commercial fish species;
3. Support the development and expansion of commercial and small boat harbors in the communities of the Kodiak Island Borough;

4. Promote programs that mitigate conflicts between fisheries and other natural resource developments;
5. Encourage the development of onshore support bases for the bottomfish industry at established canneries and villages in the Kodiak Island Archipelago;
6. Reserve areas for gear storage for the fishing industry; and
7. Promote the development of the University of Alaska's Fisheries Technology Center in the City of Kodiak.

Timber/Agriculture

1. Support the maintenance of fish and wildlife habitat as a high priority in both timber and agricultural development;
2. Encourage the development of sustained-yield timber harvesting in identified commercially viable timber areas of the Kodiak Island Borough;
3. Identify transfer points for the movement of timber products from harvest areas to storage areas and shipping points that minimize the impact on fish and wildlife resources;
4. Explore the use of timber harvesting by-products for local utilization; and
5. Encourage the development of grazing on land in the Kodiak Island Borough when it can be compatible with fish and other wildlife resources.

Mining

1. Identify and encourage the development of commercially valuable mineral deposits in the Kodiak Island Borough when impacts to fish and wildlife resources will be minimized.

1.3.2 SUBSISTENCE

- A. To recognize that residents of the Kodiak Island Borough utilize local fish, game, and plant resources to meet nutritional, traditional, cultural, and spiritual needs.

The Kodiak Island Borough has recognized that subsistence use is an important use of the resources of the Kodiak Island Archipelago. Subsistence is considered a primary use of resources in the Borough, especially in village areas. The subsistence goal can be accomplished by the following objectives:

1. Encourage the maintenance of fish and wildlife habitats;
2. Encourage the management of fish and wildlife harvests to preserve the opportunity for subsistence; and
3. Support the use of, and access to, subsistence resources by subsistence users.

1.3.3 LAND AND WATER USES

- A. To strive for compatible use of coastal lands and waters among diverse conservation and development activities; and
- B. To encourage the provision of land for desired development activities.

Land and water uses are irrevocably connected to public safety, resource protection, and economic development. However, given steep terrain and hazard areas, land suitable for development is limited and thus deserves special attention in the coastal management plan.

The coastal management program aims for compatible multiple use of coastal lands and water. The Kodiak Island Borough recognizes that it cannot at this time identify the most appropriate use for all land and water within its jurisdiction, therefore the Borough strives primarily to

identify those areas that should be preserved and those areas that have development potential. The implementation of the following objectives will help to fulfill the previously mentioned goals:

1. Determine future land and water use needs for development activities;
2. Reserve waterfront land for uses needing direct access to water;
3. Encourage innovative development to maximize the use of available land;
4. Maximize compatible multiple uses of land and water resources through siting and design criteria;
5. Continue to identify important geophysical hazard areas, biological resource areas, coastal habitats, recreation areas, subsistence use areas, and land ownerships; and
6. Work closely with the State of Alaska and political subdivisions in the Kodiak Island Borough to minimize the impact of the State land disposal program and other State land management programs.

1.3.4 RESOURCE PROTECTION, ENHANCEMENT, AND DEVELOPMENT

- A. To protect coastal habitats and air and water quality in conjunction with development activities; and
- B. To preserve the scenic beauty and the cultural, ethnic, and historical values of the Kodiak Island Borough.

The Kodiak Island Borough will ensure compatibility of future developments with the protection of the scenic beauty and valuable habitat characteristics of the Kodiak Island Archipelago on a site-by-site basis.

1. Protect resource values and air and water quality in the Kodiak Island Borough through siting designs and construction techniques for development activities;
2. Identify and protect coastal and marine habitats that are important for their natural resource value;
3. Identify and encourage the enhancement of coastal and marine habitats that have been degraded by human activities; and
4. Continue to promote the maximum sustained-yield harvest of renewable resources in the Kodiak Island Borough.

1.3.5 PERMITS AND GOVERNMENT CONTROL/REGIONAL INTERESTS

Permits and Government Control

- A. To simplify and expedite permit procedures and governmental agency review in the implementation of the Kodiak Island Borough Coastal Management Program.
- B. Although federal lands are excluded from the definition of "coastal zone" (16 USCA 1453), and the State of Alaska is responsible for determining the consistency of federal and state related activities (16 USCA 1456; ACMP) the Kodiak Island Borough shall become an active participant in these existing state and federal review and decision processes.

Increasingly, all levels of government are participating in decisions to alter the natural and man-made environment. Through the consistency provision of the Coastal Management Act, the Kodiak Island Borough would like to simplify and expedite permit procedures and to make certain that state and federal actions are consistent with the Coastal Management Program.

The matter of consistency is important to the Kodiak Island Borough as a large portion of the land in the Borough is federally owned. Once approved, the actions of state and federal agencies are required to be consistent with the Kodiak Island Borough Coastal Management Program, and thus it is important that this Program contain policies and an implementation scheme that streamlines decision making and consistency review. In the course of program implementation, the Kodiak Island Borough will:

1. Ensure that applicable state and federal activities are consistent with the Kodiak Island Borough Coastal Management Program;
2. Implement mechanisms to coordinate local permitting and consistency review;
3. Use existing ordinances and regulations to the maximum extent for implementation of the Kodiak Island Borough Coastal Management Program;
4. Consider mechanisms to monitor and enforce provisions of the Kodiak Island Borough Coastal Management Program; and
5. Develop mechanisms to ensure that local governments in the Kodiak Island Borough are active participants in the implementation of the Kodiak Island Borough Coastal Management Program.

Regional Interests

Historically, as well as today, the Kodiak Island Borough has been linked economically with other areas of Alaska.

The Kodiak Island Borough is keenly interested in how State resource use, land management decisions, and development projects will affect the Borough's own economy and growth. Land conveyances, increased vessel traffic, implementation of fisheries management plans, and establishment of state parks are, in fact, Borough issues and therefore the

Coastal Management Program has incorporated wider regional interests into its program objectives:

1. Coordinate future land and water use decisions with other concerned public and private agencies outside the Borough; and
2. Promote the interests of Kodiak Island Borough residents in fish and shellfish resources management outside the jurisdiction of the Borough.

2.0 District Boundaries

2.0
DISTRICT BOUNDARIES

The boundaries of the Kodiak Island Borough Coastal Management Program are the same as the boundaries of the Kodiak Island Borough. The Program boundaries have been chosen based on:

o District Coastal Management Program Guidelines

The Standards and Guidelines of the Alaska Coastal Management Program provide guidance on delineation of district boundaries in 6 AAC 85.040.

The following portions of 6 AAC 85.040 have been applied in the determination of the district program boundaries:

(c) Final boundaries of the coastal area subject to the district program may diverge from the initial boundaries if the final boundaries:

(1) extend inland and seaward to the extent necessary to manage uses and activities that have or are likely to have a direct and significant impact on marine coastal water; and

(2) include all transitional and intertidal areas, salt-marshes, saltwater wetlands, islands, and beaches.

(d) If the criteria in (c) of this section are met, final boundaries of the coastal area subject to the district program

may be based on political jurisdiction, cultural features, planning areas, watersheds, topographic features, uniform setbacks, or the dependency of uses and activities on water access.

o Topography

The relatively steep topography and long fiords of the Kodiak Archipelago makes it possible for activities taking place at any elevation to interact with or influence coastal resources.

o Implementation

By making the district coastal management boundaries the same as the Kodiak Island Borough boundaries, the Coastal Management Program can be more easily implemented as a supplement to existing Borough land use controls, such as the comprehensive plan and zoning ordinance.

o Consistency

One of the primary benefits of coastal management is that, once approved and adopted, state and federal activities must be consistent with the Kodiak Island Borough Coastal Management Program. In the past, the Borough has had little influence over activities or resource use on the Kodiak National Wildlife Refuge and other federal and state lands. Inclusion of the entire Borough within the coastal management district will provide the Borough with greater influence over state resource use and future activities. Districts may enclose within their boundaries federal land that would be included were they not under the exclusive jurisdiction of the federal government. Activities on federal lands that would have direct effects on the State's coastal zone must be consistent with the district's program. Activities that may have spill-over impacts may include petroleum exploration and development, energy facilities, mineral development, and timber sales.

3.0 Resource Analysis Summary

To implement the Coastal Management Program, the Kodiak Island Borough will make decisions on the use of coastal resources. Residents strongly support maintaining the productivity and economic growth of fisheries resources, improving transportation facilities and services, developing alternate, stable sources of energy, and guaranteeing resident use of subsistence resources. Development of petroleum and timber resources, uncertain land status, important fish and wildlife resources, high-quality recreation resources, and potential conflicts between resource uses and users indicates a need for careful management of coastal resources. By assessing the demands on coastal resources and the capability of those resources to meet these demands, the resource analysis provides a reasoned approach to making resource use decisions.

The resource analysis has the following objectives:

- o Assesses present and anticipated demands on coastal resources;
- o Evaluates resource sensitivity and capability to meet demands;
- o Projects significant anticipated changes in inventory characteristics; and
- o Classifies coastal management areas based on local needs, resource sensitivity, and other factors, such as public safety (see Section 4.0 Resource Management Area Classifications).

This section summarizes the resource analysis presented in the Kodiak Island Borough Coastal Management Program Progress Report

(June 1981), and is organized under 16 subjects: Coastal Habitats and Biological Resources, Water Resources, Geophysical Hazards, Land Ownership and Land Use, Recreation Resources, Transportation, Energy Facilities and Resources, Coastal Access, Housing, Community Facilities and Services, Economic Characteristics, Employment and Income, Population, Subsistence, and Cultural/Historic Sites.

Coastal Habitats and Biological Resources

Fisheries

- o The fisheries resources within and around the Borough support an exceptionally valuable commercial fishery as well as important subsistence and sport fisheries.
- o Shellfish resources are being harvested near the sustainable limit.
- o Salmon is the most important finfish followed by herring and, in recent years, groundfish.

Waterfowl

- o Waterfowl are hunted for subsistence and sport purposes.
- o One-third of the sport harvest is taken in Kalsin Bay.

Marine Mammals

- o Seals and sea lions are harvested for subsistence purposes in several of the villages.

Upland Game

- o Bear, mountain goat, deer and elk are the big game species hunted both for sport and subsistence purposes.

Resource Management

- o The biological resources of the Borough are of the utmost importance to the livelihood of the residents.
- o Development activities will need to be carefully planned to minimize negative impacts on biological resources.
- o The use of recommended minimum setbacks will minimize adverse impacts on anadromous fish streams.

Water Resources

Surface Water Resources

- o Water supply is a constraint to development within the Borough, due to problems with collection and storage.
- o Storage tanks are being used but are expensive and have limited capacity.
- o Fish processing plants require large quantities of water and increase the demand for storage.
- o Development within drainage basins used as surface water sources can adversely affect water quality.
- o Surface water resources will provide an adequate supply for the City of Kodiak since sufficient storage has been provided.
- o Surface and spring water sources are currently meeting supply demands in the villages; significant new demands for water will require investigation of new sources.

Ground Water Sources

- o Ground water resources in the Kodiak Island Borough are quite limited in distribution, extent, and yield.
- o Use of groundwater sources near the coast could cause degradation of the aquifer if wells are pumped at a high enough rate to cause brackish water intrusion.
- o Groundwater is currently not being used in any significant quantity in the City of Kodiak or any of the villages.

Geophysical Hazards

Geologic Hazards

- o The major geologic hazards in the Kodiak Island Borough are seismic and mass wasting hazards.
- o Primary mitigation measures for geological hazards include restricting development in and adjacent to hazard areas and utilizing appropriate design and siting measures.
- o The eastern shoreline of the archipelago is exposed to tsunamis generated anywhere in the Pacific Ocean; development on this shoreline up to an elevation of 16 meters has the greatest historical susceptibility to tsunamis.

- o Development near the toe of landslide deposits may reactivate slides and should be avoided.
- o Site specific examinations should be made prior to development on or near slopes steeper than 35 degrees in the slide prone areas of the City of Kodiak and Old Harbor.
- o Activities in avalanche-prone areas should be restricted, particularly during times of high avalanche risk.

Oceanic Hazards

- o Coastal erosion is a reported hazard in nearly all Borough communities; site specific data is lacking on the rate, extent, and cause of erosion - except in Karluk, Ouzinkie, and Chiniak where erosion control studies have been completed.
- o Areas exposed to sea waves, with high wave energy and sedimentary shorelines, are particularly susceptible to coastal erosion.
- o Consideration of potential coastal erosion hazards should be included in any analysis of development potential.
- o Storm driven waves are a hazard in Kodiak, Karluk, Ouzinkie, Larsen Bay and Port Lions; further study is required to determine the extent of storm-induced erosion and proper remedial measures.

Riverine Hazards

- o Riverine flooding is limited to relatively narrow zones along streams and is not a hazard in most Borough communities.
- o Detailed stream floodplains should be delineated in areas of *potential development to ensure that significant development does not occur in a floodplain.*
- o A moderate riverine flood hazard potential exists in a presently developed area downstream of Lake Bettinger Reservoir Dam and in an undeveloped area downstream of the Monashka Creek Reservoir.
- o Stream bank erosion is only a hazard in Karluk Lagoon; icings are not a hazard in the developed areas of the Kodiak Island Borough.

Land Ownership and Land Use

- o Ninety-nine percent of the land in the Kodiak Island Borough is owned by the federal government, the state, the Borough and the Native Regional and Village Corporations; one percent is in other private ownership.

- o Final resolution of land ownership is several years away.
- o Many land use restrictions will probably remain in place, even after the final resolution of land ownership status, due to management regulations and terms of conveyance.

Recreation Resources

- o Kodiak's rich and varied natural environment is its prime recreational resource.
- o Recreation conflicts exist in the villages of Karluk, Ouzinkie, and Port Lions over such issues as trespassing, littering and competition for fish and game.

Transportation

Marine

- o Shoreline freight handling and storage is inefficient due to a lack of waterfront warehouse space in the City of Kodiak.
- o Improvement and extension of the State ferry system is desired, but at the same time village residents want to limit public access to the villages.
- o The completion of Dog Bay small boat harbor in Kodiak, boat mooring facilities in Akhiok, upgrading of the small boat harbor in Old Harbor, and the development of the small boat harbor in Port Lions will relieve many small vessel facility deficiencies in the Borough; but Karluk, Larsen Bay, and Ouzinkie still lack small boat harbor facilities.

Air

- o Consideration should be given to transferring some activities from the small city airport to the main airport.
- o Most of the village airfields need improved navigation, safety and passenger facilities.

Land

- o Material sites for road maintenance and construction are limited.
- o Erosion and lack of maintenance impairs the usefulness of the roads in the villages.

Energy Facilities and Resources

- o The rapidly rising costs of diesel fuel for power generation threatens to constrain economic development and the viability of village life.

- o The larger Terror Lake hydro project and the small hydro sites identified near the villages hold the promise of restraining the rate of energy price increases.
- o Hydropower projects have the potential for conflict with fish and wildlife management objectives.
- o The potential for petroleum development in the Borough is a complex issue. The advantage of new year-round employment opportunities is offset by the possibility of environmental degradation and perceived impact on the fishing industry.
- o The siting of a marine terminal near a village has the potential for disruption of the village lifestyle.

Coastal Access

- o Well-defined coastal access is necessary for the siting of residential, industrial, transportation, energy and recreation facilities.

Housing

- o The housing supply in the Borough is constrained by a lack of suitable land and lack of infrastructure such as water and sewer hookups.

Community Facilities and Services

- o Inadequate water storage capacity and lack of hookups to central water systems may constrain industrial and residential development.
- o The current lack of sewer hookups in Kodiak is constraining residential development.
- o *The siting of solid-waste disposal sites and the operation and maintenance of these landfills is a problem throughout the Borough.*

Economic Characteristics

Fishing

- o There is little growth potential in the traditional fisheries (such as salmon and crab) as a result of present management practices, restricted entry, and season closures.
- o Allocation of fish and shellfish between commercial, sport and subsistence fishermen may create conflict in the future.
- o The bottom fishery holds the greatest promise of growth, but major questions are still unresolved.

Fish Processing

- o The desired expansion of freezing capacity is constrained by high energy costs and the lack of refrigerated dockside warehouse space.
- o The availability of water during peak periods and waste disposal are two infrastructure problems the industry faces, especially if expansion into bottomfishing occurs on a larger scale.
- o Bottomfish processing has begun in the Borough, but it is still too early to determine the eventual role of Kodiak processors.

Forest Products

- o The future of the timber industry will be determined by land use and management decisions, especially on Afognak and Shuyak Islands.
- o The industry will continue on a relatively small scale, but the growing conditions should allow a long-term, continuous operation.
- o Questions remain as to the long-term environmental effects of logging operations.

Agriculture

- o Agriculture, primarily cattle raising, has little room for expansion due to processing and marketing costs.
- o Development of a feed lot/slaughterhouse operation in south-central Alaska could increase the demand for cattle from Kodiak which could raise the issue of compatibility with other land use objectives.

Mining

- o The potential for mineral development is largely undetermined.
- o The rising price of gold has renewed interest in the Borough's small placer deposits.
- o Gravel deposits near where they are needed in urban areas are limited.

Petroleum

- o Petroleum exploration and development would contribute to the Borough's economy through local employment and other expenditures, but these impacts are not expected to be large.

- o The potential for environmental degradation exists.
- o The location of an oil terminal if commercial quantities are found is a major issue yet to be resolved.

Recreation and Tourism

- o Modest growth is expected.
- o Improved transportation access will contribute to this growth.

Military

- o The Coast Guard Station is expected to maintain its present mission.
- o Personnel forecasts predict little change in uniformed personnel strength and modest increase in civilian employment.

Employment and Income

- o The predominance of the fishing and fish processing industries continues to cause large seasonal fluctuations in employment though less so than in earlier years.
- o The second largest employer in the Borough is the government. Any significant changes in the number of government employees would have a major impact in the Borough.
- o Much of the other employment in the Borough is dependent on the ups and downs of the fish industry.
- o A steady source of employment could be the timber industry if continued at its current or higher harvest levels.
- o A new source of employment for a number of years would be the petroleum industry if development occurs.
- o The centralization of canneries in the City of Kodiak area has led to decreasing employment opportunities in the villages.
- o High energy prices are eroding the purchasing power of the Borough's residents, especially in the villages.

Population

Seasonality

- o The seasonal fluctuation of population, due primarily to the fishing and fish processing industries, has declined but is still significant.

- o Expansion into bottomfishing, expanded timber harvesting and the start of petroleum exploration and development all have the possibility of reducing seasonality and increasing population.

Shifts

- o The percentage of Whites, Blacks, and Alaskan Native residents have all declined while the percentage of "others" (largely Asian and Pacific Islanders) has grown considerably.

Growth Rates

- o The annual rate of growth for the Borough has been forecast at 3.0 percent.
- o The City of Kodiak is expected to grow at 3.8 percent (4.1 percent with OCS).
- o Of the villages, Port Lions is expected to grow the fastest at 3 percent (4.6 percent with OCS), while the other villages will grow at 2 percent (same with OCS).

Subsistence

- o The economic and social reliance on subsistence resources in the villages will remain high.
- o The residents of the Kodiak metropolitan area rely on subsistence resources but not to the same extent as in the villages.
- o Competition for fish and wildlife resources has the potential for creating conflicts between subsistence users and other users.

Cultural/Historic Sites

- o Erosion is threatening several AHRS (Alaska Historical Resource Survey) sites.
- o The location of the 14(h)(1) sites eventually conveyed to Koniag may affect possible land uses in these areas.

4.0 Resource Management Area Classification

RESOURCE MANAGEMENT AREA CLASSIFICATION

4.1 INTRODUCTION

Based on the resource inventory and analysis, portions of the Kodiak Island Borough have been classified as Development, Development with Restrictions, and Conservation in the Coastal Management Program. Additionally, use constraints have been developed for each resource area or value. The classification system (and related use constraints) is intended to be used as a guide for resource use and development. The system has been developed to identify public safety concerns and resource values that should be reflected in development and resource use. At this time, it is not within the scope of this project to identify resources or areas that will be developed. That is more properly the responsibility of land owners and resource managers. However, as specific development activities are identified and scheduled, the Kodiak Island Borough is interested in providing input to development planning that will facilitate consistency with the "enforceable rules" of the this Program (see Section 5.0 Subject Uses, Proper and Improper Uses, and Policies). Though the use constraints are not to be considered "enforceable rules" of the program, the information included on the maps referenced in this section may be used in conducting consistency reviews based on the enforceable policies.

It should be emphasized that this classification system in no way eliminates the requirement of complying with existing federal, state, and Borough regulations. Nor does it influence additional restrictions that public and private land owners place on resource use and activities. In many cases, compliance with such regulations and restrictions will meet use constraints identified under this classification system.

4.2 DEVELOPMENT AREAS

Development areas within the Kodiak Island Borough Coastal Management Program are those areas where economic and coastal development are not subject to constraints created by geophysical hazards, biological resources, coastal habitats, recreation values, land ownership, subsistence use, coastal access, and air/water quality concerns. Economic and coastal developments are preferential uses for these areas, within the bounds of appropriate federal, state, and local regulations.

4.3 DEVELOPMENT WITH RESTRICTIONS AREAS

Development with Restriction areas in the Kodiak Island Borough Coastal Management Program are identified where coastal development should address concerns created by biological resource needs, geophysical hazards, coastal habitats, subsistence use, recreation values, land ownership, coastal access, and air/water quality. The purpose of this classification is not to discourage development in these areas but to protect important resource areas and values. Activities and development within Development with Restriction areas should be coordinated with the Kodiak Island Borough Community Development Department and appropriate state and federal agencies so that the developer may be informed of the identified resource areas and values. Recommended constraints on activities and development within Development with Restrictions areas are identified in Table 4-2.

4.4 CONSERVATION AREAS

Conservation areas in the Kodiak Island Borough Coastal Management Program have been identified based on overriding geophysical hazards, and biological resources. Activities and development within Conservation areas should be limited to non-intensive activities to the extent possible. Recommended constraints on activities and development within Conservation areas are identified in Table 4-1.

Table 4.1 Conservation areas

Resource Map No.*	Resource Area/Value	Use Constraints
Map 6	o Anadromous fish streams	o Development within , or set-backs from, an anadromous fish stream should be decided on a site specific basis. Road or utility crossings of such streams, and activities dependent on locating on or in anadromous fish streams (such as hydroelectric power generation) should comply with Alaska Department of Fish and Game permit specifications.
Map 7	o Seabird colonies	o No facility siting, material borrow, or any activities that destroy this habitat areas should be approved.
Map 10	o Known bear denning sites	o New development should be minimized within one mile of known bear denning areas, to the extent feasible and prudent.
Map 13	o Marine Wildlife Refuges	o Coastal development should avoid these areas.

* The identified map numbers refer to the Kodiak Island Borough Coastal Management Program Resource Maps (updated April 1982). Blue line prints of these maps are available on request from the Kodiak Island Borough Community Development Department.

Table 4.2 Development with Restrictions areas

Resource Map No.*	Resource Area/Value	Use Constraints
Map 2	<ul style="list-style-type: none"> o Estuaries o Lagoons 	<ul style="list-style-type: none"> o Coastal development should minimize dredge and fill activities, discharge of effluents, obstruction of circulation and fish passage, and shoreline alteration.
Map 3	<ul style="list-style-type: none"> o Wetlands o Tideflats 	<ul style="list-style-type: none"> o Coastal development should minimize dredge and fill activities and adverse impacts on habitat, water quality, and floodwater retention values when siting and constructing facilities.
Map 4	<ul style="list-style-type: none"> o High density - harbor seal 	<ul style="list-style-type: none"> o Facility siting, material borrow, or other development activities should avoid high density harbor seal areas.
Map 6	<ul style="list-style-type: none"> o Anadromous fish streams 	<ul style="list-style-type: none"> o To minimize stream erosion, siltation, and obstruction of fish passage - development within 300 feet of either bank of anadromous fish streams should comply with Alaska Department of Fish and Game permit specifications.
Map 7	<ul style="list-style-type: none"> o Waterfowl concentrations 	<ul style="list-style-type: none"> o Coastal development should minimize destruction of waterfowl habitat from dredge and fill activities and facility construction.
Map 8	<ul style="list-style-type: none"> o Winter habitat - deer, elk, goats 	<ul style="list-style-type: none"> o Logging, industrial, and residential development should minimize habitat loss to the extent feasible and prudent. Major construction should be scheduled to avoid wintering concentrations of game.

* The identified map numbers refer to the Kodiak Island Borough Coastal Management Program Resource Maps (updated April 1982). Blue line prints of these maps are available on request from the Kodiak Island Borough Community Development Department.

Table 4.2 (Continued).

Resource Map No.	Resource Area/Value	Use Constraints
Map 10	<ul style="list-style-type: none"> o Suspected bear denning o Intensive Use areas 	<ul style="list-style-type: none"> o Structures and facilities should not locate within one mile of suspected denning sites; to the extent feasible and prudent, activities and facility siting should minimize human-bear conflicts in intensive use areas.
Map 11	<ul style="list-style-type: none"> o Coastal erosion areas o High wave energy coastline o Tsunami run-up areas 	<ul style="list-style-type: none"> o Siting, design, and construction of facilities should address high wave energy conditions and minimize coastal erosion impacts facilities and adjacent shorelines.
<u>Figures 3.11-17 Progress Report*</u>	<ul style="list-style-type: none"> o Landslide areas 	<ul style="list-style-type: none"> o Development within potential landslide/mass wasting areas should exhibit appropriate site investigation and mitigation measures.
<u>Figures 3.11-17 Progress Report*</u>	<ul style="list-style-type: none"> o Faults 	<ul style="list-style-type: none"> o Development over known or potential faults should exhibit appropriate site investigation and siting-design-construction mitigation measures.
Map 12	<ul style="list-style-type: none"> o Cultural sites including those with insufficient information for eligibility for nomination to the Natural Historic Register 	<ul style="list-style-type: none"> o Coastal developers should consult with the State Archaeologist before siting and constructing development to utilize proper mitigation measures.
Map 13	<ul style="list-style-type: none"> o All lands selected but not conveyed, patented, or tentatively approved to the State of Alaska, Kodiak Island Borough, and pertinent Native Corporations. 	<ul style="list-style-type: none"> o Because of uncertain land ownership, no development or resource use, including extraction, should take place without agreement between parties selecting and currently owning the land.

* Kodiak Island Borough Coastal Management Program Progress Report (June 1981). Reprinted (June 1983).

Table 4.2 (Concluded).

Resource Map No.	Resource Area/Value	Use Constraints
Map 14	o Recreation Resources	o Proposed development in existing and potential recreation areas should minimize impacts on recreation values and conflicts with recreation use.
Map 16	o Primary and secondary subsistence	<p data-bbox="558 90 674 867">o Coastal development should minimize impacts on subsistence resources and habitats through facility siting, design, and construction measures.</p> <p data-bbox="707 90 892 867">It should be noted that 1) subsistence may occur outside the mapped primary and secondary areas, and that 2) subsistence resources can migrate. Therefore, the primary and secondary boundaries, as drawn, should not be considered the limit of subsistence activities.</p>

**5.0 Subject Uses, Proper and
Improper Uses, and Policies**

AMENDED VERSION OF CHAPTER 5
KODIAK ISLAND BOROUGH COASTAL MANAGEMENT PROGRAM
March 1, 1984

5.0
SUBJECT USE, PROPER AND IMPROPER USES
AND POLICIES

5.1 SUBJECT USES

The following activities and uses of coastal land and water resources are subject to the Kodiak Island Borough Coastal Management Program:

- o Coastal Development - industrial, commercial, and residential uses that have a direct effect on the coastal zone.
- o Recreation - designation and development of areas and facilities.
- o Energy Facilities - hydrocarbon exploration and production facilities; hydrocarbon product refining, storage, transportation and transfer; electric, hydroelectric, and wind generation facilities and transmission lines; and nuclear power.
- o Transportation - highway, air, marine, and non-motorized facilities.
- o Utilities - water and sewer lines and facilities, solid waste disposal, and other utility lines.
- o Fisheries - seafood processing, fishery enhancement and rehabilitation.

- o Timber Harvesting and Processing - timber sales and harvesting, log storage and transfer.
- o Agriculture - ranching and other agricultural activities.
- o Mining and Mineral Processing - mining of hard rock minerals, gravel, sand, and other construction material.

5.1.1 USES OF STATE CONCERN

The policies of the Kodiak Island Borough Coastal Management Program reflect the five categories of Uses of State Concern, which are defined as those land and water uses that would significantly affect the long-term public interest. The five categories are listed below:

- o Uses of national interest including the resources for the siting of ports and major facilities which contribute to meeting national energy needs, construction and maintenance of navigational facilities and systems, resource development of federal land, and national defense and related security facilities that are dependent upon coastal locations;
- o Uses of more than local concern, including those land and water uses that confer significant environmental, social, cultural, or economic benefits or burdens beyond a single coastal resource district;
- o The siting of major energy facilities or large-scale industrial or commercial development activities that are dependent on a coastal location and which, because of their magnitude or the magnitude of their effect on the economy of the state or the surrounding areas, are reasonably likely to present issues of more than local significance;

- o Facilities serving statewide or interregional transportation and communication needs; and
- o Uses in areas established as state parks or recreational areas under AS 41.20 or as state game refuges, game sanctuaries, or critical habitat areas under AS 16.20.

A sixth use of State concern has been identified by the Alaska Coastal Policy Council:

- o Management and enhancement of fish and wildlife resources, conservation of anadromous fish waters, and the harvest of fish and wildlife.

5.2 PROPER AND IMPROPER USES

In accordance with the policy of multiple use of resources, the determination of proper and improper uses of coastal land and water resources within the Kodiak Island Borough Coastal Management Program is not an exclusionary process. Proposed uses are measured by performance with regard to the following policies, which are then "enforceable rules" of the program.

Specific proposals for land and water uses or activities shall be submitted to the Community Development Department for review and determination of both proper/improper use and consistency with the Kodiak Island Borough Coastal Management Program. Full procedures for review and approval of proposals are explained in Section 6.0 (Implementation).

In addition to the specific policies, and use constraints (see Section 4.0), the following points will be considered in the evaluation of resource use/activity proposals.

1. Zoning Ordinance. When proposals are reviewed under the Kodiak Island Borough Zoning Ordinance, the proposal will also be reviewed to insure consistency with the policies contained in this section.

2. Water Dependency. Water-dependent or water-related uses have priority use of the shoreline. Non-water-dependent or related uses should be located inland, when feasible and prudent inland locations are available.

"Water-dependent" is defined as a use or activity which can be carried out only on, in, or adjacent to water areas because the use requires access to the water body. "Water-related" means a use or activity which is not directly dependent upon access to a water body, but which provides goods or services that are directly associated with water-dependence and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Residential and recreational uses along the shore, and commercial uses that incorporate an association with the shoreline as a basis for their business (e.g. restaurants, etc.) will be considered a water-related use for the purposes of this plan.

5.3 POLICIES

One of the purposes of the Kodiak Island Borough Coastal Management Program is to develop the tools necessary to implement the goals and objectives of the program. These tools include a set of principles or policies needed to guide decisions concerning activities and uses in the coastal zone. The following policies are presented in two categories: 1) general policies on land and water activities, and consistency and coordination, and 2) policies for specific coastal activities and resources. The policies presented in this section constitute "enforceable rules" for the purpose of program implementation.

The standards and guidelines of the Alaska Coastal Management Act were used to develop the policies presented in this section, with modifications based on the goals and objectives of the Kodiak Island Borough. These policies actively promote: sensible and efficient use of coastal lands; consolidation of activities; concurrent or multiple use of lands; use of sound engineering practices; protection of environmental quality; protection of fish and wildlife resources and habitats; regional

cooperation; and coordination between state and federal agencies and the Kodiak Island Borough. Several federal and state regulations also form a basis for development of policies.

Achieving balance is also important, particularly where there are potentially competing goals, such as industrial development and resource enhancement; where local preferences differ from state and federal interests; where planning for activities in the coastal area can lead to unnecessary restrictions; or where short-run gains result in the forfeiture of long-run benefits.

Finally, the policies are action-oriented. With its planning and regulatory powers, the Kodiak Island Borough intends to implement this program through its municipal authority, the allocation of fiscal and human resources, and cooperation with private developers and other levels of government.

5.3.1 GENERAL POLICIES

Land and Water Activities

1. Water-Dependent/Water Related Uses.

Water-dependent and water-related activities or uses as defined in this plan will receive priority for waterfront areas. Uses that are neither water-dependent nor water-related will be considered in shoreline areas only when feasible and prudent inland sites are not available.

2. Concurrent and Multiple Uses.

Undeveloped shoreline areas not needed for other activities shall be available for recreation use; provided that recreation activities are compatible with continued subsistence use of the area.

Piers, cargo handling, storage, parking, and other waterfront facilities shall be used cooperatively to the extent feasible and

prudent in order to achieve maximum utilization of these facilities.

The navigable waters around the Kodiak Island Borough shall continue to be available for many users.

3. Compatibility.

Activities on and uses of coastal lands shall be compatible with adjacent land use to the greatest extent feasible.

Consistency and Coordination

1. Uses and activities in the coastal zone, including public activities by all levels of government, shall be consistent with the Kodiak Island Borough Coastal Management Program.
2. Federal and State agencies shall not issue a permit for any activity covered under this Program, without first notifying the Kodiak Island Borough Community Development Department and without first complying with all applicable policies of the Coastal Management Program.

Implementation

1. The Kodiak Island Borough shall minimize new regulations by using existing ordinances and codes to implement the Coastal Management Program wherever possible.
2. New regulations necessary to implement the program should be performance-oriented to allow flexibility in achieving the desired goals of the Kodiak Island Borough Coastal Management Program.
3. The classification system and associated use constraints shall be used as a guide to evaluate development proposals.

5.3.2 SPECIFIC USE POLICIES

Industrial Development

1. Optimum Location

In order to satisfy industrial requirements, meet safety standards, protect fish and wildlife resources, and maintain environmental quality; sites for industrial development shall be identified in conjunction with the Kodiak Island Borough.

2. Natural Features

Dredge and fill, excavation, shoreline alteration, and disturbance of anadromous streams, tideflats, and wetlands shall be minimized when constructing and operating port, harbor, dock, industrial and energy facilities - if permitted under applicable regulations.

3. Natural Setting, Views and Access

Development shall be conducted in a manner that mitigates adverse impacts upon the Kodiak Archipelago; developers shall provide opportunities for public access to the shoreline and scenic views, to the extent feasible and prudent.

4. Dredge and Excavation Material

Dredging and filling shall be consistent with ACMP Standards 6 AAC 80.040 (Coastal Development) and 6 AAC 80.110 (Mineral and Mining Processing). Dredge spoil may be utilized in shoreside landfills if permitted under applicable regulations for the purpose of creating usable waterfront land.

5. Facility Design

Developments in or over the water, such as piers, docks, and protective structures shall be located, designed, and maintained in a manner that prevents adverse impacts upon water quality, fish, wildlife, and vegetative resources, and minimizes interruption of water circulation patterns, coastal processes and navigation.

6. Buffer Zones

Buffer zones shall be established to the extent feasible and prudent, between industrial areas and major public transportation routes and between industrial development and adjacent, non-industrial properties in order to minimize conflicts between land uses.

7. Accessory Development

Accessory development that does not require a shoreline location in order to carry out its support functions shall be sited away from the shoreline whenever there is a feasible and prudent inland alternative. This category includes parking, warehousing, open air storage, waste storage, treatment or storm runoff control facilities, and utilities.

8. Wetlands

Filling and drainage of water bodies, floodways, backshores, or natural wetlands shall be consistent with ACMP Standards 6 AAC 80.070 (Energy Facilities) and 6 AAC 80.130 (Habitats).

Commercial Development

1. The following industrial policies shall also apply to commercial development:
 - o Natural Features
 - o Natural Setting, Views and Access
 - o Dredge and Excavation Material
 - o Facility Design
 - o Buffer Zones
 - o Accessory Development
 - o Wetlands

Residential Development

1. Location

In areas with poorly-draining soils, development where feasible shall be connected to a sewer line. Where this is not feasible, on-site facilities shall be designed so as not to cause conditions that will pollute rivers, lakes, and other water bodies, including the ground-water supply.

2. Open Space

Green areas and open space shall be retained to the maximum extent feasible and prudent when land is subdivided.

3. Access

New subdivisions or other residential developments on the shoreline shall provide useable public access to and along the shoreline, extending the length of the development, to the extent feasible and prudent.

4. Hazardous Lands

Development shall not occur in hazardous areas such as avalanche runout zones, active floodplains, and high water channels to the extent feasible and prudent. Siting, design, and construction measures to minimize exposure to coastal erosion, mass wasting and historic tsunami run-up shall be required to the extent feasible and prudent.

5. Wetlands

Filling and drainage of water bodies, floodways, backshores, and natural wetlands shall be consistent with ACMP Standards 6 AAC 80.070 (Energy Facilities) and 6 AAC 80.130 (Habitats).

Recreation, Tourism, and Natural Setting

1. Balanced Choice

Recreational developments shall provide the local population with a balanced choice of recreation experiences. Public agencies and

private developers shall coordinate their plans and activities to the extent feasible and prudent with the Community Development Department in order to provide a wide variety of recreational opportunities without needless duplication of facilities.

2. Water Dependent Facilities

Facilities for water-dependent recreation such as fishing, boating, and other water-oriented recreation shall be located near the shoreline, while non-water-related recreation facilities shall be located inland to the extent feasible and prudent.

3. Compatibility

Recreational facilities shall be located and designed to minimize conflicts with other uses, activities, and user groups not compatible with recreational uses.

4. Scenic Views

Recreational developments and public access shall, to the extent feasible and prudent, preserve or enhance scenic views and vistas as well as improve the aesthetic value of the area.

5. State and Federal Programs

State and federal efforts to develop marine parks, roadside pull-outs, and other recreation facilities on public lands shall be identified in conjunction with the Kodiak Island Borough.

Energy Facilities

To the extent feasible and prudent, major energy facilities shall be developed in accordance with the following policies:

1. Compatibility

Energy facilities shall be compatible with nearby land and water uses.

2. Siting
Major energy facilities shall be sited on a case-by-case basis. Site selection and development plans for these facilities shall be approved in cooperation with the Kodiak Island Borough.
3. Expansion
Sites shall have enough space for reasonable expansion of facilities without preempting lands suitable for other development.
4. Use of Existing Facilities
The Kodiak Island Borough shall give preference to sites where existing roads, docks, and services can satisfy industrial requirements, or where an enclave development may be deemed feasible.
5. Facility Consolidation
Energy facilities shall be consolidated wherever feasible, with the multiple use of the facilities encouraged.
6. Habitat Alteration
Sites that call for a minimum of dredging, clearing, and construction in productive habitats shall be preferred for development.
7. Navigational Hazards
The Kodiak Island Borough shall give preference to sites that are free from navigational hazards and where new vessels will not cause overcrowding.
8. Oil Spill Containment
Sites shall be selected where water discharges and oil spills can be contained and damage to the environment minimized.
9. Emissions
Energy facilities with airborne emissions shall be located where winds and air currents can disperse the emissions and where the cumulative impact does not violate state and federal air quality standards.

10. Effluents

Effluent discharge from energy facilities shall be located where currents can disperse effluents and where the cumulative impact does not violate state and federal water quality standards.

11. Resource Protection

Energy facilities shall be sited so that the design and construction of those facilities and support infrastructures will allow for the free passage and movement of fish and wildlife (with due consideration for historic migratory patterns) and so that areas of particular scenic, recreational, environmental, subsistence and/or cultural values will be protected.

12. Commercial Fishing

Activities associated with oil and gas resource exploration, development, or production shall minimize navigational interference with fishing vessels and shall minimize potential fishing gear damage from pipeline and industrial vessel movement, including rig movement.

13. Oil Spill Contingency Plans

The Kodiak Island Borough shall have input in the preparation of regional oil spill response plans in the waters surrounding the Kodiak Island Borough.

Transportation and Utility Routes

1. State Highway Construction and Maintenance

State Highway construction and maintenance efforts shall improve transportation corridors in the Kodiak Island Borough.

2. Location

Wherever there is an inland alternative, transportation and utility routes shall be located away from shorelines. Shoreline routes shall incorporate pullouts and, when feasible, means of public access to the shoreline.

3. Facility Design, Construction, and Maintenance

Highway, airport, port, and utility design, construction and maintenance shall minimize alteration to water courses, wetlands, and intertidal marshes, and visual degradation.

4. Stream Crossings

Roads and trails shall cross anadromous streams only to provide access as deemed necessary by the Kodiak Island Borough. Bridge or culvert construction and design shall minimize habitat disturbance and allow fish passage. Construction scheduling shall be done to avoid critical migration periods for salmon and other anadromous species, to the extent feasible and prudent.

5. Underground Utilities

To the extent feasible, utilities shall be installed underground in areas of high recreational or scenic value or intensive public use.

6. Utility Service

New development shall locate in areas where water and sewer service are already developed or suitable on-site systems are feasible.

7. Sanitary Landfills

To avoid leachate pollution, landfills shall be located well above the ground-water table. The soils shall be of proper permeability and texture to restrict the passage of polluted waters into the ground-water system. Landfills shall be located above any flood-plains and away from water bodies or wetlands so as to avoid pollution of these aquatic environments. Landfill sites shall be screened from transportation routes and neighboring properties, and located in areas protected from high winds.

Fisheries and Seafood Processing

1. Fisheries Management

In formulating comments to be transmitted to State and Federal agencies on fisheries management plans, the Kodiak Island Borough

shall consult with the Kodiak Fish and Game advisory committee. The Kodiak Island Borough's comments shall provide for equitable access to the harvest of the resource, stability to the local economy and sustained--yield resource populations.

2. Fisheries Enhancement

The local development of hatcheries and aquaculture programs shall be supported by the Kodiak Island Borough, to the extent feasible and prudent.

Fisheries enhancement programs shall maintain or restore the biological productivity of anadromous streams and lakes in the coastal zone.

3. Optimum Resource Use

Maintenance and enhancement of fisheries shall be given priority consideration over shoreline use proposals that might adversely impact fish habitat, migratory routes, and the commercial harvest of fish.

4. Industrial Development

Development of industrial and energy-related facilities shall include programs to replace fish stock affected by water supply or other aspects of construction and operations.

Timber and Timber Processing

1. Sustained Yield

Timber harvesting activities shall be managed to ensure sustained yield.

2. Habitat Protection

Timber harvesting activities shall be conducted in a manner that minimizes damage to, or loss of, anadromous fish streams and elk winter habitat and is consistent with State Forest Resources and Practices Act, the Forest Practices Regulations, and Title 16.

Agriculture

1. Agricultural land use shall be permitted when it does not adversely affect fish and other wildlife resources.

Mining and Mineral Processing

1. Material Sources

Extraction of gravel and other material sources and access to these resources shall be allowed when the impacts to fish and other wildlife can be minimized and the extraction of materials is consistent with 6 AAC 80.110 (Mining and Mineral Processing).

2. Gravel Mining

Gravel mining shall be consistent with ACMP Standard 6 AAC 80.110 (Mining and Mineral Processing).

Subsistence

1. Primary Use

Subsistence use of resources by Kodiak Island Borough residents is recognized as a primary resource use, and shall be protected when coastal development occurs.

2. Habitat Management

Habitats shall be managed in accordance with State and federal laws to ensure that the subsistence use of resources is a primary use.

Geophysical Hazards

1. Utilization

The utilization of potentially hazardous lands shall be safe and sensible. Developments shall be sited to minimize the risk to life and property to the extent feasible and prudent.

2. Coordination

Government agencies shall coordinate to the extent feasible and

prudent efforts to develop information defining the extent of geophysical hazards, and proper siting/design and construction measures to maximize safe utilization of potentially hazardous lands in the Kodiak Island Borough.

3. Coastal Erosion

Coastal development shall be sited to minimize the impact of coastal erosion, wherever possible.

4. Seismic Events

Proposals for large-scale developments within known and potential seismic areas shall prepare a geotechnical investigation prior to development to determine an area's physical capability to accommodate the use. It shall also address siting, design, and construction measures to minimize the hazard.

5. Coastal/Seiche Flooding

Development within 30 feet elevation above mean sea level (100-year recurrence or 1 percent probability event) shall be sited, designed, and constructed to mitigate against the potential hazard of coastal/seiche flooding.

6. Landslides and Mass Wasting Hazards

Commercial and residential development shall be prohibited in areas identified as subject to landslide and mass wasting hazards to the extent feasible and prudent. Industrial development shall be subject to approval of siting, design, and construction measures to mitigate the hazard.

7. Avalanche Hazards

Coastal development shall be prohibited in areas identified as avalanche chute and runout zones. These areas shall remain in open space.

8. Riverine Flooding

Development shall not take place to the extent feasible and prudent with the 10-year recurrence (or 10 percent probability) floodplain

in order to protect life and property and to avoid construction of unnecessary flood control structures at public expense. Development considered necessary within the 100-year (1 percent probability) floodplain shall be, to the extent feasible and prudent, subject to proper siting, design, and construction measures to minimize the potential flooding hazard.

Coastal Access

1. Public Access

New development shall provide physical or visual access to shorelines when such access does not cause interference with operations or hazard to life and property.

2. Recreation Facilities

Developed access to the shoreline (e.g. trails and bikepaths) shall be provided, whenever possible.

3. Access to State and Federal Lands

To the extent feasible and prudent, there shall be marine and air access to State and Federal lands in the Kodiak Island Borough for sport and subsistence hunting and fishing.

Resource Enhancement and Protection

1. Enhancement

The maintenance and enhancement of fish, wildlife, and vegetative resources shall be a priority of the Kodiak Island Borough.

2. Habitat Protection

Management of sensitive areas such as estuaries, wetlands, tide-flats, beaches, rivers, streams, lake systems, and high energy coasts shall be done in accordance with ACMP Standard 6 AAC 80.130 (Habitats). Federal and State regulations shall guide development in anadromous fish streams, in the vicinity of bald eagle nests, and other coastal habitat areas.

3. Siting and Design

Development shall be designed, located, and built to preserve to the extent feasible and prudent natural features.

4. Natural Processes

Estuaries, tideflats, wetlands, and lagoons shall be managed so as to assure water flow, natural circulation patterns, and adequate nutrient and oxygen levels. Dredging and filling is not permitted in these areas, unless approved by the Community Development Department, U.S. Army Corps of Engineers, and other appropriate state and federal agencies.

Upland habitats shall be managed to retain natural drainage patterns, prevent excessive runoff and erosion, surface water quality, and natural ground-water recharge areas.

Air and Water Quality

1. Cumulative Impact

New large-scale industrial developments shall evaluate and provide information to the Community Development Department of their potential cumulative impact on district air and water quality, prior to siting facilities to the extent feasible and prudent.

2. State-of-the-Art Technology

Equipment and procedures utilizing the most effective technology currently feasible for limiting emissions and effluents, and for handling, cleanup, and disposal of oil and hazardous materials shall be required of industrial facilities.

3. Wastewater Discharge

The discharge of wastewater and toxic wastes into Kodiak Island Borough waters shall be limited to areas with adequate flushing action and in accordance with State of Alaska regulations. Discharge shall not be in amounts to render such water unsuitable for fish survival, industrial cooling, and industrial process watering supply purposes.

4. Siting

The Kodiak Island Borough shall work with proposals for large-scale industrial facilities to evaluate emission and effluent dispersion, and assist in siting the facilities.

5. Dredge and Fill

Coastal development shall minimize dredge and fill activities and adverse impacts on habitat, water quality and floodwater retention values when siting and constructing facilities.

Archaeological/Historical Resources

1. Resource Identification

Prehistoric archaeological sites not already protected by federal and state programs shall be identified and preserved to the extent feasible and prudent.

2. Resource Distribution Map

The cultural resource distribution map of the Coastal Management Program shall be used as a guide to evaluate the siting for proposed developments (this map does not satisfy the requirements of the Alaska Historic Preservation Act or Procedures for the Protection of Historic and Cultural Properties).

6.0 Implementation

Implementation of the Kodiak Island Borough Coastal Management Program relies on the utilization of existing federal, state, and local government regulations and land use controls. This approach eliminates duplication of authority and minimizes the need for additional regulations and permits. The only additional controls needed for program implementation are amendments to the Kodiak Island Borough Zoning and Subdivision Ordinances to 1) enforce policies not covered by existing ordinance provisions, and to 2) establish a procedure for the Kodiak Island Borough Community Development Department review of activities taking place within Borough boundaries for a determination of consistency with the Coastal Management Program. This review and determination procedure does not rely on amendments to the Borough's zoning and subdivision ordinances for implementation. The policies presented in Section 5.0 will form the basis for "great weight" in consistency decisions by federal and state agencies and should be considered as the "enforceable rules" for the purpose of program implementation.

On the local level, the Community Development Department will review private and local government activity proposals for a determination of consistency with the Kodiak Island Borough Coastal Management Program. The determination of consistency can be appealed to the Kodiak Island Borough Planning and Zoning Commission and Borough Assembly by following the standard zoning appeal procedure.

For federal actions, consistency determination are made by the management agency designated under the Alaska Coastal Management Program. This agency must give "great weight" to Kodiak Island Borough's views

regarding project consistency with the policies contained in this Coastal Management Program. "Great weight" means shifting the burden of proof to the deciding agency to reach a contrary conclusion.

In the case of state regulated or initiated activities, the state agency involved must also solicit the Kodiak Island Borough's input and give "great weight" to the views of the Borough. Specific state activities of particular interest to the Kodiak Island Borough are listed later in this section.

The Kodiak Island Borough will review state and federal actions and permits to interpret the consistency of these actions with the Kodiak Island Borough Coastal Management Program. In addition, the Borough will pursue changes to the ACMP that will place the authority for all consistency determinations at the local level.

6.1 IMPLEMENTATION PROCEDURE

Local Actions

In accordance with Chapter 17.03.020 and 17.03.050 of the Kodiak Island Borough Zoning Ordinance, the Community Development Department will review proposals for activities taking place within the Borough to determine the consistency of the proposed activity with the Kodiak Island Borough Coastal Management Program. Those uses and activities listed in Section 5.1 are subject to this implementation procedure. This review will include building permits, mineral and grazing lease applications, and other uses or activities currently permitted by the Borough. The consistency review will take place as part of the normal permit review process. Each application must include a brief description of the activity and a map showing the location of development. The Community Development Department will respond to the applicant within 10 working days as to whether the information submitted is adequate to determine consistency, or whether more information is needed. The Community Development Department will reach a determination of consistency within 30 days of receipt of a complete application. Consistency determination decisions will include

any reasons for finding proposals not consistent with the Coastal Management Program. Any disapproval will include reference to the applicable policies and suggested changes which make the proposal or activity consistent with the Coastal Management Program. A written copy of local consistency determinations will be prepared and submitted to the applicant and on request to the State of Alaska, Office of Coastal Management.

The determination of consistency can be appealed to the Borough Planning and Zoning Commission, which must consider the appeal at its next scheduled meeting, and rule on the appeal by the following scheduled meeting. Further appeal can be made to the Kodiak Island Borough Assembly. Public notice of consistency determinations will be given only in association with an appeal to the Planning and Zoning Commission and the Borough Assembly. Although, notice will be given to and comments solicited from affected local governments in the Borough.

Federal Consistency Procedures

Federal projects or permitted activities under review by the State will be submitted to the Borough - by the management agency designated under the State program - for Borough comments. Borough comments that advise on the consistency of the proposed project with the Coastal Management Program will be sent to the agency within fifteen working days, unless an extension is requested by the Community Development Department due to the need for additional information or a more detailed review is required. As with local consistency determinations, recommendations prepared under this procedure will include the reason for the recommendation with reference to applicable policies. The recommendation will also include suggested changes, if necessary, which make the proposal or activity consistent with the Coastal Management Program.

State Consistency Procedure

In the case of state regulated or initiated activities the state agency involved must solicit the Kodiak Island Borough's comments on consistency and give "great weight" to the Borough's views. The Kodiak

Island Borough, upon notification of a pending permit decision or action by a state agency will submit written recommendations on the project's consistency with the Kodiak Island Borough Coastal Management Program. Again, similar to local consistency determinations, the written recommendations prepared under this procedure will include the reasons for the recommendation with reference to applicable policies, and suggested changes, if necessary, which make the proposal or activity consistent with the Coastal Management Program.

To facilitate implementation of the Coastal Management Program, the Kodiak Island Borough will participate in the decision making process for at least the following state activities;

Alaska Department of Natural Resources

- o State Land Disposals
- o Oil and Gas Lease Sales
- o Oil and Gas Lease Plan of Operations
- o Pipeline Right-of-Way Leases
- o Material Sales
- o Mineral Lands and Mining Leases
- o Timber Sales and Contracts
- o Water Use Permits*
- o General Land Use Permits* (tideland, surface use)
- o Right-of-Way Permit*

* The Borough wants to be involved in the decision-making process for these permits when the permit involves a significant commitment of resources.

Alaska Department of Environmental Conservation

- o NPDES Certification
- o Solid Waste Disposal
- o Waste Water Proposal
- o Hazardous Waste Disposal

Alaska Department of Transportation/Public Facilities

- o Regional Transportation Plans (affecting the Kodiak Island Borough)
- o Local Transportation Plans (affecting the Kodiak Island Borough)

6.2 CRITERIA FOR CONSISTENCY DETERMINATION

The Community Development Department will review proposed local, federal and state actions for consistency by considering the following factors. These factors will be used to determine whether the use or activity is a subject use, proper or improper use, water-dependent or water-related,, satisfies the district polices, and the relationship of the use or activity (as a guide) to the resource management area classifications.

1. Identify the specific location of the proposed action within the coastal zone.
2. Identify specific impacts of the proposed action coastal resources, including:
 - o Major changes in the manner in which land, water or coastal resources are used;
 - o Major limitations on the range of uses of coastal resources; and
 - o Major changes in the quality of coastal resources
3. Identify if the following resource areas will be significantly affected and use the management classifications for guidance in evaluating the proposed action (see Section 4.0):
 - o Estuaries
 - o Lagoons
 - o Wetlands and Tidelats
 - o Exposed High Energy Coasts

- o Anadromous Fish Streams
- o High Density - Harbor Seal
- o Cultural Sites
- o Water Fowl Concentrations and Seabird Colonies
- o Winter Habitat - Deer, Elk, and Goats
- o Known and Suspected Bear Denning Sites and Intensive Use Areas
- o Marine Wildlife Refuge Sites
- o Coastal Erosion Areas/High Wave Energy Coastline/
Tsunami Runup Areas
- o Landslide Areas
- o Faults
- o Recreation Resources
- o Lands Selected, But Not Conveyed
- o Subsistence Areas

4. Consistency with the policies spelled out in the Kodiak Island Borough Coastal Management Program (see Section 5.0)

It should be emphasized that this process in no way precludes the need for compliance with 1) the Borough Zoning Ordinance, Subdivision Ordinance, Building Code, and other pertinent Borough land and water use controls; and 2) other applicable federal, state and local regulations.

6.3 ENFORCEMENT

It will be the responsibility of the Community Development Department to monitor activities within the Kodiak Island Borough to ensure that the policies and conditions of the Coastal Management Program are being implemented. Penalties for non-compliance with Borough ordinances are discussed under the Borough code. A written summary of enforcement actions will be submitted to the Office of Coastal Management on an annual basis. It is the responsibility of the State of Alaska to ensure that agency actions are consistent with the district's policies and to enforce stipulations included on permits.

6.4 AMENDMENTS

The Kodiak Island Borough Coastal Management Program will be reviewed and updated at least every two years by the Community Development Department and approved by the Planning and Zoning Commission and the Borough Assembly. The Alaska Coastal Policy Council procedures for program amendments will be followed when amendments to the Program are necessary.

7.0 Areas Meriting Special Attention

AREAS MERITING SPECIAL ATTENTION

Areas meriting special attention (AMSAs) are areas singled out during coastal management program development for detailed planning. As defined in the Alaska Coastal Management Act [AS46.210(1)], AMSAs are:

A detailed geographic area within the coastal area which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention, or which, because of its value to the general public, should be identified for current or future planning, protection, or acquisition.

Acceptable rationales for designating AMSAs are identified in the Alaska Coastal Management Act and the Alaska Coastal Management Program standards. All proposals for AMSAs must be related to one or more of the following [AS 46.40.210 (1) and ACMP Standards 6 AAC 80.160 (b)]:

1. Areas of unique, scarce, fragile, or vulnerable natural habitat, cultural value, historical significance, or scenic importance;
2. Areas of high natural productivity or essential habitat for living resources;
3. Areas of substantial recreational value or opportunity;
4. Areas where development of facilities is dependent upon the utilization of, or access to, coastal waters;

5. Areas of unique geological or topographic significance that are susceptible to industrial or commercial development;
6. Areas of significant hazard due to storms, slides, floods, erosion, or settlement;
7. Areas needed to protect, maintain, or replenish coastal land or resources, including coastal floodplains, aquifer recharge areas, beaches, and offshore sand deposits;
8. Areas important for subsistence hunting, fishing, food gathering, and foraging;
9. Areas with special scientific values or opportunities, including those where ongoing research projects could be jeopardized by development or conflicting uses and activities; and
10. Potential estuarine or marine sanctuaries.

The Kodiak Island Borough feels that areas important to economic development, transportation, and energy facilities are also valid rationales for designating an AMSA.

The management scheme for an AMSA "must preserve, protect, enhance, or restore the value or values for which the area was designated," as specified in 6 AAC 80.160(c). The management scheme must include:

- (a) A description of the uses and activities that will be considered proper and the use and activities that will be considered improper with respect to land and water within the area;
- (b) A summary or statement of the policies that will be applied in managing the area; and

- (c) An identification of the authority that will be used to implement the proposed management scheme.

Any person, federal or state agency, or local government may recommend AMSAs. Coastal management districts must consider recommended AMSAs, but are not bound to accept nominated AMSAs. Final decisions on AMSA designations are made during program review by the Alaska Coastal Policy Council, which considers state and federal agency comments at that time. This minimizes speculation and diverse interpretations about how the area is to be managed.

The use of AMSAs to manage resource use and activities can be easily abused; ideally AMSAs should be used to resolve conflicts between uses or to protect single-purpose values of public importance only when other coastal management tools are not adequate. In the case of many potential AMSAs that were recommended in the Kodiak Island Borough by interested parties, the policies and implementation (including incorporation of state and federal regulations) of the Coastal Management Program are adequate to resolve use conflicts or protect resource values. A large number of individual AMSAs can result in piecemeal planning and additional layers of requirements for potential resource users. It is with this in mind, that the Kodiak Island Borough has considered only four areas worthy of consideration as AMSAs, at this time.

Approval of an AMSA as part of a Coastal Management Program includes both the approval of the AMSA boundaries and of the specific management plan adopted for it. The Borough's philosophy in identifying the four potential AMSAs in this Program is discussed below:

- o All proposed AMSAs are protected to some degree by other program elements; specifically the Program policies.
- o AMSAs have been identified when areas have multiple land managers with often conflicting management objectives in areas of important single or multiple resource value.

- o The Kodiak Island Borough's opinion is that these land managers should work together to develop the scope of an AMSA management plan that protects both their interests and general public interest. Such a development has time and fiscal requirements beyond the scope of this program.

The Kodiak Island Borough Coastal Management Program recommends four AMSAs: Shuyak Island, Raspberry Island, Women's Bay, and Karluk Lake and River. The purpose of their inclusion in this document is to recognize the Borough's intent to pursue AMSA designations for these four areas. At the present time, Shuyak Island is the highest priority of the Borough. Maps that show the location of the recommended AMSAs are available on request from the Kodiak Island Borough.

7.1 SHUYAK ISLAND

1. Location. Shuyak Island is located approximately 56 miles north of the City of Kodiak and due north of Afognak Island.
2. Description and Significance. Shuyak Island, which contains approximately 46,000 acres, is rich in biological, scenic and recreation, historical and timber resources. The Kodiak Island Borough and the State of Alaska recently reached an agreement over land selection and ownership on Shuyak Island. While this agreement should resolve basic ownership, questions over access routes and potential land uses remain. A state game refuge has been proposed for the northeast side of the Island; legislation is pending on a state park for the west side of the Island.

The Island has three distinct scenic regimes: the exposed outer coast, quiet protected inlets, and the relatively low, densely timbered interior. The quiet protected inlets and the interior of the Island is covered by an old growth virgin forest of Sitka spruce, while the exposed outer coast has dry tundra as the predominant vegetation. Animal life on Shuyak Island is varied and bountiful. Harbor seals, sea otters, and sea birds (over 27 rookeries for gulls, kittiwakes, terns, tufted puffins, etc.) can be found in high densities along the island's coast. Small offshore islands north of Shuyak provide habitat for a sizeable sea lion

rookery. Whales and porpoises are commonly seen foraging in the nearshore waters. Humpback and coho salmon spawn in the Island's many streams, along with some steelhead trout and dolly varden. Sitka black-tailed deer and brown bear are encountered throughout the Island. Bald eagles nest here in relatively high concentrations. Likewise, waterfowl nesting and molting occurs all along Shuyak's protected bays and the numerous inland lakes. Small mammals common to the Island include land otter, beaver, muskrat, and red fox.

Recreation use of Shuyak Island has been historically low, due to its isolation and lack of publicity, but has been increasing in recent years. Deer hunters comprise the largest group of users, and saltwater boating and kayaking is increasing. Shuyak Island offers sportfishing, crabbing, clamming, hunting, kayaking, camping, beachcombing, and hiking along the outer coast. The Island offers a rich array of outstanding scenery. The surf continuously booms against the outer rocky coast where there are views of the volcanic mountains on the Alaska Peninsula across the Shelikof Straits. The protected inlets provide a contrast with towering moss-covered spruce that border the calm waters of the bay, which are sheltered from winds and ocean swells. As noted earlier, the western side of Shuyak Island has been proposed as a state park.

There are seven cultural and historic resource sites on Shuyak Island. Four of these sites are eligible for inclusion in the National Register of Historic Places. The three remaining sites have insufficient information to determine their status.

Other major resource values include timber and commercial fishing. Much of the timber on the Island is of commercial value. While no concrete plans have been made there is the potential for harvesting timber in the future, perhaps in cooperation with current timber activities on Afognak Island. The eastern and southern shores of Shuyak Island are a purse seining area for salmon; a cannery was once located at Port Williams on the southern tip of the Island.

3. Basis for Recommendation. Shuyak Island has important biological, recreation, timber and residential development values. Split ownership of the Island and differing management objectives create a potential for use conflicts and degradation of resource values, particularly between recreation and timber. In addition, there is uncertainty over the question of land and water access corridors, especially since a state park and game refuge have been proposed on the "outer" portions of the Island. Because Borough land is surrounded by state land, Borough access must be guaranteed in a manner that minimizes impacts to state lands and resources.

4. Ownership and Management. Land ownership is divided between the Kodiak Island Borough and the State of Alaska, Department of Natural Resources. Existing Borough land use regulations (Comprehensive Plan, Zoning Ordinance, and Subdivision Regulations) apply to Borough land; the area is zoned Conservation, which allows a variety of activities as permitted and conditional uses. State land has been designated for two uses; the western half for public recreation and the eastern half for wildlife refuge. Management of these areas will emphasize the designated resource values. Establishment of a state park and game refuge will increase restrictions on allowable use within those areas.

5. Ownership and Management of Adjacent Area. Because the AMSA includes Shuyak Island in its entirety, there are no adjacent land areas to the AMSA. On Afognak Island to the south, land areas nearest to Shuyak Island are being used or could be used for timber harvesting.

6. Potential Conflicts. Potential conflicts include Borough access through state lands, and conflicts between residential, timber, recreation uses and wildlife habitat. Limitation of use of their land is a concern to the Borough, as are potential restrictions that designation of a game refuge and state park may pose to commercial fishing in those waters. Borough use of land adjacent to proposed park and game refuge is of concern to the state.

7. Management. Negotiations between the Borough and State over Shuyak Island needs to continue. The designation of access corridors and

acceptable uses of adjacent parcels need to be resolved. A management task force should be developed and include representatives of the Kodiak Island Borough (Community Development Department and Planning and Zoning Commission), the Alaska Department of Natural Resources (Division of Parks and Forest, Land and Water Management), and the Alaska Department of Fish and Game.

7.2 RASPBERRY ISLAND

1. Location. Raspberry Island is located on the north side of Kupreanof Strait, approximately 26 miles northwest of the City of Kodiak.

2. Description and Significance. Raspberry Island is a large, heavily forested island, approximately 18 miles long and 8 miles wide at the widest point. The highest elevation on the Island is 2065 feet above sea level. The Island has important biological and recreational values, and as in other northern islands in the archipelago, has a potential for commercial timber harvesting. Several year round and part-time residents live on Raspberry Island and it may be the site of future state and Kodiak Island Borough land disposals. The waters surrounding the Island are used for commercial fishing, and the Alaska OCS office identified a potential petroleum service base site on the south shore of the Island.

Several anadromous fish streams are found on Raspberry Island, which support coho, sockeye, and humpback salmon. The area is important habitat for marine mammals. Three high density harbor seal rookeries are located on the western side of the Island, and whales are often observed in Kupreanof Strait. The waters surrounding Raspberry Island are vital reproduction areas for King and Dungeness crab. Common large terrestrial mammals include Roosevelt elk, Sitka black-tailed deer, and brown bear. The northwest portion of the Island has been identified by the Alaska Department of Fish and Game as elk winter habitat; their summer range includes most of the Island. As in other areas of Kodiak, deer are found throughout the Island. Two suspected bear denning areas are located in higher elevations at the western end of Raspberry Island.

With easy access by boat and good anchorage, Raspberry Island receives a lot of deer hunting pressure. Likewise, this area is within one of the major elk hunting areas within the Kodiak Archipelago. Boaters on their way to exploring Raspberry Straits and Afognak Island stop to have a picnic, or to explore and stroll along the beaches. The constriction of the waterway, the interspersions of offshore islands and rocks provides boaters with a rich array of coastal and forested mountain panoramas. Raspberry Straits, with its abounding beauty and protected waters is a favorite area for recreational boaters; thereby placing importance in maintaining its scenic integrity. Because of its proximity to Ouzinkie, Port Lions and Anton Larsen Bay, Raspberry Island is frequently utilized by Borough residents for recreation activities.

The Island has a few full time and part-time residents scattered along its shorelines. Land in the western half of Raspberry Island has been selected by both the Borough and State of Alaska. The desire to make more public lands available to private individuals may result in land disposals for remote residential and recreation home development. A small Borough land sale was held in early 1982.

During the preparation of the OCS Lease Sale Number 60 environmental impact statement, the Alaska OCS Office identified a potential petroleum service base on the south shore of Raspberry Island. A service base would provide work boat berths and material/storage transfer in support of petroleum exploration and production activities. The schedule for exploration of leases awarded in the Shelikof Strait is uncertain at this time. Depending on the location of exploration activities and petroleum resource finds, it is possible that this service base site could be developed at a future date.

3. Basis for Recommendation. Critical habitat concerns, particularly for elk winter habitat and suspected bear denning, and high level of Borough resident recreation use could be impacted by residential, service base, or timber development. Multiple land owners (State, Borough, Native Corporation, and private) may have differing management objectives and

need to coordinate activities to avoid negative impacts to resource values while facilitating sound development.

4. Ownership and Management of the Area. Portions of Raspberry Island are owned by the State of Alaska, Kodiak Island Borough, Koniag, Inc. and various private individuals. Borough land use controls (such as the comprehensive plan, zoning ordinance, and subdivision regulations) apply to Borough, Native and private lands. Raspberry Island is zoned Conservation, which allows a variety of activities as permitted and conditional uses.

5. Ownership and Management of Adjacent Areas. Because the AMSA includes all of Raspberry Island, there are no land adjacent to the AMSA. The portions of Little Raspberry and Afognak Islands which are close to Raspberry are owned or selected by Koniag Inc. and its associated village corporations.

6. Potential Conflicts. Potential conflicts include residential, service base, and timber development on critical habitats and recreation values and activities. Use of public easements on Native Corporation lands and the potential for trespass and littering is an additional concern.

7. Management. Conveyance of Native corporation selected lands are being finalized. Potential development activities, the need for specific access corridors, and avoidance of impacts on biological and recreation values need to be addressed jointly by major land owners. A management task force should be developed and include representatives of the Kodiak Island Borough (Community Development Department and Planning and Zoning Commission), Alaska Department of Natural Resources (Division of Parks and Forest, Land and Water Management), Alaska Department of Fish and Game, Koniag Inc., and private land owners.

7.3 KARLUK LAKE AND RIVER

1. Location. The Karluk Lake and River system is located on the west side of Kodiak Island, approximately 77 air miles southwest of the City of

Kodiak. This area includes all of Karluk Lake, River, Lagoon and all land within one-half mile of the shorelines of these three water bodies.

2. Description and Significance. Karluk Lake, bordered on two sides by alder and grass-covered mountains, is drained by the sinuous Karluk River. The upper third of the river has a reduced grade and the surrounding river valley is wet tundra with numerous shallow ponds. In contrast, the lower river valley narrows and the stream gradient steepens. A gravel spit restricts entrance into the lagoon. A mud tidal flat has developed within the upper lagoon while more rocky substrate typifies the outer lagoon.

The Karluk Lake and River system and its surrounding area is among the most biologically productive areas in Kodiak. These resources have attracted an increasing number of recreation-oriented visitors to the area. The area is also extremely important to the residents of Karluk for its commercial fishing and subsistence resources. Coastal and river bank erosion has been a recurring problem at the spit at the mouth of the Karluk Lagoon and along the banks of the Lagoon. This erosion has resulted in the relocation of the village of Karluk, and is a continuing problem.

The area has diverse terrestrial, freshwater, and marine biological resources. Located within the general boundaries of the Kodiak National Wildlife Refuge, brown bear and Sitka black-tailed deer are the primary large terrestrial mammals of the area. The west shores of Karluk Lake and the mountainous area near "the portage" (a trail connecting the Karluk River to Larsen Bay) are known brown bear denning areas. In small numbers, reindeer and Sitka black-tailed deer can be found along the river. There are many active bald eagle nests along the shores of Karluk Lake. The wet tundra area that lies below Karluk Lake and borders the upper river, provides nesting habitat for waterfowl.

Karluk Lagoon is one of the most productive estuarine systems on Kodiak Island, and the surrounding coastal area abounds in marine life including sea lions, harbor seals, seabird rookeries, and marine

invertebrates. One of the most significant biological features of the Karluk Lake and River system is that it serves as a major fishery for all five Pacific salmon. Average escapement figures are 225,000 for humpbacks, 367,000 sockeye, 2,500 Chinook, and 30,000 to 50,000 coho salmon. Additionally, the Lagoon supports a healthy population of Dolly Varden, rainbow trout, and steelhead. Fox, bears, eagles, ravens, and gulls utilize these spawning salmon as a late summer and fall food source.

Karluk River is by far the most popular remote sportfishing stream in the Kodiak Archipelago. It is estimated that about 300 individuals visited this area in 1979, an increase of 55 percent in two years. This area also receives significant use by bear hunters and duck hunters. River rafting is an activity commonly associated with these hunting and sport fishing pursuits. In response to this growing recreation use, the U.S. Fish and Wildlife Service has two public use cabins and at one time considered the establishment of trails, wildlife observation points, and a field visitor center in the area. A commercial lodge operates during the summer-fall season across Karluk Lagoon in the old village.

The increasing levels of recreation activity have raised concerns among the residents of Karluk. They utilize the river, lagoon, and surrounding uplands for subsistence resources; harvesting fish, deer, and waterfowl. The river and lake system also supports a commercial fishery that is a source of cash income in Karluk. Having observed allocation conflicts elsewhere in the state between commercial, subsistence, and sports fishing, residents are afraid a similar situation could occur on the Karluk system. Other recreational use impacts include trespass and littering on Native corporation lands surrounding the river and lagoon, and the disruption caused by strangers passing through their community. One of the contributing factors to these impacts are unclear responsibility for publicizing and enforcing the use of public easements rather than corporation land for recreation activities.

The primary geophysical hazards active within the area are coastal erosion created by storm wave action on the spit and river bank erosion. A series of storms in the late 1970's breached the spit at the mouth of

the lagoon, destroying the bridge connecting old and new Karluk, and several buildings. The river bank erosion is possibly attributable to a combination of changes in tidal influence related to the breached spit, bank composition, and the presence of seeps or springs draining through the river bank into the lagoon.

3. Basis for Recommendation. The Karluk Lake and River system has important biological, recreation and subsistence resource values. The potential for conflict between resource users/land owners and impact to biological resources, indicates the need for joint management planning between the areas major land owners and managers. Of particular concern are the use of public easements and trespassing on Native corporation lands. Geophysical hazards will continue to be a factor in planning future development.

4. Ownership and Management. Most of the land within the area is owned (conveyed or selected) by Koniag, Inc. (through its merger with the Karluk village corporation), with some of the land surrounding Karluk Lake and the upper river remaining under federal (U.S. Fish and Wildlife Service) ownership. Under the terms of conveyance, Native lands within the Kodiak National Wildlife Refuge are subject to refuge management guidelines, which limits potential development. As privately owned land, it is also subject to Borough land use controls (such as the Comprehensive Plan, Zoning Ordinance, and Subdivision Regulations). The area is currently zoned Conservation, which allows a variety of activities as permitted and conditional uses.

5. Ownership and Management of Adjacent Area. Ownership of adjacent areas is also by Koniag Inc. and the federal government. Management characteristics previously discussed apply to these areas.

6. Potential Conflicts. Potential conflicts include recreation/tourism with subsistence, commercial fishing, and village lifestyle. Unauthorized use of Native lands for recreation activities is also a conflict. If some small hydroelectric sites are developed in the Karluk area, they could present habitat alteration conflicts.

7. Management. Because continued recreation use of the area is likely to increase conflicts, land owners and resource agencies with use permitting authority within the area need to develop a strategy regarding allowable activities, intensive use areas, and enforcement responsibilities. A management task force should be developed and include representatives of the Kodiak Island Borough (Community Development Department and Planning and Zoning Commission), U.S. Fish and Wildlife Service, Village of Karluk, Alaska Department of Fish and Game, and Koniag Inc.

7.4 WOMENS BAY/MIDDLE BAY

1. Location. Womens Bay and Middle Bay are located in the southwest corner of Chiniak Bay approximately 5 miles southwest of the City of Kodiak. The area includes Womens Bay from the mouth of the Buskin River around to Broad Point on the east side of Middle Bay, and inland to the 500 feet contour or 1000 linear feet, whichever comes first.

2. Description and Significance. The Womens Bay/Middle Bay area is biologically productive, and the proximity of these resources to the Kodiak urban area produces intensive recreation use. Womens Bay is the major North Pacific U. S. Coast Guard Base, and contains important air, road, and marine transportation linkages. Land use proposals along Womens Bay have resulted in conflict between Koniag, Inc. and the U.S. Coast Guard. Livestock grazing occurs in the grasslands along both bays. Womens Bay was also selected as a potential OCS service base site for proposed lease sale number 46.

Womens Bay is situated along gently rolling hills consisting of high brush and grassland. Salonie Creek, Sargent Creek, and the Russian River traverse the area, meandering through estuaries and draining into tideflats. Cottonwoods are thick along streams and at the head of the bay. Some Sitka spruce and open flowered meadows are scattered in the area. The shoreline is composed of a broad expanse of gravel and sand tideflats which even reaches out to Mary's Island where razor clams, among other clams, can be found in moderate abundance. Mary's Island, a treeless grassy island, encased by small bedrock cliffs, serves as a seabird rookery for gulls, cormorants and Aleutian terns. Womens Bay, as part of

the productive Chiniak Bay system, provides rearing habitat for such species as shrimp, crab and salmon. Seals can be seen foraging in the area. Various waterfowl use Womens Bay as a feeding ground during the winter and summer. Salonie Creek has an estimated peak escapement (1977 estimates) of 2,000 chum and 6,000 humpback salmon. Coho salmon also spawn in Salonie Creek.

Accompanying the salmon runs, brown bear concentrate along the upper streams. Other mammals known to be present in the area include deer, beaver, red fox, and land otter. Middle Bay has similar biological resources. The primary anadromous fish stream in Middle Bay is the American River, which also supports high eagle nesting concentrations. Due to their close proximity to the City of Kodiak, Womens Bay and Middle Bay receive a significant amount of recreational use. The primary recreational activities are sport fishing and clamming with overnight camping and picnicking accompanying these recreational pursuits. Crabbing, boating, deer and duck hunting, and beachcombing all occur on a regular basis within the area. An abandoned Navy rifle range located within the area is popular with local residents, though it has deteriorated. It is located on land transferred to the Bureau of Land Management (BLM) for further conveyance to Koniag. One of the favorite past-times of Kodiak residents is to "drive the road" placing importance on Womens Bay as a entranceway for this scenic drive. Womens Bay has some unique scenic qualities in that for many points, the Coast Guard base and the City of Kodiak can be viewed across the waters, encircled by mountains and off-shore islands.

Located at Womens Bay is an important U.S. Coast Guard base which provides support for the rich and widespread North Pacific fisheries. The base includes port and airfield facilities, and an extensive communications network. The Coast Guard has expressed concerns about any industrial development in Womens Bay/Middle Bay area that would create electromagnetic interference with the communications receiver at Holiday Beach. Kodiak's large commercial airport is located within the area, and the Chiniak road passes through the area on its way west to Cape Chiniak.

Koniag, Inc. has received land along the southwest and northeastern shores of Womens Bay. Attempts to develop that land for ship repair and

other marine related uses has, in the past, met with opposition from the U. S. Coast Guard. Cattle grazing occurs in state and federal grazing leases surrounding the bays.

Womens Bay has been identified as a potential OCS service base in support of petroleum exploration and production facilities in the Western Gulf of Alaska. A service base facility would include berths for work boats, supply storage/transfer areas, and would have associated air and boat traffic. While it is unlikely that there will be any OCS development in the western gulf in the near future, Womens Bay could be utilized at a later date.

Adjacent to the Womens Bay area in the upland is the Womans Bay Community which consists of approximately 450 people. Most of the roads in the community were originally developed as part of the World War II military effort.

3. Basis for Recommendation. Critical habitat concerns (anadromous fish streams), recreation activities, transportation and communications use, upland residential use, and multiple land owners require cooperative management planning. The potential for use conflicts and for unacceptable restrictions on use of private land within the area need to be resolved.

4. Ownership and Management of the Area. Major land owners fall within the area: U.S. Coast Guard, State of Alaska (Department of Natural Resources), Koniag, Inc., other private owners and users, and the Kodiak Island Borough. Use restrictions of Coast Guard land are tied to preserving the integrity of their communications and transportation functions. Uses that conflict with those functions are not likely to be acceptable to them. The State has recently secured a management agreement with the U. S. Coast Guard for the area around the mouth of the Buskin River and has established a state park. Land owned by Koniag, Inc. is located on the southwest shore of Womens Bay and along the west side of Cliff Point. Private parcels of land are scattered through the area. Koniag and other privately owned land are subject to Borough land use controls (comprehensive plan, zoning ordinance, and subdivision regulations).

5. Ownership and Management of Adjacent Areas. Because of the narrow AMSA boundaries, ownership and management of adjacent areas is similar to the area, with the exception of privately owned land in the upland residential area. A Womens Bay Community Comprehensive Plan was recently prepared for that specific area.

6. Potential Conflicts. Potential conflicts include industrial and residential development, critical habitat, recreation activities, and Coast Guard communication. Undue restriction of private lands within the area is also a potential problem.

7. Management. Major land owners need to work together to plan for development in a manner that minimizes potential impacts and is fair to all parties. If the use of private land needs to be restricted by Coast Guard requirements, land trades should be considered. A management task force should be developed and should include representatives of the Kodiak Island Borough (Community Development Department and Planning and Zoning Commission), the U.S. Coast Guard, Alaska Department of Natural Resources (Division of Parks and Forest, Land and Water Management), Alaska Department of Fish and Game, Koniag Inc., and private land owners.

8.0 Public Involvement

The purpose of the public involvement efforts of the Kodiak Island Borough Coastal Management Program has been two-fold:

1. to provide information and to educate the public about the purpose and impact of the program; and
2. to provide opportunities for public input in the planning and decision-making process.

Throughout the development of the Kodiak Island Borough Coastal Management Program, public involvement activities have been integrated into the overall planning process. It was recognized early in this process that a variety of "publics" exists. For that reason, a variety of techniques were used to obtain public involvement in the Program.

The emphasis throughout the Program has been on public meetings/workshops and media contact. A survey was used prior to the printing of the Kodiak Island Borough Coastal Management Program Progress Report (June 1981), to ascertain public opinions and attitudes about numerous development issues. No additional surveys were used during the most recent public participation process. In addition, a CZM Technical Committee and the KANA OEDP Committee were used throughout the planning process, as review committees for the documents produced as a result of the Program.

The Program Progress Report (June 1981) was used as the basis for discussion and debate, as well as review and comment, leading to the preparation of the Kodiak Island Borough Coastal Management Program Public Hearing Draft. This Draft was distributed in early June of 1982. Two workshops were held to provide an opportunity for public discussions and questions about the Draft; on June 21, 1982 in Anchorage, and on June 24, 1982 in Kodiak. In addition to the workshops, three public hearings were held on the Public Hearing Draft; two before the Kodiak Island Borough Planning and Zoning Commission (July 16 and July 21, 1982) and one before the Kodiak Island Borough Assembly (July 1, 1982).

As a result of the workshops, public hearings, and other verbal and written comments received on the Public Hearing Draft, an Addendum to the Draft was printed and distributed in September of 1982. A workshop to discuss the Addendum was held in Anchorage on September 20, 1982, and if interest had been shown (it was not) an additional workshop would have been held in Kodiak in early October of 1982.

On October 25, 1983, after an additional public hearing, the Kodiak Island Borough Planning and Zoning Commission recommended that the Kodiak Island Borough Assembly conceptually approved the Kodiak Island Borough Coastal Management Program. A notice of the Kodiak Island Borough Assembly's intention to consider conceptual approval of the Coastal Management Program was sent out in November of 1982.

At their meeting of January 6, 1983, after a public hearing, the Kodiak Island Borough Assembly conceptually approved the Kodiak Island Borough Coastal Management Program. As a result of concern about proposed federal fisheries management plans, the Assembly approved the addition of a fisheries management policy to the Concept Approved Draft after a public hearing on February 3, 1983.

The result of the action by the Assembly to conceptually approve the Kodiak Island Borough Coastal Management Program has resulted in the printing of this Concept Approved Draft.

The public involvement program of the Kodiak Island Borough Coastal Management Program has generated a number of verbal and written comments. All the comments received on the Program are on file and available for public review in the offices of the Kodiak Island Borough Community Development Department.

In addition to organized meetings and workshops, the Kodiak Island Borough Coastal Management Program has been the subject of discussion at numerous work sessions of the Kodiak Island Borough Assembly, the Planning and Zoning Commission, and the OCS Advisory Council.

Throughout the coastal management planning process, the Kodiak Island Borough staff has traveled to each of the small communities in the Borough. Although the Coastal Management Program has not been the purpose for all of these trips, it is always one of the topics discussed in the villages. The Program has also been discussed informally with the staff of the City of Kodiak.

The Kodiak Island Borough will continue to conduct an extensive public involvement effort through the remainder of the Program adoption process and implementation of this Coastal Management Program. The Kodiak Island Borough recognizes the importance of public involvement in the coastal management planning process. Additional details about any of the public involvement methods used, and the input obtained, are available on request from the Kodiak Island Borough Community Development Department.

Appendix A
Proposed Amendments to the
Kodiak Island Borough
Subdivision Regulations
and Zoning Ordinance

APPENDIX A

PROPOSED AMENDMENTS TO THE KODIAK ISLAND BOROUGH
SUBDIVISION REGULATIONS AND ZONING ORDINANCE

The following amendments to Title 16 (Subdivision Ordinance and Title 17 (Zoning Ordinance) of the Kodiak Island Borough Code provide an opportunity which can be used by the Borough to implement the Kodiak Island Borough Coastal Management Program. These proposed amendments also serve to update the subdivision and zoning ordinance to reflect the policies of the Coastal Management Program. Underlining indicates additions to existing sections of the ordinance.

Title 16 - Subdivision Ordinance

1. Section 16.12.010 should be amended to read as follows:

16.12.010 Familiarization of subdivider with requirements. Each subdivider of land should confer with the Engineering Department before preparing a preliminary subdivision plan in order to become thoroughly familiar with the subdivisions requirements, and with the proposals of the general plan affecting the territory in which the proposed subdivision lies. Each subdivider of land should also confer with the Community Development Department in order to become aware of the policies of the Coastal Management Program that may affect the subdivision of land.

2. Section 16.20.070 should be amended to read as follows:

16.20.070 Public use areas. In subdividing property, consideration shall be given to suitable sites for schools, parks, playgrounds, and other common areas for public use so as to conform to any recommendations of the general plan, and applicable policies of the Coastal Management Program.

3. Section 16.24.030 should be amended to read as follows:

16.24.030 Acceptance of improvements. (sixth line) ...An improvement shall be accepted if it conforms to the plans therefore approved under Section 16.24.010, and the applicable policies of the Coastal Management Program.

Title 17 - Zoning Ordinance

1. Section 17.03.020 should be amended to read as follows:

17.03.020 Conformity with regulations required. No building, part of building, or any land shall be used, occupied, erected, moved or altered unless in conformity with the provisions specified in this title for the district in which the building or land is located, and unless such activities are carried out in a manner consistent with applicable policies of the Coastal Management Program.

2. Section 17.03.050 B should be amended as follows:

17.03.050 Approval by planning commission. (fifth line) The planning commission shall make its findings and consistency determination within forty days of the date the application is submitted and notify the applicant, in writing, of its decision. If approval is denied, the commission shall state its reasons therefore and under what condition, if any, the application will be approved.

3. Section 17.030.060 should be amended as follows:

17.03.060 Building permits. A building permit is required for the erection, construction, establishment, moving, alternation, enlargement, repair or conversion of any building or structure in any district established by this title, subject to the following.

A. An application for a building permit will be filed with the building official and a form approved by him. If the application meets the requirements of this title and applicable policies of the Coastal Management Program, as verified by the zoning officer, and other applicable regulations, the permit will be issued.

C. No building permit shall be issued by the building official until the zoning officer has verified from the application for the proposed building that it conforms and will be occupied for a use in conformity with the provisions and regulations of this title and applicable policies of the Coastal Management Program. Any permit issued in conflict with this title or inconsistent with the Coastal Management Program is null and void.

4. Section 17.03.070 can be amended to read as follows:

17.03.070 Building permit and conformity to zoning and consistency with the Coastal Management Program. No building permit, plans or specifications will be approved which permits any violation, modification or waiver of this title, or applicable policies of the Coastal Management Program. When the terms of a building permit, plans or specifications conflict with this title or applicable policies of the Coastal Management Program, the provisions of this title and applicable policies of the Coastal Management Program will govern.

5. A new section 17.06.163 can be added to read as follows:

17.06.165 Coastal Management Program - "Coastal Management Program" means the Kodiak Island Borough Coastal Management Program (herein referred to as "Coastal Management Program") approved by the Kodiak Island Borough Assembly, the Alaska Coastal Policy Council, the Alaska Legislature, and the federal government. "Applicable Policies" mean applicable policies of Section 5.0 of the Kodiak Island Borough Coastal Management Program Concept Approved Draft (June 1983).

6. New sections 17.10.020 I, 17.11.020 G, 17.13.020 L, 17.16.020 H, 17.17.020 H, 17.18.020 G, 17.19.020 M, 17.20.020 O, 17.21.020 DD, 17.24.010 HH, and 17.33.020 Q should be added to read as follows:

Permitted Uses. Permitted uses when such uses are consistent with applicable polices of the Coastal Management Program.

7. New Sections 17.10.030 C, 17.11.030(6), 17.13.030 C, 17.16.030 C, 17.17.030 C, 17.18.030 D, 17.21.030 F, 17.24.020 G, and 17.33.030 H should be added to read as follows:

Conditional Uses. Conditional uses when such uses are consistent with applicable policies of the Coastal Management Program.

8. Section 17.66.040 should be amended to read as follows:

17.66.040 Exceptions--Granting or denial. Within forty days after the receipt of an application, the planning commission shall render its decision. If it is the opinion of the commission, after consideration of the report of such investigation, that the use as proposed in the application, or under appropriate restrictions or conditions, will not endanger the public health, safety or general welfare, or be inconsistent with the general purposes and intent of this title, or the policies of the Coastal Management Program the commission shall approve the application with or without conditions. If the proposed use will tend, in the opinion of the commission, to endanger in any way the public health, safety or general welfare or produce results inconsistent with the general purposes and intent of this title, or the policies of the Coastal Management Program, the commission shall deny the application.

9. A new section 17.66.090 A.4 should be added to read as follows:

4. Consistency certification which certifies that the extended use or development will be carried out in a manner consistent with the applicable policies of the Coastal Management Program.

10. Section 17.66.090 B.4 should be amended to read as follows:

4. That the granting of the variance will not be contrary to the objectives of the comprehensive plan, or inconsistent with the applicable policies of the Coastal Management Program.

11. Section 17.66.120 should be amended to read as follows:

17.66.120 Variance--Investigation. The commission shall cause to be made by its own members, or its authorized agent, an investigation of facts bearing on any application sufficient to assure that the action taken is consistent with the intent and purpose of this title, and with applicable policies of the Coastal Management Program.

12. Section 17.75.010 A.4 should be amended to read as follows:

4. When necessary to insure compliance with this title, and applicable policies of the Coastal Management Program, the suspension or revocation of building permits, variances or other borough land use entitlements.

13. Section 17.75.020 should be amended to read as follows:

17.75.020 Administrative inspections. In accordance with this section, the zoning official may make inspections necessary to enforce the provisions of this title, or the applicable policies of the Coastal Management Program. When the zoning official has reasonable cause to believe that in any building or on any premises there exists any violation of this title, or any inconsistency with the applicable policies of the Coastal Management Program, he may enter such building or premises at any reasonable times to inspect the same or perform any of his duties under this title; provided, that where the constitution of the United States or the state of Alaska requires that the zoning official obtain a search warrant before making an inspection, he shall not make the inspection until authorized to do so by a search warrant issued by a court of competent jurisdiction.

Appendix B
Project Team

APPENDIX B
PROJECT TEAM

o Kodiak Island Borough

Mr. William Walton
Ms. Linda Freed - Project Manager
Mr. Richard Garnett III

o Woodward-Clyde Consultants

Project Management

Mr. Jonathan Isaacs - Project Manager

Natural Resources

Mr. Michael Joyce
Dr. Maureen McCrae
Dr. Kenneth Critchlow

Geophysical Hazards

Dr. Joseph M. Colonell
Dr. Larry Rundquist
Ms. Lorraine Ferrell
Ms. Pamela Leuthold

Human Resources

Mr. Jon Lockert
Mr. Dale Tubbs

Graphics

Ms. Patsy Kallender
Ms. Carole Hodge
Mr. Bob Honda

o Kodiak Area Native Association

Public Participation Program

Mr. Wayne Marshall