

**CITY OF HOMER
COMPREHENSIVE PLAN**

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INTRODCCTION

WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan, or general plan, **is** a compilation of policy statements, **goals**, standards and maps for guiding the community's physical, social and economic development, both private and public. The comprehensive plan may include, but is not limited to the following, as set forth in Title 29 of the Alaska Statutes (AS 29.40.030):

1. statements of community goals, policies, and standards;
2. a land use plan;
3. a community facilities plan;
4. a transportation plan; and,
5. recommendations for implementation of the comprehensive plan.

The comprehensive plan serves several purposes, such as (1):

- o Fulfillment of Homer's legal obligation, since Alaskan communities must have **an** adopted comprehensive plan before they adopt a zoning ordinance.
- o Represents the community's vision **of** the future. The plan contains long and **short** range goals, objectives and policies that describe how, where, and in what manner Homer's physical development will occur.
- o **Links** Homer's planned physical development with considerations about impact on local financing, social needs and economic development.
- Guides decision making at both administrative and elected official levels.
- o Provides a blueprint for growth in the community.
- Provides an opportunity to place under a single cover, policies for a wide range of municipal activities such as land use, utilities, recreation, transportation, etc. **This** coordinating function of the plan can reduce the opportunity for **contradictory** policies within the municipal government.

LEGAL AUTHORITY FOR THE COMPREHENSIVE PLAN

As mentioned in the preceding section, Title 29 of the Alaskan Statutes gives the Borough the authority for planning, platting, and land use regulation. **If** a city in a borough consents by ordinance, the assembly may, by ordinance delegate any of its planning, platting and zoning duties to the City. The Kenai Peninsula Borough Assembly delegated zoning powers to the City of Homer, which requested these powers by ordinance in 1983. Although the Borough has maintained the planning powers, comprehensive plans for cities within the Kenai Peninsula Borough are usually prepared **and** approved on the local level, so that the local views will be represented and maintained. Then, at the adoption stage of the comprehensive plan, both the Borough Assembly and the Borough Planning Commission must formally approve Homer's Comprehensive Plan.

(1) Alaska Planning Commission Handbook, 1988; Pages 19 & 20.

WHY PLAN?

The State Department of Community and Regional Affairs has published a Planning Commission Handbook(1) which offers an excellent summary of tangible benefits from planning. This summary includes the following benefits.

- o Planning Saves Money

The City of Homer can achieve efficiencies in operating its local government as a result of **good** planning decisions.

- o Planning Establishes the Ground Rules

Planning establishes ground rules and standards for developers and residents and sets the pattern for the community's design and development. A community that has a comprehensive plan and a zoning ordinance will give a clear signal that accepted standards and procedures apply to community development. Developers know the ground rules and know what to expect when a proposal is submitted for the Planning Commission's consideration and the public knows the standards which will apply during the evaluation of a proposal. Having ground rules will not eliminate conflicts. However ground rules should limit the possibility for such conflict by having everyone involved or interested in a development activity "reading from the same sheet of music".

- Planning Can Promote Economic Development

The planning process allows residents and decision makers to examine alternatives and choose courses of action that can promote employment and economic stability in a community.

- o Planning Provides a Forum for Community Consensus

Achieving community consensus is a vital aspect of community planning. The **planning** process provides for a time for community comments at various stages. For example, this comprehensive plan, has offered the community opportunity to comment at Planning Commission meetings for the **past** two years, by way of the Homer Spit public surveys which have been incorporated into this document, and by public hearings at the City Planning Commission, Council, Borough Planning Commission, and Assembly levels.

- o Planning Can Protect Property and Property Values

Planning can protect property and property values by separating a **potentially** harmful or disagreeable land use from surrounding residential and commercial uses and by helping to protect stable neighborhoods. Property values can also be enhanced when the community plans for **parks, trails,** playgrounds and other amenities.

- Planning Can Reduce Environmental Damage and Conserve Resources

Planning can help the City of Homer identify areas where development may be inadvisable because of environmental conditions. These conditions may include areas of high erosion and sloughing near the Bluff, and high value wetlands such as around the area of Beluga and Lampert Lakes.

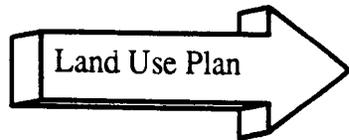
(1) Alaska Planning Commission Handbook, 1988; Pages **14, 15 & 16.**

HOW IS THE COMPREHENSIVE PLAN IMPLEMENTED?

A comprehensive plan is meaningless unless it is implemented. There **are** five implementation tools which should be used by City officials in order to realize the goals, objectives and policies **of** the comprehensive plan. These tools for plan implementation are:

- e** The Zoning Ordinance (Title 21, HMC)
- e** The Subdivision Ordinance (Title 22, HMC)
- e** The Capital Improvement Program
- e** As a policy guide at Council, Commission and Committee meetings, and **as** a day-to-day guide for the City Administration
- The City Administration followup on the action items listed in every chapter

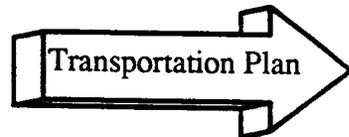
Comprehensive Plan Goals



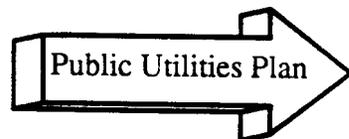
GOAL: Guide the use of land in a manner that maintains Homer's desirable natural features while providing for orderly and efficient Community growth.



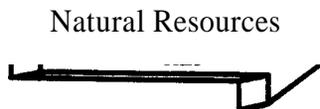
GOAL: Manage the land and other resources of the Spit to accommodate its natural processes, while allowing fishing, tourist, and other marine related development, and open space/recreational uses.



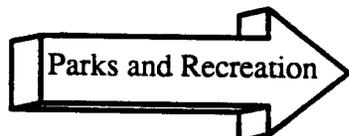
GOAL: Attain a safe, durable, well-maintained, and efficient transportation network which enhances the community as a transportation center and facilitates community goals in this Plan.



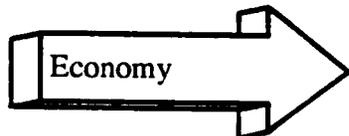
GOAL: Enable the provision of quality, and cost effective, and environmentally acceptable public utility services to maintain the health, safety, and welfare of Homer residents.



GOAL: Strive to maintain the natural resources of the City of Homer in a manner that will mitigate impact to resources while enabling their development, use, safety, and enjoyment for future generations.



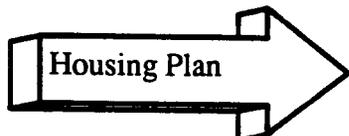
GOAL: Recognize, improve, expand and diversify parks and recreational opportunities for residents **and** visitors.



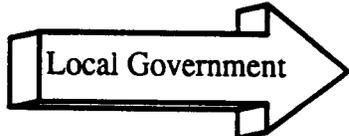
GOAL: Endorse a diversified, growing economy, with year-round job opportunities for residents and businesses which preserve and enhance the quality of life in the community.



GOAL: Encourage a high quality level of services to meet demonstrated community needs in a cost effective manner.



GOAL: Encourage safe, comfortable, and affordable housing for all residents while respecting neighborhood **standards**.



GOAL: Maintain a responsive, well organized, self sufficient, and financially sound local government.



GOAL: Produce an annually updated Capital Improvement Plan which integrates the city's financial policies, the Comprehensive Plan objectives, and public input, and is consistent with state guidelines.

CHAPTER 1

LAND USE PLAN

GOAL: GUIDE THE USE OF LAND IN A MANNER THAT MAINTAINS HOMER'S DESIRABLE NATURAL FEATURES WHILE PROVIDING FOR ORDERLY AND EFFICIENT COMMUNITY GROWTH.

Profile

The purpose of the land use plan is to provide general guidelines for community growth and development. This chapter is not intended to set specific land use standards and boundaries. Land use specifics are outlined and implemented by way of the zoning and subdivision ordinances.

This land use plan recognizes five general land uses in the City. Each general land use is discussed in a subsection of this chapter. The five subsections that follow examine the existing land use situation, growth trends, and major land use issues for each general land use category.

A. RESIDENTIAL LAND USE

Profile

Residential land use predominates the area of the City north of Pioneer Avenue, northeast of Lake Street, and along the shoreline areas of Kachemak and Ocean Drive. Some residential use occurs south of Pioneer Avenue and on the Homer Spit, but in these areas, residential use is not predominant.

The residential land use areas are partially served by sewer and water, partially paved, and in general, occupy areas of town with a view of the mountains and the bay. Residents currently enjoy a balance of privacy with community in neighborhoods which are clean and safe.

Growth trends in Residential land use areas consist of an upgrading of infrastructure, such as the paving of residential streets, and installation of sewer and water in the northern, eastern, and western fringes of the City. As a consequence, residents outside the City, along the northern City border are requesting City services of water and sewer.

Important residential land use issues consist of protecting the integrity of the neighborhoods, infilling of City residential properties, and maintaining safe, clean neighborhoods with stable property values. The issues for residential land uses in Homer are reflected in the objectives, policies, and actions below.

OBJECTIVE 1 - Provide areas for residential land uses which cluster compatible use types and densities.

POLICY 1.1 - Implement the land use map, the zoning and subdivision ordinances, the Capital Improvement Program (CIP), and other local ordinances.

ACTION 1.1.1 - Interpret and enforce the residential provisions associated with the three residential zoning districts: Urban Residential, Rural Residential, and Residential Office.

ACTION 1.1.2 - Examine the need for an "R1" type zone, to cluster single family residences.

POLICY 1.2 - (Urban Residential Areas) - Areas planned or zoned Urban Residential shall provide for medium and high density residential areas. Urban Residential areas shall be adjacent to water and sewer utilities, developed roads and commercial or industrial development. Increased density shall be allowed for design improvements.

ACTION 1.2.1 - Implement the zoning ordinance and grant conditional use permits, rezones and variances consistent with this policy.

POLICY 1.3 - (Rural Residential Areas) - Areas planned or zoned Rural Residential shall provide a low density residential and limited agricultural environment, while protecting groundwater and other natural resources.

ACTION 1.3.1 - Implement the zoning ordinance and grant conditional use permits, rezones, and variances consistent with this policy.

ACTION 1.3.2 - Amend the zoning map by changing the commercial land use designation to Rural Residential north and adjacent to Bay Avenue

POLICY 1.4 - (Residential Office) - Areas planned or zoned Residential Office shall provide the flexibility necessary to accommodate the mixed uses of low to medium density residential use with business offices compatible to the residential neighborhood.

ACTION 1.4.1 - Implement the zoning ordinance and grant conditional use permits, rezones, and variances consistent with this policy.

ACTION 1.4.2 - Evaluate the neighborhood behind the Lakeside Mall for similarities to Residential Office zoning.

ACTION 1.4.3 - If the above mentioned area better conforms to the purpose of the Residential Office Zoning District, initiate appropriate amendments to the zoning ordinance.

OBJECTIVE 2 - Protect the integrity and attractiveness of the residential neighborhood.

POLICY 2.1 - The City shall maintain the sense of the neighborhood community by providing safe neighborhoods.

ACTION 2.1.1 - Interpret and enforce parking, traffic, animal, zoning and other local ordinances to ensure safe, attractive neighborhoods.

POLICY 2.2 - The City shall protect residential land values.

ACTION 2.2.1 - Interpret and enforce parking, traffic, animal, zoning and other local ordinances conducive to safe, attractive neighborhoods.

POLICY 2.3 - The City shall maintain the view for residential properties by limiting building height to 35'.

ACTION 2.3.1 - Interpret and enforce the 35' building height regulation in the zoning ordinance.

OBJECTIVE 3 - Continue to encourage infilling of residential areas.

POLICY 3.1 - The City shall provide water and sewer utilities to residents within the City before extending services to non-City residents.

ACTION 3.1.1 - Examine aspects of annexation and intergovernmental agreements for areas where non-City residents use City utility services.

POLICY 3.2 - The City shall encourage the formation of local improvement districts in residential neighborhoods to facilitate water and sewer development within the City.

ACTION 3.2.1 - Every effort shall be made to install utilities, where feasible, prior to reconstructing the roads.

POLICY 3.3 - The City shall discourage by ordinance, the extension of water/sewer to residences outside the City by requiring annexation.

ACTION 3.3.1 - Initiate research on the issue of annexation relative to use of city services.

B. BUSINESS/COMMERCIAL LAND USE

The business/commercial land uses of Homer are clustered along Pioneer Avenue, Lake Street and the Bypass/Sterling Highway. In the Zoning Ordinance (HMC Title 21), this area is designated as the Central Business District (CBD), and is intended primarily for retail sales and services occurring within enclosed structures.

Homer's business area is characterized primarily by individual structures, some built near the street and others set back, with parking in the front. In the past decade however, the plaza/mall concept was initiated. Four plaza/malls were constructed in locations along Pioneer Avenue, Lake Street, and the Homer Bypass/Sterling Highway. Approximately 175 businesses make up the CBD at this writing, including all those businesses in the plaza/malls, as compared with 51 businesses in 1981. This represents an eight year net gain of 124 businesses. During the eight year time span, however, the drop in State oil revenues in 1985 triggered a decline in commercial sales and a rise in the vacancy rate. The rise in vacancy represents a three year trend within the eight year net increase, and is discussed below, in the section on growth trends.

The CBD is large (over 400 acres), and not densely developed. Vacant lots exist, especially along the Bypass. Some of the vacant lots are used for parking, others await development.

Growth trends in business since the writing of the 1982 Comprehensive Plan are reflected in land use changes of both a qualitative and quantitative nature. One qualitative change in business/commercial land use involves residential structures in the business core area. Many of these structures, which began as residences, have been or are now being converted to small businesses, especially along Main Street, and in Glacierview Subdivision.

Another qualitative change involves infilling of vacant buildings which is the result of migration within CBD. That is, the business vacates an "old" existing building and moves to a newer building or newly constructed building within the same zone, in an area such as the Bypass. The result of this migration within the business district is an increasing number of "old" vacant structures, abandoned for the newly constructed mall-type complexes.

One quantitative change in business/commercial land use is the decrease in the overall number of businesses and simultaneous rise in the vacancy rate for commercial buildings. The drop in State oil revenues in 1985 snowballed into a decline in the State economy, which resulted in a drop in business/commercial property sales and a rise in vacancies and foreclosures. The vacancy rate for commercial properties increased from 9% in 1985 to 29% in 1988.

Another quantitative change in business/commercial land use involves business/commercial construction of mall complexes on what once were vacant properties along the Homer Bypass/ Sterling Highway. Other infilling in this land use category is attributed to new businesses constructing new buildings.

In addition to the infilling of vacant land in the business/commercial district, vacant structures have experienced high occupancy turnover. With the current high vacancy rate, business owners have had the opportunity to "shop around" for lower rents, better accommodations, and improved locations. The net effect on buildings in the business/commercial land use category during the past few years has been a "shifting" of business locations within the CBD.

In sum, the land use changes in the commercial/business core since the writing of the 1982 Comprehensive Plan are both qualitative and quantitative. The qualitative land use change involves a shift in land use from residential to commercial/retail, and a "shifting" of existing businesses from one building to another in search of better rents, accommodations, and locations. The quantitative land use changes involve a rise in the vacancy rate of commercial buildings, and the construction of new commercial/businesses on vacant property. The following land use issues reflect the changes in land use in the business/commercial area of Homer.

ISSUES

Four prime issues must be addressed in the objectives, policies and actions of this section. These issues are 1) The infilling of vacant land and vacant structures in the business/commercial area, 2) Attractiveness of the business core to encourage tourists and others to use the area, 3) Usability/access to the business core to enable pedestrian and vehicular safety and ease in access to and through the business core, and 4) The potential need for subzones to accommodate a variety of uses, such as RV parks.

The objectives, policies, and actions that follow reflect these business/commercial land use issues, as well as general business/commercial land use issues for the community.

OBJECTIVE 1 - Guide growth and development in areas planned or zoned Central Business District to provide a centrally located business/commercial area and focal point for the community.

POLICY 1.1 - The City shall encourage a mix of business/commercial and public/governmental activities in areas zoned or planned as central business district.

ACTION 1.1.1 - Implement and enforce the zoning, parking, animal control, sign, and subdivision ordinances, and the Planning Commission grant conditional use permits, variances and rezones consistent with policy.

OBJECTIVE 2 - The City shall encourage infilling of the area planned and zoned as CBD prior to contemplating enlarging the zoning district.

POLICY 2.1 - Attract private investment into vacant buildings and land in the business/commercial core, while maintaining and enhancing the many positive natural features of the area.

ACTION 2.1.1 - Develop streets and utilities within the CBD.

ACTION 2.1.2 - Explore ways to pursue attracting private investment into vacant buildings in the CBD.

OBJECTIVE - 3 - Promote a safe, attractive, and easily accessible business/commercial core for pedestrian and vehicular visitors and residents.

POLICY 3.1 - The City shall use existing ordinances to encourage tourists and others to use the central business/ commercial core.

ACTION 3.1.1 - Install park benches and pocket parks for pedestrians along Pioneer Avenue and the Homer Bypass.

ACTION 3.1.2 - Examine the feasibility of a program of tax breaks or other incentives to encourage core business/commercial merchants and property owners to accommodate public uses such as parking, pedestrian walkways, or pocket parks on their property.

ACTION 3.1.3 - Cooperate with the business community on beautification efforts in the business/commercial core, such as holiday decorations and summertime banners on Pioneer Avenue.

ACTION 3.1.4 - Assess the efforts which could be undertaken by the City to keep major business activities in the CBD.

POLICY 3.2 - The city shall improve pedestrian access to and through the commercial/business area.

ACTION 3.2.1 - Through the zoning, platting and construction processes, ensure that sidewalks and street lights are constructed.

ACTION 3.2.2 - Develop a program to improve parking and pedestrian safety by identifying and designing parking areas, sidewalks and drainage improvements in public rights-of-way and private property.

ACTION 3.2.3 - Link pedestrian access from the business core to residential areas and other areas such as Beluga Lake which would attract visitors.

POLICY 3.3 - Existing positive features of the Business/commercial core area shall be maintained and enhanced to the extent feasible.

ACTION 3.3.1 - In recognition of the climate moderation, noise diffusion, habitat and aesthetic benefits of natural vegetation, the City shall encourage the beautification and retention of natural vegetation throughout the commercial business core.

POLICY 3.4 - The City shall assess the need for improved parking in the CBD.

ACTION 3.4.1 - Determine the need for providing central parking areas in various locations of the CBD.

OBJECTIVE 4 - Use the large acreage in the business/commercial core to attract and accommodate a variety of uses to fill the business and commercial needs of downtown Homer.

POLICY 4.1 - The City shall research the nature of land uses and CBD land use needs and evaluate the need for subzones in the CBD.

ACTION 4.1.1 - The Planning Commission continue its evaluation of the variety of land uses and use needs in the CBD with the intent of establishing criteria for and justifying a need for subzones in the CBD.

POLICY 4.2 - Development of the business/commercial core shall be coordinated jointly between the City, State, private property owners and merchants.

ACTION 4.2.1 - The City shall examine the building and development process to identify ways to expedite the process for all involved.

ACTION 4.2.2 - After examination of the building and development process, the City shall amend the ordinances necessary to expedite the development process for all involved.

ACTION 4.2.3 - Evaluate the concept of the "certificate of occupancy" relative to the City building permit process, and implement, if deemed beneficial.

ACTION 4.2.4 - Explore the possibility of hiring a City building inspector.

ACTION 4.2.5 - Implement a plan review process to ensure compliance with codes and initial plans.

OBJECTIVE 5 - Tie into State and federal programs that beautify the business/commercial core.

POLICY 5.1 - The City shall research and evaluate the factors involved in federal and State beautification programs, decide which would be most beneficial to the City, and apply for those programs which would best benefit the City.

ACTION 5.1.1 - Continue efforts toward gaining assistance from the Federal Main Street Program.

C. LIGHT INDUSTRIAL LAND USE

Profile

In the field of land use, the light industrial (LI) use category accommodates land uses which require warehousing and outside storage, involve manufacturing services or fabrication within enclosed structures, and which need larger lots with good access to major transportation facilities. This profile, in addition to examining growth trends and issues, examines the existing character of Homer's light industrial land use.

Other than marine-oriented industrial land use on the Spit, light industrial land use in Homer occurs along Ocean Drive, north of Kachemak Drive and east of Beluga Lake. The state-owned airport properties occupy the central portion of the light industrial area.

Zoning of the Light Industrial Land Use

Homer's zoning code is the tool that implements the broad category of light industrial land use. The zoning designations which specify the light industrial land uses are the General Commercial 1 (GC1) and General Commercial 2 (GC2) districts. These zoning districts, created to regulate the light industrial land uses, contain specific performance standards which minimize the effects of noise, odor, light, vibration and traffic associated with the light industrial land use adjacent to other zoning districts and to main roads.

The light industrial land use area zoned as the General Commercial 1 zoning district is a medium density, auto-oriented business district located along Ocean Drive, an arterial street. The light industrial use area has utility access, and has existing industrial development mixed with some commercial use.

The light industrial area zoned as General Commercial 2 zoning district is located on both sides of and includes the airport and along the north and west side of Kachemak Drive. This zoning district allows for industrial uses and was designed to promote manufacturing, processing, warehousing and storage with access to public utilities and roads. At this time, most of the GC2 zoning district is without City water and sewer utilities.

Growth Trends

Since the writing of the 1982 comprehensive plan, three primary growth trends have taken place in Homer's light industrial area. These trends are 1) Infilling has taken place especially in the light industrial area zoned GC1, 2) There has been an increase in use of the light industrial land along Kachemak Drive in support of Spit and airport related activities, 3) The 1990-95 City of Homer Capital Improvement Program schedules the Kachemak Drive road design for 1991, and the water and sewer project for 1992.

These growth trends are discussed in the land use issues and objectives, policies, and actions below.

Land Use Issues

The three land use issues which relate to the light industrial area and its growth trends are: 1) Location of the light industrial area, 2) Size of the light industrial area, and 3) The role of the airport in determining the overall land use patterns in the light industrial area.

There are advantages and disadvantages to the present location of Homer's light industrial area. The light industrial land use flanking either side of the airport is a positive, advantageous feature because it provides a buffer area between airport generated activities and the residential and business districts. The location of Homer's light industrial area is also good, because it is situated in an area proximate to the Spit and the airport, and thus lends ground support and provides a space for connection between air and water transport. Both of these location assets should be maintained.

One major disadvantage of the location of the light industrial land use zoned as GC2 is its proximity to residential property, which has caused land use and user conflicts. Kachemak Drive road is the primary physical boundary between the Kachemak Drive residential area and industrial uses. Most residences lie south of the road, along the bluff, and take advantage of the views across the bay. Most of the airport side of the road is developed with industrial uses associated with air commerce or fishing.

Many of the residents, especially those living south of the road would like to see the area developed as low density residential uses. Many of the owners of the land north of the road (airport side) visualize the area for potential industrial use. The facts

remain: the area south of the road is prime view property, with the highest and best use at this time as residential view property. The area north of the road has a limited view, poorly drained soils, poor soils for septic tanks, foundations and roads. This area north of the road is less desirable for residential uses because of the lack of view, potential hazard and noise associated with the proximity to the airport, and poor quality of natural resources.

At present, land user conflicts have been minimal because this area presently lacks water and sewer utilities, and a quality road. Upon installation of water and sewer and paving of Kachemak Bay Drive however, land use conflicts between residential and industrial users will increase, unless one of the two land uses are phased out. At this time, and typically for Homer, there seems to be strong support for each use type, and thus little chance that one user group could phase out the other land use.

Lack of area for future expansion is another disadvantage of the light industrial location, much of which is occupied by State-owned airport lands and flanked by residential property. Residential subdivisions, many of which were developed in the mid eighties, extend to the border of much of the light industrial area. Future expansion of the light industrial area would translate into displacement of prime residential property. Future expansion of the light industrial land area would take place if there was high demand for industrial land, the industrial land value grew higher than the residential land value, and if there was sufficient public support for the displacement of residential for industrial development, all of which seem highly unlikely in the 10-20 year Homer future.

The second issue regarding Homer's light industrial area is its small size. It is the light industrial land use which, relative to others, requires the most space. Yet in Homer, it is the light industrial land use which has very little useable land area. The term "useable" is emphasized because the industrial acreage is abundant, but the useable acreage is not. The small amount of useable land area for industrial uses is directly proportional to the small amount of industrial use in Homer.

The reasons for the limited size of the useable light industrial land area are varied. First, physically, the natural resources of the area limit useable land for industrial development. There is limited available flat, well drained, low value/non view property, especially in this area of Homer. The light industrial area is also occupied by Lampert Lake, and adjacent wetlands which limits useable land for industrial development.

Secondly, most of the area which is flat, with no view, and zoned as GC2 for light industrial uses is taken up by the airport. There is a 1500 foot clear zone regulation around the airport runway, and numerous State-owned airport buffer lands, which cannot be used for industrial development.

The last reason for the small size of the light industrial area, and similar to the problem raised regarding its location, is that it is flanked by residential and airport property, and Beluga Lake. This precludes expansion.

In sum, the reasons for the small size of the useable LI area are its physical limitations, airport occupation, and its location.

The limited available land for the light industrial development poses no major problems at this time, because there is little demand for it. Over 60% of the GC2 light industrial private land is vacant at this writing.

Although at this time, the demand for light industrial land area is not at a high point, projected industrial land use demands from the 1982 comprehensive plan indicate that light industrial space might begin to become tight by the end of the century. An improvement in the statewide economy however, and the extension of water and sewer along Kachemak Drive (as planned in the 1990-95 CIP plan), could very well increase the demand for light industrial acreage. Also, as with other land use activities, when space becomes more scarce, land prices rise, and businesses find ways to more efficiently use the land they have. Consequently, the increased demand may not lead to a complete lack of light industrial land for some time after the year 2000.

The third and last issue relative to the land uses of the light industrial area is the airport. Homer's airport, owned and operated by the State of Alaska Department of Transportation and Public Facilities (ADOTPF), is a significant asset to the community. It represents a major investment of public funds, and is a key ingredient in much of Homer's existing and future economy. The City of Homer should investigate ways in which it could improve its economy by coordinating more closely with the airport.

In 1986, the ADOTPF finalized an Airport Master Plan for the State-owned Homer airport. The plan, which is incorporated as a part of this document, provides for future short and long term airport improvements and detailed landside improvements for both the airport and Beluga Lake Float Plane Facility. The plan also provides a point of intersection of Airport land concerns with City land concerns. For this reason, portions of the 1986 Airport Master Plan are referenced throughout this section.

As a transportation and commercial center, the airport presents traffic, noise, and public safety impacts which can be expected to continue in the future. These impacts, coupled with the State ownership and the long term master plan for the airport lands, support a public land use category for this area of light industrial lands. This category will help mitigate the impacts and regulate activities of the airport on adjacent properties, both in and outside of the zoning district.

Of the three land use issues discussed, the role of the State-owned airport presents the greatest opportunity for improving the light industrial area, and thus Homer. The issues are reflected in the objectives, policies, and actions below.

OBJECTIVE 1 - Continue to support light industrial land use needs while maintaining public safety in areas currently designated as light industrial land uses.

POLICY 1.1 - (General Commercial 1 Areas) - Areas planned or zoned GC1 shall be managed to provide sites for businesses that require direct motor vehicle access. Lands included in this classification should be adjacent to arterial streets and existing or planned water and sewer utilities, and which are oriented toward automobile access.

ACTION 1.1.1 - Implement and enforce zoning ordinance, CIP plan, and subdivision ordinance.

ACTION 1.1.2 - Planning Commission grant conditional uses, rezones, and variances consistent with this policy.

POLICY 1.2 - Areas planned or zoned GC2 shall be managed to provide space for heavy commercial and light industrial expansion adjacent to major arterial roads, water and sewer systems, airport facilities and other industrial uses. The GC2 area shall be located away from or buffered from less intense uses.

ACTION 1.2.1 - Implement and enforce zoning ordinance, CIP plan and subdivision ordinance.

ACTION 1.2.2 - Planning Commission grant conditional uses, rezones, and variances consistent with this policy.

POLICY 1.3 - The City shall coordinate with various public agencies to assure safe operations in the light industrial land use area.

ACTION 1.3.1 - Implement and enforce the performance standards of the zoning code.

ACTION 1.3.2 - Support the safety aspect of the State airport master plan by prohibiting land uses which concentrate people and/or obstructions near and under the airport approach paths.

OBJECTIVE 2 - Minimize land use conflicts, to the extent possible, between the industrial and residential land uses.

POLICY 2.1 - The City shall, to the extent possible, maintain a buffer area between airport and residential land uses.

ACTION 2.1.1 - Coordinate with ADOTPF, Division of Aviation (DOA) to work towards a complete vegetation buffer around the airport and Beluga Lake.

OBJECTIVE 3 - Support the Homer Airport as an important part of Homer's light industrial land area.

POLICY 3.1 - The City shall endorse the Homer Airport Master Plan

ACTION 3.1.1 - Coordinate with the ADOTPF/DOA on implementation of City and State plans for the light industrial area.

ACTION 3.1.2 - Coordinate with the ADOT/PF on the feasibility of access to the airport from East End Road.

POLICY 4.1 - The City shall implement the CIP Plan, which calls for water and sewer and road design for Kachemak Drive.

POLICY 4.2 - The City shall coordinate with the U.S. Army Corps of Engineers (USACOE) and Department of Environmental Conservation (DEC) regarding wetland permits for the light industrial area.

Action 4.2.1 - Coordinate with the USACOE and DEC to find a way to minimize impacts of boat storage and other industrial uses on the wetlands in the light industrial land area.

D. MARINE LAND USE

Profile

Marine land use, in the context of this land use chapter of the Homer Comprehensive Plan, involves commercial, industrial, and general business activities for land on the Homer Spit. The intent of this portion of the Land Use chapter is to 1) establish the broad land use concepts for the Spit, 2) set forth objectives and policies complementary to the Homer Spit Plan chapter of this comprehensive plan, and 3) establish general parameters to be used for the Long Term Spit Development Plan. More specific land use and management concepts for the spit are set forth in the "Homer Spit" chapter of this comprehensive plan.

This "marine land use" portion of the Land Use chapter should not be confused with current or proposed Spit zoning. Zoning is one specific tool which implements a land use plan. This portion of the plan provides a broad, long term vision, towards which shorter term, specific functions such as zoning, summer action plans and development plans can aim.

The marine land use plan includes elements from the Arthur Young Study, the Tippetts-Abbett-McCarthy-Stratton, Inc.(TAMs) Plan, the 1985 and 1987 Community surveys, forums and workshops on the Homer Spit, the Interim Spit Plan, and recognizes the mix of existing land uses.

This marine land use section, as distinguished from the Homer Spit chapter, evaluates marine land uses from two geographic perspectives: marine land uses northwest of the lagoon/fishing hole area, and marine land uses southeast of the lagoon/fishing hole area. This geographic division also represents an artificial boundary separating the Port and Harbor support facilities from the more natural, undeveloped area of the Spit. Please refer to the map on the following page for directional descriptions of the Spit.

The summary of the 1987 Homer Spit survey is presented below. After that, marine land use trends and issues are described, to set the stage for the policies, objectives and actions.

Summary of 1987 Survey of Development Options for the Homer Spit

In May and June of 1987, City of Homer and areawide residents were offered an opportunity to express their views regarding development options on the Homer Spit. Two surveys were conducted by the University of Alaska's Institute of Socioeconomic Research (ISER). One survey conducted was a scientifically controlled telephone survey; the other was a publicly distributed survey in an issue of the Homer News. Four public forums about the Spit provided the basis for framing the survey questions. The purpose of the survey was to provide information to the Homer City Council on resident attitudes toward land development options on the Homer Spit, for use in future policy decisions.

The summary of the Spit survey in this land use chapter involves those resident attitudes about marine land use and development. These attitudes were used to shape the objectives, policies and actions for this general marine land use section of the comprehensive plan.

- o Support for commercial fishing rated as a "very high" priority among half or more of the area population.
- o More than two-thirds of the responding population think that the two objectives of protecting the Spit environment and maintaining the port and harbor are at least very important.
- o The vast majority of Homer residents do not want to separate the different land uses on the Spit.
- There is a strong consensus that tourists should be encouraged to drive to the Homer area.

- o Eight out of ten Homer area residents who responded agree that an increase in the number of commercial fishing boats and cruise ships in the Homer Port and Harbor would be good.
- o Neither recreation developments on or off the Spit rated as a very high priority for more than a quarter of the responding population.
- Over 60 percent of the surveyed population thought that a public fishing pier, marine repair facilities, a campground at the base of the Spit, and cruise ship docking facilities were a good idea.
- o Three out of four Homer area residents who responded were willing to pay at least some amount to achieve the goal of protecting the Spit, yet none of the sales tax ideas were supported by a majority of residents.

Land Use Trends

Land use trends on the Homer Spit since the last Comprehensive Plan are primarily related to amount and types of land use. These trends are 1) Increased demand for land uses south of lagoon/fishing hole, especially for land in proximity to the harbor, 2) Use of land north of lagoon remains vacant, 3) There is an increase in harbor-related uses as a result of the new floats, 4) City related land use agreements have fostered increases in fish processing, marine repair, and support fishing uses and development of the overslope, 5) Land on the east side of the harbor is developing as industrial or is in the reserve status, 6) Primary fishing and tourism use of the Spit takes place in the five month summer season from May to September.

Land Use Issues

The increased use of the harbor, and use of the land in proximity to the harbor, has created the need for additional parking during the summer months. The City has already embarked on a program of using fill from the dredging of the inner harbor to fill portions of both the east side of the Spit below the lagoon, and the 30 acre staging area for parking. In land areas south of the lagoon, the filling activity should be continued, to specifically create additional parking areas.

Parking on the Spit is not a problem for six to eight months of the year. Consequently, this plan should endorse the identification and examination of alternatives to mitigate parking problems for the months of heaviest Spit use.

In addition to parking, another issue is the need for land near the harbor to support the increase in land uses associated with the harbor. The Spit forums and surveys clearly indicate public support for City provisions which will enhance fishing and visitor activities at the harbor. City support for these needs

should begin with objectives, policies and actions associated with the area of the spit south of the lagoon, on both sides of the road.

The final issue related to broad based, long term land use concepts for the spit involves the public use of spit lands north of the lagoon area on both sides of the road. More than two thirds of the 1987 surveyed population think that the goal of protecting the spit environment is at least very important. This overwhelming public support of protecting the Spit environment, especially those sensitive areas on both sides of the road north of the lagoon should be reaffirmed in the marine land use objectives, policies and actions in this section, as well as in the section concerning public/governmental lands.

OBJECTIVE 1 - Continue to maintain and improve fishing support type land uses in and around the port and harbor.

POLICY 1.1 - The City shall provide special summer parking closest to the harbor for fishing activities and harbor users.

ACTION 1.1.1 - Use the Long Range Spit Plan as a means to delineate summer parking areas.

ACTION 1.1.2 - Continue to work toward development of the overslope.

OBJECTIVE 2 - Protect the Spit environment.

POLICY 2.1 - The City shall research and evaluate alternative means of gaining public ownership of the east and west sides of the Spit north of the lagoon.

POLICY 2.2 - The City shall make incremental changes in the Spit zoning towards down zoning the land north of the lagoon on the east and west sides of the Spit.

ACTION 2.2.1 - Create a Marine zone for the purpose of transitioning low impact uses into a public use status.

POLICY 2.3 - Continue dredging operations in the harbor.

ACTION 2.3.1 - Deposit fill onto low areas of Spit land that need stabilization.

OBJECTIVE 3 - Maintain the mix of land uses on the Spit.

POLICY 3.1 - The city shall adopt a Marine Business zoning district which combines existing commercial and industrial land uses into one "Marine Business" zoning designation.

ACTION 3.1.1 - Adopt, implement, and enforce a Marine Business zoning ordinance.

OBJECTIVE 4 - Support Spit land uses which encourage the visitor industry.

POLICY 4.1 - The City shall designate day use parking areas for visitors within walking distance to boardwalks and the overslope.

ACTION 4.1.1 - Implement above, by way of the Long Range spit Plan.

POLICY 4.2 - The City shall continue to provide land for a Visitor Center on the Spit.

POLICY 4.3 - The City shall encourage private industry in its efforts to provide public showers and restroom facilities on the Spit.

ACTION 4.3.1 - Implement the 1990 - 95 City of Homer Capital Improvement Program.

POLICY 4.4 - The City shall allow for visitor related uses in the update of Spit zoning.

ACTION 4.4.1 - Include visitor-support as a part of the purpose of all new or proposed marine zoning districts on the Spit.

POLICY 4.5 - The City of Homer shall support when necessary, an updated feasibility study of the Alaskan Railroad spur from the Moose Pass area to Homer.

E. PUBLIC/GOVERNMENTAL LAND USE

Public/governmental land use in the City takes three forms: land use for public buildings, including schools or other non-profit institutions, land use for recreational or other public purposes such as parks, green belts, easements, right-of-ways including roads, etc., and vacant, relatively unused public land. The governmental entities which own land within the City boundaries are the federal, State, borough and City governments.

The purpose of this section is to 1) examine existing land use and potential land use trends for public lands, 2) evaluate the issues associated with the trends, and 3) set forth objectives, policies, and actions the City can implement relative to the agencies which manage public lands within its boundaries.

Profile

The primary use of the public land within the City limits is for educational/institutional purposes. The State owned airport facility occupies over 1100 acres within the City. Existing and proposed educational institutions occupy approximately 700 acres, and other governmental organizations directly use approximately 150 acres of land within the City.

A secondary land use of public lands within the City boundaries is for the purpose of parks and recreation. Although there is an entire chapter later in this plan devoted to City objectives, policies and actions regarding parks and recreation, this land use section is distinguished from the Parks and Recreation chapter in that it focuses on City policy relative to the institutions which manage the use of public lands. The Parks and Recreation chapter focuses on City policy concerning parks and recreation.

A third land use category associated with the public lands within the City is that of vacant or relatively unused land. About 100 combined acres of Federal, State, Borough and City land occupy this (non)use category within City boundaries.

Public lands within the City fall under various zoning districts throughout the City, including that of the outdoor recreation zone. This chapter focuses on general public/governmental land use and related management of public lands in all zoning districts.

Land Use Trends

The most important land use trend noted for primary governmental/public land use is that of the need for expansion of public/governmental institutions. Recognizing the need for an additional elementary school, the Borough has set aside another school site on the Sterling Highway. The State has recognized the need to expand the airport and associated lands in the Airport Master Plan. The City sewer treatment plant is being expanded at this writing. Coordination prior to and during the expansion and development processes is an important aspect to note in policies that follow.

The trend in land use noted for public recreational lands is an increased interest for more park areas within the City. Examples of this are WKFL, Jeffrey, the Spit Lagoon and Kachemak Drive Sports parks development projects that are underway. The City Parks and Recreation Commission has refined certain City recreational objectives, and defined recreational needs since the 1982 version of this plan. These needs for recreation development have been added to the City's CIP, and the Parks and Recreation portion of this comprehensive plan.

Land Use Issues

Three main land use issues associated with governmental/ public lands within the City are that of 1) accommodating the need for expansion of governmental institutions, 2) implementing the recreational development plans set forth in the CIP and Parks and Recreation Plan, and 3) Encouraging the private sector to assist in recreational development of private land, to offset the pressure of continuous use of public land for this purpose. These are reflected in the objectives, policies, and actions that follow.

OBJECTIVE 1 - Support development of vacant public land when it is demonstrated that the development meets a broad public need.

POLICY 1.1 - The City shall cooperate and coordinate with agencies to provide for development of vacant public lands and expansion of governmental institutions.

ACTION 1.1.1 - Implement and enforce the zoning, subdivision, building, and property ordinances.

ACTION 1.1.2 - Coordinate a joint use agreement with Paul Banks Elementary School for use of vacant school lands for a community day use park.

ACTION 1.1.3 - Implement the recreational developments in the City CIP.

POLICY 1.2 - The city shall seek grant funds for the development of public land for park purposes.

OBJECTIVE 2 - Retain some City land in each zoning district if possible, to be reserved for use at a future time.

POLICY 2.1 - The city shall identify City lands in each zoning district to place in "reserve" status.

OBJECTIVE 3 - Examine the need for, feasibility, and impacts of a public/recreational land use classification for the land area on the Spit north of the fishing lagoon on both sides of the road.

POLICY 3.1 - The City shall research and evaluate the aspects involved in a public/recreational land use classification for the Spit.

ACTION 3.1.1 - Implement Policy 3.1 in the discussions regarding the amendments to the spit zoning classifications.

ACTION 3.1.2 - Identify and implement a means to acquire property on the Spit for open space/recreational purposes.

OBJECTIVE 4 - Encourage private sector development of private land for recreational purposes to enable the use of limited public land for other purposes.

POLICY 4.1 - The City shall support when feasible, the developer dedicating public park land as a part of the subdivision development process.

ACTION 4.1.1 - Coordinate with the Borough on amending the subdivision ordinance to enable the public dedication, when feasible, of park land within the City.

ACTION 4.1.2 - Coordinate with the Kenai Peninsula Borough Assessor's Office regarding tax incentives for public dedication of park land within subdivisions.

CHAPTER 2

HOMER SPIT PLAN

GOAL: MANAGE THE LAND AND OTHER RESOURCES OF THE SPIT TO **ACCOMMODATE ITS** NATURAL PROCESSES, WHILE ALLOWING FISHING, TOURISM, OTHER MARINE RELATED DEVELOPMENT, AND OPEN SPACE/ RECREATIONAL USES.

Introduction

This Homer Spit chapter of the Comprehensive Plan differs from the Marine Land Use section of the previous chapter by focusing on specific management policies and objectives for the Spit, instead of general land use trends and issues.

This chapter is similar to the land use section in that each has used the 1987 Spit public survey as a guide, and includes elements of the TAMS Plan, reflects existing uses, responds to the consensus of the 1985 community survey and workshops, and respects the City lands currently leased to individuals. Also, both may be used as a basis for the Long Term Spit Plan.

This plan is being updated at what may be the bottom of a state and local economic decline. Because of this, innovative management and development approaches must be taken to manage Spit resources wisely. The various revisions in this update reflect the new approaches.

Profile

Homer Spit is an intriguing natural phenomenon. It is one of the longest occupied natural sandspits in the world, extending southeast from the City of Homer, approximately 4.5 miles into Kachemak Bay. The Spit is a natural, dynamic system which is constantly being shaped by the deposition and erosion of sediments. The Spit is sensitive to changes in the natural environment and to man's activities, both on the Spit itself and in the uplands of the mainland.

From very early times in Homer's history, the Spit has weighed heavily in community development, livelihood, and well being. Many describe it as the focal point of the community.

Useable land is now the most important resource of the Homer Spit. Since the catastrophic earthquake of 1964, of the total 508 acres of Spit uplands under various ownerships available for development, more than 350 acres are submerged at mean high tide. Over half of the remaining 158 acres not submerged are taken up by highway rights-of-way, public easements, and the small boat harbor. This leaves some 70 to 75 acres of land which is or can be developed. However, much of this is already occupied by an existing use.

Since available, useable land on the Homer Spit is in such limited supply, the highest and best use is essential to the community. Uses which support fishing and tourism must take priority.

The Port and Harbor

Homer's small boat harbor (sbh), the home of the local fishing fleet, is managed and operated by the City. The dredging of the harbor entrance, breakwater, and 1400 feet of harbor was initially constructed by the USACOE as part of a 1964 earthquake restoration project. The small boat harbor was built in 1964, and enlarged/improved three times since then.

The first improvement of the harbor took place in 1967. The City, in conjunction with the State Highway Department, dredged the harbor to a depth of minus 15 feet (at 0.00 tide). The second improvement to the harbor took place in 1969 when the City, again with the State Highway Department, dredged the harbor to a depth of minus 13 feet. At this time floats were installed by the State. The City is currently responsible for routine float maintenance, while the State is responsible for "major" float maintenance.

The third improvement to the harbor was realized in 1982-83. This expansion, often referred to as the "TAMS" project, enlarged the harbor in both length and width, to approximately 50 acres. The TAMS expansion also provided the fill resulting in the 30 acre staging area on the harbor's northeast side.

At this writing, Homer's port facility is about to double in size. Construction has begun on a new deep water cargo dock on the north side of the harbor entrance. The new deep water cargo dock will be 526 feet long, have a 10,000 square foot turn-around area, and be able to handle three boats simultaneously with a deep water draft of forty feet at mean low water (mlw).

The existing City dock is a 24 year old wooden shallow water dock. It serves both the Coast Guard cutter and the State ferry Tustemena on a regular basis. Weather, ice, and constant use have taken a toll on the City dock, which is in need of major repair. Since this dock is our only functional dock at this time, a major repair job has been difficult to schedule.

Both the small boat harbor and the City's port facilities to a great extent determine land use, Spit operations and management. The plan for Homer Spit must balance the existing facilities with priorities of protecting the economic livelihood of fishing and tourism for the community, while protecting the natural processes on the spit.

Trends

The three land use trends which most affect operations and management on the Spit are 1) The Homer harbor has been enlarged three times in the last 26 years, in a general northwesterly direction, 2) There is increased use of the harbor, as a result of harbor expansion, and 3) A new deep water cargo dock is being constructed, which will impact Spit land management and operations especially on the 30 acre staging area.

Issues

There are four issues derived from current Spit land use trends. These issues should be addressed in the objectives, policies, and actions sections that follow.

The first land use issue involves safety and access. Recognizing the increased use and activity generated from the enlargement of the boat harbor, new floats and the new deep water cargo dock, continued safety and quality access must be given high priority.

The second issue involves the trend cited relative to the direction of harbor expansion. Land northwest of the load/launch ramp road, in the area of the fishing lagoon should be reserved for low impact/temporary uses in anticipation of future harbor expansion.

The third issue is the public preference for mixed land uses, clearly stated in the Spit public surveys. Although it is a challenge to maintain the mix of land uses on the Spit, while balancing the priority for safety, this may be accomplished with carefully written and implemented policies.

Lastly, throughout the 1987 review processes of this Homer Spit Plan, both the Port and Harbor and Planning Commissions emphasized the following note.

NOTE: The following objectives and policies address existing or potential activities on the Homer Spit. The most important activities addressed are marine industrial activities, including commercial fishing, fish processing, preserving marine habitat, transportation, parking, recreating, and dredging and filling.

OBJECTIVE 1 - Provide for public safety while achieving a balanced mix of water-dependent and marine-related activities on the Homer Spit.

POLICY 1.1 - Priority for use of the Homer Spit shall be given to marine commercial, marine industrial (fishing), industrial transportation, tourism, and day use recreation. Proponents of other uses shall demonstrate that priority uses will not be adversely affected.

ACTION 1.1.1 - City, borough, state and federal agencies implement through leasing, zoning, subdivision, permitting, Spit Action Plans, and direct development decisions.

POLICY 1.2 - Priority use of the west side of Homer Spit shall be for open space/recreation.

ACTION 1.2.1 - Implement Policy 1.2 through zoning and leasing ordinances.

ACTION 1.2.2 - Obtain ownership of land on west side of the Spit.

POLICY 1.3 - Commercial fishing storage shall occur on the Spit only when there is no higher priority use for the area.

ACTION 1.3.1 - Implement the Policy 1.3 by the Long Term Spit Action Plan, City leasing ordinance, and management decisions.

POLICY 1.4 - Similar land uses (such as charter offices, boat and gear sales, tourist activities) shall be encouraged to cluster to achieve a mix of related activities and minimize adverse impacts on other activities.

POLICY 1.5 - All other activities not specifically mentioned as priority activities in Policy 1.1 above are low priority activities, and will be permitted only where sufficient evidence can be presented by the proponent that higher priority activities will not be adversely affected or displaced.

ACTION 1.5.1 - Implement Policy 1.5 through the conditional use provisions of the City zoning ordinance, through requirements of leases and licenses of City property, and through management decisions and plans, such as the Long Term Spit Plan.

POLICY 1.6 - Facilities and services on the Spit shall be developed with a balanced consideration for a wide range of fishing and tourist-related uses.

ACTION 1.6.1 - Encourage development of businesses and facilities that support land use priorities and simultaneously cater to non-fishing family members.

ACTION 1.6.2 - Include some family oriented facilities in each City capital project list if deemed needed by a market study.

ACTION 1.6.3 - Evaluate and develop a plan for non-boating access to fishing opportunities, such as the lagoon fishing hole, or a public fishing pier.

ACTION 1.6.4 - Encourage continuation of the Spit shuttle to transport day users to various locations on the Spit.

OBJECTIVE 2 - Recognize and accommodate natural features and processes, while giving adequate space for marine commercial and industrial, tourist commercial, transportation, recreation, open space, and traditional uses.

POLICY 2.1 - Allow the natural transport of sediments along the west side of the Spit to continue uninterrupted. Proponents of bulkheads, groins, breakwaters or other devices shall demonstrate that their project will not adversely disrupt this sediment transport.

ACTION 2.1.1 - Implement Policy 2.1 by means of City approval of building permits and review of state and federal agency permit applications.

ACTION 2.1.2 - Strongly discourage the construction of structures below the mean high water line.

POLICY 2.2 - Maintain and protect traditional uses of the beaches along the Spit such as gathering coal, shellfish, and others.

POLICY 2.3 - Commercial extraction of sand and gravel from the Spit shall not be allowed.

POLICY 2.4 - On-site use of dredged material shall be permitted except in designated open space and marine habitat preserve areas.

ACTION 2.4.1 - Implement Policy 2.4 by means of City building permit approval, existing City ordinance, and stipulations placed on USACOE dredge and fill permit applications by the City, State, Borough and Federal agencies.

POLICY 2.5 - Recognizing increasing non-resident demands for camping, tent, and recreational vehicle usage, commercial camping shall be encouraged to locate away from commercial and industrial activities at each end of the Spit. Open space camping shall be encouraged to locate in the middle area of the Spit.

ACTION 2.5.1 - Evaluate the impact of restricting motorized vehicle traffic by establishing driveways on the northeast side of the Spit, especially towards the head of Mud Bay.

POLICY 2.6 - Open space recreation uses shall be encouraged on the east and west sides of the Spit, from the north end of the existing harbor to the uplands. Permanent structures within this area shall be discouraged.

ACTION 2.6.1 - Require appropriate engineer's approval for structural integrity, for any additions to existing structures.

ACTION 2.6.2 - Implement a low impact use concept for the west side of the Spit in the update of the zoning ordinance.

POLICY 2.7 - The City shall manage marine habitat preserves according to borough, state and federal coastal zone management and critical habitat regulations.

ACTION 2.7.1 - Implement the above policy by inclusion of applicable borough, state and federal coastal zone management and critical habitat policies into zoning ordinance, subdivision ordinance and capital improvement plans.

OBJECTIVE 3 - Quality access.

POLICY 3.1 - Transportation (including Coast Guard) activities are a high priority use of the end of the Spit.

ACTION 3.1.1 - Implement Policy 3.1 by means of the subdivision process, conditional use permits, leases, City parking requirements, and zoning variances.

POLICY 3.2 - Traffic congestion shall be alleviated by improving the organization of existing parking areas, and encouragement of privately provided transportation services (for example, shuttle buses) to encourage parking off of the Spit.

POLICY 3.3 - Increases in road capacity through roadway width expansion or addition of more traffic lanes shall be encouraged only for the length of the boat harbor and other congested areas.

POLICY 3.4 - The City shall develop its property between the highway and the boat basin for parking and public uses.

POLICY 3.5 - City leases shall include land sufficient for businesses and minimal employee parking.

ACTION 3.5.1 - Implement Policy 3.5 by amending the zoning ordinance to reflect this change in policy, leasing, variance, and design processes.

POLICY 3.6 - The City shall reserve right-of-way for access to the east side of the harbor.

ACTION 3.6.1 - Implement Policy 3.6 by way of the subdivision/ platting process.

POLICY 3.7 - The City shall reserve a 15' pedestrian/safety right-of-way around the periphery of the small boat harbor.

ACTION 3.7.1 - Implement Policy 3.7 by way of the subdivision/platting, zoning, and leasing/licensing process, including leasing of the overslope.

POLICY 3.8 - Maintain and increase public access to harbor and beaches on the Spit to improve opportunities for fishing and other recreational activities.

ACTION 3.8.1 - Investigate the engineering, legal, and economic feasibility of a public fishing pier.

CHAPTER 3

TRANSPORTATION PLAN

GOAL: ATTAIN A SAFE, DURABLE, WELL-MAINTAINED, AND EFFICIENT TRANSPORTATION NETWORK WHICH ENHANCES THE COMMUNITY AS A TRANSPORTATION CENTER AND FACILITATES COMMUNITY GOALS IN THIS PLAN

Profile

Homer has an advantage enjoyed by relatively few Alaskan communities in that it is accessible by land, sea, and air. Three types of access combined with Homer's strategic location, renders Homer a transportation hub for the Southern Kenai Peninsula.

Homer, however, is not a typical transportation hub. Located four and one-half road hours from Anchorage via the Sterling Highway, Homer is a multi-modal transportation link. That is, Homer is a point where people and goods often change transportation modes to arrive at the final destination.

The State Ferry Tustemena links Homer to Seldovia and Kodiak; from Kodiak the Tustemena travels regularly to Port Lions, Seward, Valdez, and Cordova. Once each month during the summer, the Tustemena provides ferry service to Chignik, Sand Point, King Cove, Cold Bay, and Unalaska. The Homer port links the ferry to land and air transport to and from Anchorage and Kodiak, respectively. The Homer harbor links fishermen from the entire Kenai Peninsula to fishing grounds in Cook Inlet, the Bering Sea, Bristol Bay, and Prince William Sound.

Of the three transportation modes, no one mode is most responsible for movement of people and goods throughout Homer and the Southern Peninsula. The three modes of transportation must be very interdependent in order for the entire transportation system to be effective.

The transportation plan is divided into three sections: Land, Water, and Air, in order to more specifically concentrate on the respective objectives, policies, and actions.

I. LAND TRANSPORTATION

Profile

The major land transportation link to, from, and through the community is the State maintained Sterling Highway, which becomes East End Road at the Lake Street intersection with Pioneer Avenue. Other state maintained roads within the city

limits are the Sterling Highway/Bypass Road, Lake Street, Ocean Drive, Sterling Highway/Spit Road, Kachemak Drive, Main Street, Bunnell Avenue, Ohlsen Lane, Bartlett Street, Fairview Avenue, Hohe Street, East Road, East Hill Road, West Hill Road, and Rogers Loop totalling 19.48 miles. The remainder of the roads within the City are either private or City owned and maintained.

The road system within the City has four significant problems: 1) Lack of construction or reconstruction of roads to City standards, 2) Traffic congestion, 3) Inadequate reconstruction and maintenance of State roads within the City, and 4) Inadequate sight distances. Solutions to these major problems are addressed in the objectives, policies, and actions within this chapter.

The problem of lack of construction and/or reconstruction of roads within the City is being addressed by a program whereby property owners and the City can share in the costs of road development or reconstruction. This program, passed by the Homer City Council and city voters in 1987, is called the Homer Accelerated Roads Program (HARP), which is the guiding document for the funding and prioritization of City roads for construction, reconstruction, and maintenance.

Traffic congestion is an increasing problem in some areas because the rate of traffic has increased faster than the rate of funding for road improvements. The HARP, combined with the Master Roads and Streets Plan are used to guide road design for the City. The funding to redesign, and construct to alleviate traffic congestion, however, is slower in coming.

Master Roads and Streets Plan

The 1986 revised Master Roads and Streets Plan was originally conceived as a physical facilities plan to include only preliminary engineering of selected roads recommended for construction in the 1979 Master Plan for Roads and Streets. However, because community growth patterns had changed so drastically since 1979, the revised Master Roads and Streets Plan re-evaluated inventory data, policy recommendations and existing infrastructure, and resulted in a document which provided data for rational decision making relative to road construction in Homer.

With the adoption of the Homer Accelerated Roads Program, which provides a means of prioritizing and funding road improvements, the Master Roads and Streets Plan is used primarily as a technical support document, and should again be revised to delete outdated information. This idea is reflected in Action 1.1.1.

Homer Accelerated Roads Program

The Homer Accelerated Roads Program is a Homer City Council approved program ratified by city residents in a 1987 election. It is the most current guiding policy document for the City relative to road improvements.

This program involves the reconstruction and/or upgrade of 39 miles of local substandard city roads. The 228 roads involved in this project have been segregated into four groups: 1) Roads requiring strip paving only; 2) Upgrade of subdivision roads to city standards; 3) Subdivision roads requiring rebuilding or repair; 4) Reconstruction of non-maintained roads to gravel standards.

Funding for this project will be generated locally by way of a recent voter approved 3/4 of 1 percent sales tax and property owner contributions.

The guiding policies of the Homer Accelerated Roads Program and the pertinent technical portions of the Master Roads and Streets Plan need to be combined into a working technical policy document. This idea has been included in Policy 1.1 and Action 1.1.2.

The objectives, policies and actions listed below combine the existing effective guiding documents with ways to match plans with funding mechanisms for implementation, and thus, alleviation of the significant land transportation problems.

OBJECTIVE 1 - Provide safe, durable, cost effective road access to all existing or planned areas of development within the City in accordance with the Homer Accelerated Roads Program, the Master Roads and Streets Plan, and applicable ordinances.

POLICY 1.1 - Road extensions and improvements shall be designed to promote the objectives and policies of the Homer Accelerated Roads Program.

ACTION 1.1.1 - Revise the Master Roads and Streets Plan by incorporating the Homer Accelerated Roads Program into the system for prioritization of road improvements.

ACTION 1.1.2. - Adopt the revision of the Master Roads and Streets Plan.

ACTION 1.1.3 - Combine any new policy decisions of the 1990 Road Standards Committee into a revision of the Master Roads and Streets Plan.

ACTION 1.1.4 - Explore federal funding relative to increased traffic on the Spit.

POLICY 1.2 - Road improvement projects shall be prioritized for development and funding according to the Homer Accelerated Roads Program criteria, resident support of the project, public hearings, and Homer City Council authorization.

ACTION 1.2.1 - Pursue and complete upgrading of existing substandard city streets consistent with the Homer Accelerated Roads Program, the CIP, and applicable city ordinances.

POLICY 1.3 - Road standards and construction methods shall recognize the variability of local soil substrata and hydrologic conditions.

OBJECTIVE 2 - Improve traffic flow and safety through consideration of intersection, parking area, and road design for collector and arterial roads.

POLICY 2.1 - The City shall pursue road improvements to alleviate traffic congestion.

ACTION 2.1.1 - Through the HARP and CIP programs, initiate funding to evaluate, redesign, and/or install a traffic light at problem intersections, such as Lake Street/Bypass, East End/Rochelle, etc.

POLICY 2.2 - City staff shall consider traffic flow, adequate sight distances, and safety through various road design review processes.

ACTION 2.2.1 - Coordinate intersection, sight distance and parking design and sign review through the platting, City permitting, and preconstruction design review processes.

ACTION 2.2.2 - In reviewing sign plans and sign placement, City staff consider and recommend appropriate sight distances.

POLICY 2.3 - To prevent traffic flow and safety problems, business owners shall be responsible for providing adequate parking for employees, customers, and other visitors.

ACTION 2.3.1 - Provide a parking review of all site plans for businesses, and site plans submitted with an application for a City building permit.

ACTION 2.3.2 - Enforce the standards of the City parking ordinance according to the procedures outlined for enforcement in Title 21, Homer Municipal Code.

POLICY 2.4 - The City shall protect existing right-of-way where feasible, expand right-of-way to meet present and future traffic flow needs.

ACTION 2.4.1 - During the compilation of bid documents, the platting process, and the development permit process, City staff will coordinate to assure that proper right-of-way is protected and/or dedicated.

POLICY 2.5 - The City shall support when necessary, an updated feasibility study to assess the various social, economic, and environmental aspects of a Turnagain causeway to improve traffic flow and shorten the distance between Homer and Anchorage.

OBJECTIVE 3 - Provide safe pedestrian access throughout the city.

POLICY 3.1 - The City, through its CIP, shall support the development of a pedestrian master plan which will assess the need for, inventory and prioritize the development of trails, pathways, and sidewalks for the City and incorporate the HARP funding mechanism as a way to implement the plan.

ACTION 3.1.1 - Submit the pedestrian master plan proposal for scrutiny during the next Capital Improvement process.

ACTION 3.1.2 - Submit the pedestrian master plan proposal to appropriate funding agencies.

POLICY 3.2 - Pedestrian and bicycle paths shall be considered in road improvements and construction projects as well as in larger residential subdivisions.

ACTION 3.2.1 - During the compilation of bid documents, the platting process, and the development permit process, City staff will coordinate to assure that proper right-of-way is protected and/or dedicated.

OBJECTIVE 4 - The City coordinate the financing responsibility for initial construction, upgrading, and maintenance of roads to reflect existing programs such as the HARP and CIP.

POLICY 4.1 - Primary responsibility for State-owned highways and major arterials shall reside with the State.

ACTION 4.1.1 - Coordinate with the State for development of state roads to City standards within the City limits, and for improvement of state roads to the City.

POLICY 4.2 - Responsibility for upgrading local service roads shall rest with the benefitting property owners, and adhere to the HARP guidelines.

POLICY 4.3 - Responsibility for developing collectors or other roads with mixed usage shall be shared by the City, State, Borough and benefitting property owners.

POLICY 4.4 - The City will not accept responsibility for any street or road from either the state or private party until it meets City road standards for that classification.

11. WATER TRANSPORTATION

Profile

Nearly all of Homer's water transportation activities are concentrated at the end of the Homer Spit. There, a variety of services and facilities are available, which makes Homer the marine transportation hub of the Southern Kenai Peninsula.

Water transportation modes include the State Ferry Tustumena, cruise and tour ships, private ferries to Halibut Cove and other areas of Kachemak Bay, one private barge service, private pleasure boats, charter boats, and fishing vessels.

The State Ferry Tustumena travels to and from the Aleutian Islands, docked in Homer 144 times in 1988 and transported over 13,000 passengers to and from Homer during the same year. Cruise and tour ships visit Homer approximately eight times during the summer and represent a potential increase in port use and visitor growth. There are two private local ferries which transport people and goods to and from Homer to Halibut Cove and Seldovia.

The most significant problem concerning Homer's water transport system is its limited and/or degrading facilities. Both the shallow water City dock, and the State-owned harbor floats are deteriorating and in disrepair.

The present shallow water dock, in its current condition, limits port activities. Its small size, general disrepair, and shallow draft capability precludes an increase in both numbers of, and larger sized, vessels.

The shallow water dock is a timber-constructed dock that is over 24 years old. It is located in an ice zone where sheets of ice sweep across the tidelands and severely damage the wooden timbers which support the front of the dock. It is in desperate need of repair, but since it is the City's only dock at the present time, and is used daily by the U.S. Coast Guard, and semi-weekly by the State Ferry, repairs have been difficult to schedule.

In addition to needing major repair, the existing City dock is not capable of providing for current needs because it was built for shallow draft vessels. Although it serves the State Ferry, the Tustemena must carefully schedule its docking according to high tides. Floating processors and other deep water vessels are unable to use the shallow water facility. Cruise ships are forced to anchor in Kachemak Bay and send small lighter boats to drop off passengers at the load/launch ramp.

Another way in which the present City dock is limited in its capabilities is because of its small size and design. It is limited to servicing only one vessel at a time. Its size does not allow foot and vehicular traffic simultaneously. Dock congestion is a problem. The same passageway used for loading the ferry is used to unload the ferry. The exposed pier is subject to occasional high winds which result in wave action that has interrupted both docking and stevedoring operations.

The condition of general disrepair of the existing City shallow water dock, its ability to handle only shallow draft vessels, and its small size not only discourages existing port traffic, precluding an increase in vessel handling, but also causes a loss in millions of dollars in revenue which could be derived from deep water draft vessels, floating fish processors, and cruise ships.

The need for repair and maintenance of the existing dock, and the need for a deep water cargo dock are being addressed as part of the capital improvement plans for the City. At this writing, construction of the deep water dock is underway.

State-owned Harbor Floats

Compounding the problem of Homer's limited and deteriorating water transport facilities are the State-owned floats in the Homer Harbor. These floats, some of which were built in 1965 after the earthquake, have consistently deteriorated due to high tides, wind and ice action, and abuse from large vessels. Repair of the floats is not practical because of

the extent of degradation. "The wood comes apart in your hands" states the Harbormaster.

Since the floats are State-owned, the City has requested the State to replace the floats, especially because they are a great liability; the float replacement project is a part of the City's current Legislative Request for State funding.

OBJECTIVE 1 - Maintain and expand port and harbor facilities to meet existing and future water transportation needs.

POLICY 1.1 - The City shall encourage the Alaska State Legislature and the Department of Transportation and Public Facilities, Divisions of Harbors and Marine Highways, in conjunction with federal agencies, and the private sector, to pursue and complete development of the end of the Homer Spit for marine transportation uses.

ACTION 1.1.1 - Continue to request to the State by way of the CIP and the Legislative Request, the replacement of the State-owned harbor floats.

ACTION 1.1.2 - The City Council direct the City administration to stay abreast of fund opportunities for maintenance and expansion of the new deep water cargo dock.

ACTION 1.1.3 - Plan and implement those projects which can be developed without further legislative assistance (such as parking, harbor boardwalk, etc.).

ACTION 1.1.4 - Designate by way of the Long Term Spit Plan, boat trailer parking areas in proximity to boat launching facilities.

ACTION 1.1.5 - The City shall coordinate with Chevron USA to relocate fuel storage tanks adjacent to the proposed new deep water dock.

ACTION 1.1.6 - The City shall research funding mechanisms for the Phase II expansion of the harbor floats.

POLICY 1.2 - The City shall encourage the development of boat storage areas on the mainland as a means of reducing boat harbor congestion.

ACTION 1.2.1 - Identify areas on the mainland which are suitable for development as boat storage areas.

OBJECTIVE 2 - Maintain and improve water transport links between other modes of transportation.

POLICY 2.1 - The City shall encourage maintenance, repair, and upgrade of dock infrastructure.

POLICY 2.2 - The City shall encourage the State and private developers to provide frequent shuttle ferry service to Kachemak Bay State Park and south Kachemak Bay facilities.

ACTION 2.2.1 - The City shall seek funding for repair and upgrade to the City dock.

ACTION 2.2.2 - Submit to the Department of Transportation and Public Facilities, Division of Marine Highways, a formal request endorsing daily car and passenger service between Homer, Seldovia, Jakalof Bay, English Bay, Port Graham, etc.

ACTION 2.2.3 - Accommodate parking needs for the ferry shuttle services.

ACTION 2.2.4 - Submit to the Department of Natural Resources, Division of Parks, and the Department of Transportation and Public Facilities, a request supporting daily passenger service to Kachemak Bay State Park coupled with expanded off-Spit parking and a shuttle bus service during the summer visitor season.

POLICY 2.3 - The City shall work to identify and correct existing deficiencies in the water transport linkages.

ACTION 2.3.1 - Utilize the Long Term Spit Plan, and CIP to identify, plan for and fund-correction of deficiencies in the water transport linkages.

POLICY 2.4 - The City shall strive to protect the future integrity of Homer's marine transportation system.

OBJECTIVE 3 - Increase the use of the Port of Homer.

POLICY 3.1 - The City shall actively seek major industries to use the Port of Homer.

ACTION 3.1.1 - Market and advertise the facilities of the Port of Homer.

ACTION 3.1.2 - Contact major carriers regarding their tonnage requirements and other needs that would have to be met in order to bring their businesses to Homer.

III. AIR TRANSPORTATION

Profile

Homer's air transportation activities have grown rapidly as the community and Southern Kenai Peninsula region have developed. Homer is endowed with good aviation facilities, owned and operated by the Alaska Department of Transportation and Public Facilities. The 1985 Homer Airport Master Plan provides policies which are currently being used by the State to guide airport development. This portion of the Homer Comprehensive Plan provides an opportunity for the City to coordinate its air transportation goals with those of the State.

The Homer Airport has two separate runways. The primary runway is a paved, 7,400 by 150 foot runway capable of accommodating all but the largest commercial jet aircraft. The runway has a number of electronic and visual navigational aids, but lacks the most sophisticated aids, such as glide slope navigational equipment, which permit instrument-controlled landing approaches. The second runway is a 4,000 by 600 foot designated area of Beluga Lake, which accommodates float and ski plane operations, and has limited navigational equipment (ADOTPF, 1979).

Spurred by deregulation of the commercial air passenger industry and the community's rapid growth in aviation activities, Homer has ample scheduled commuter air service: currently 17 flights per day to Kodiak, Kenai, and Anchorage, from two air carriers, ERA and South Central Air. In addition, five Homer-based air taxi operators offer wheeled, float, or ski charter service to outlying communities.

The airport's principal deficiencies are its layout, facilities, and access. Regarding deficiencies in layout, air carrier, air taxi, air cargo and general aviation activities are crowded together at the southwest corner of the main runway. Regarding deficiencies in facilities, water and sewer, parking, passenger terminal space, aircraft tiedown, apron, and taxiway, are all inadequate and/or too close to the runway (according to Federal Aviation Administration standards) (ADOTPF, 1979). Regarding access, Kachemak Drive is the only access to the airport for commercial passengers.

Since Kachemak Drive limits southerly expansion of the airport layout and facilities, the State's five year plan for the Homer airport calls for relocation of the passenger terminal to an area northwest of the paved runway. However, before this could occur, utilities must be provided to the area northwest of the paved runway. A new, larger road, apron, and parking areas would be constructed, and air taxi

and general aviation uses would be allowed to expand into the current passenger terminal area. Additional access, potentially from East End Road would then be evaluated to alleviate traffic congestion, and provide alternative passenger access. These improvements are considered necessary to accommodate future growth in air traffic, estimated at about 7.4 percent per year from 1977 to 1998.

Objectives, policies, and planned actions for air transportation are listed below.

OBJECTIVE 1 - Encourage the maintenance and improvement of air transportation facilities and services to provide convenient, reliable, low cost air transportation services, which meet current and projected needs.

POLICY 1.1 - Lands needed for existing and future airport runways, clear zones, terminals, and other airport facilities should be owned by the State, and leased to private operators wherever feasible and desirable.

ACTION 1.1.1 - City Council request Alaska Department of Transportation and Public Facilities to complete purchase of private land in existing airport building restriction and clear zone.

ACTION 1.1.2 - City Council request ADOTPF to continue leasing lands to private operators considering plans for future airport activities.

ACTION 1.1.3 - City Council request ADOTPF to examine the need for utilities in the area northwest of the runway, so that the passenger terminal could be relocated.

ACTION 1.1.4 - City Council request ADOTPF to examine and implement means of reserving lands for runway extensions.

ACTION 1.1.5 - City Council request ADOTPF to improve the existing runway and plan to extend the runway in the future to handle larger type aircraft.

POLICY 1.2 - The City shall encourage ADOTPF to implement its plans to improve airport facilities and services, as well as minimize congestion and conflicts in activities.

ACTION 1.2.1 - City Council formally request to ADOTPF to carry out its plans for upgrading Homer Airport, including relocation of passenger terminals to north of the runway, and installation of navigational aids and equipment.

ACTION 1.2.2 - City request ADOTPF to improve float plane facilities, i.e., expansion of tie-down area, fuel servicing, fire protection, improved road connecting the lake and the main airport runway, especially relative to Beluga Lake.

ACTION 1.2.3 - The city shall incorporate the development of the west side of the airport into future capital improvement programs.

POLICY 1.3 - The City shall examine the impacts of the City assuming ownership, management, and operation of the airport and associated lands.

ACTION 1.3.1 - City Council set up a task force to assess the impacts of ownership, management, and operation of the airport.

CHAPTER 4

PUBLIC UTILITIES PLAN

GOAL: ENABLE THE PROVISION OF QUALITY, COST EFFECTIVE, AND ENVIRONMENTALLY ACCEPTABLE PUBLIC UTILITY SERVICES TO MAINTAIN THE HEALTH, SAFETY, AND WELFARE OF HOMER RESIDENTS.

Profile

Public utilities are the most frequently used of public services. Water, sewer, and solid waste services must function continuously, without fail, and are used daily by every resident and visitor. Utilities are expensive to build and operate, however, and must be carefully planned in order to produce a quality service in a cost effective manner.

The City's involvement in the provision of public utility services is limited only to the water and sewer utilities. City residents, however, are affected by other public utility services, which require a City policy framework. For this reason, this chapter is divided into two sections: City mandated public utility services, and non-City mandated public utility services.

I. CITY-MANDATED PUBLIC UTILITY SERVICES

A. WATER SERVICES

Profile

The City provides a treated water supply for much of, but not all of the area within the incorporated City limits. The source of Homer's water is a reservoir created by a dam on Bridge Creek, one mile north of Homer. Water is pumped from this 145 million gallon (MG) storage reservoir to a water treatment plant that chemically treats, filters, and disinfects the water prior to distribution. Additional storage of treated water is provided by a .75 MG storage tank located at the end of the Spit, a .25 MG storage tank located near the hospital, and a .5 MG tank located at the treatment plant.

In 1982, a Water Comprehensive Plan was completed for the City. The 1982 Water Plan continues to be used as a guide for valve connects, etc. This plan does, however, need to be updated to add the west side of town to the reservoir, so that the major west side water loop can be implemented. Also needed to round out the plan is a feasibility study of expanding the Bridge Creek Reservoir as proposed in the City's CIP.

Two major issues regarding water supply and distribution in the Homer area must be addressed by this plan: that of protecting Homer's water source from contamination, and that of formulating policy regarding residents outside the City who request City water services. These major issues, as well as other related

issues are addressed in the objectives, policies, and actions that follow.

OBJECTIVE 1 - Assure continued, uncontaminated water supply to service domestic, commercial, fire protection, and projected needs for the City of Homer.

POLICY 1.1 - The City shall protect and enhance the Bridge Creek watershed, its only source of community water.

ACTION 1.1.1 - Fund and implement the Bridge Creek Dam Feasibility Study, as described in the 1990 City of Homer CIP.

ACTION 1.1.2 - Continue City support of the Bridge Creek watershed as an Area Meriting Special Attention (AMSA) in the Borough Coastal Zone Management (CZM) Plan.

POLICY 1.2 - The City shall seek CZM funding to update the 1982 Water Comprehensive Plan.

ACTION 1.2.1 - Update the 1982 Water Comprehensive Plan to include the western portion of the City.

ACTION 1.2.2 - Complete water system improvements according to the amended Water Comprehensive Plan.

OBJECTIVE 2 - Extend, maintain, and upgrade the water delivery system to all properties within the City.

POLICY 2.1 - Water service extension to City residents shall take priority over residents outside the City limits, thus encouraging infilling, use, and development of properties inside the City.

ACTION 2.1.1 - Examine the aspects of annexation and intergovernmental agreements for areas where non-City residents use City water services.

ACTION 2.1.2 - Use the 6 year City CIP document as a guide for determining the extension of water service within the city.

OBJECTIVE 3 - Develop a cost-effective means of providing for utility extensions.

POLICY 3.1 - The City shall research and determine a means for funding utility upgrades required by the accelerated roads program with consideration to Insurance Service Office (ISO) ratings.

ACTION 3.1.1 - Research and evaluate alternative funding mechanisms for utility upgrades associated with the Accelerated Roads Program.

B. SEWER SERVICES

Profile

Due to Homer's low population density and linear arrangement, certain areas of the City are not presently served by sewers. Typically, septic tanks and drain fields have been used to provide on-site treatment and disposal for residences and commercial establishments. Many of these individual septic tanks and drain field systems have failed or caused problems throughout the City.

Recent substandard wastewater effluent discharges into Kachemak Bay by the City prompted the U.S. Environmental Protection Agency (EPA) to issue a consent decree establishing a phased schedule for upgrading the City's wastewater treatment facilities to comply with the National Pollution Discharge Elimination System (NPDES) permit. As this permit required compliance with EPA's secondary treatment standard, a wastewater facilities plan was formulated to identify a solution to the Homer area's sewer problem (R.W Beck, 1988).

The Homer Wastewater Facilities Plan, adopted by the Homer City Council in 1988, addresses water quality and sewage issues and recommends a viable solution for areawide wastewater collection and treatment. The facilities plan is the most current guiding document used to address short, medium, and long term wastewater issues. For this reason, as well as consistency, the objectives, policies, and actions that follow were derived from the Wastewater Facilities Plan.

OBJECTIVE 1 - Develop a cost-effective means of providing for utility extensions within the City.

POLICY 1.1 - The City shall research and determine a means for funding utility upgrades required by the accelerated roads program.

ACTION 1.1.1 - Research and evaluate alternative funding mechanisms for utility upgrades associated with the Accelerated Roads Program.

OBJECTIVE 2 - Extend, maintain and upgrade the sewer system to all properties within the City.

POLICY 2.1 - The City shall determine according to the Wastewater Facilities Plan which currently developed but unsewered areas within the Homer City limits should be sewered within the planning period.

ACTION 2.1.1 - Use the six year City CIP document as a guide to determine the funding priority of areas within the City to be sewered.

Action 2.1.2 - Continue to research ways to provide sewer to all City residents.

POLICY 2.2 - The City shall provide wastewater treatment to the Homer Spit, according to the Wastewater Facilities Plan.

ACTION 2.2.1 - Implement the utility projects for the Homer Spit described in the City's CIP.

OBJECTIVE 3 - Provide continued, cost effective, environmentally sensitive wastewater services to meet current and projected needs for the City of Homer.

POLICY 3.1 - The city shall provide wastewater treatment according to the Wastewater Facilities Plan for those areas tributary to the Homer Wastewater Treatment facility that will be sewered during the planning period or that will be contributing septage.

ACTION 3.1.1 - Monitor city costs and revenues for providing sewer services to those areas outside the City designated by the Plan.

ACTION 3.1.2 - Determine whether the revenues offset the costs of providing those services.

ACTION 3.1.3 - If records indicate that the City is subsidizing costs of the services to residents outside the City, initiate a process to evaluate annexation of these areas or a way to recoup the costs.

ACTION 3.1.4 - Develop appropriate intergovernmental agreements with utility users outside the City, if annexation is not yet feasible.

OBJECTIVE 4 - Accommodate the area needs for septage dumping at the City's septage receiving station.

POLICY 4.1 - The City shall provide a septage receiving station for residents from Anchor Point to Fritz Creek.

ACTION 4.1.1 - Inform the public about this service, when available.

POLICY 4.2 - The City shall provide a recreational vehicle (RV) septage dumping facility for RV users.

ACTION 4.2.1 - Implement the Sterling Highway Park/RV Dump Station project listed in the City's CIP.

11. NON-CITY MANDATED UTILITY SERVICES

A. SOLID WASTE MANAGEMENT

Profile

Solid waste disposal services is one of several powers which the Kenai Peninsula Borough retains. As such, the Borough provides for disposal of Homer's solid wastes by way of the Borough landfill. This landfill provides for disposal of typical solid wastes, with the exception of hazardous wastes and septage. The landfill is located just outside the City limits north of Homer, accessed from the Sterling Highway. City residents can dispose of waste material there, or hire contract haulers to do so.

Solid wastes resulting from the Homer Sewer Treatment Plant will be incinerated at the plant in Homer. Sludge resulting from the sewer treatment process will be deposited in the Borough landfill by authority of a 12/88 letter between the Borough and the City. At the time the City locates and/or purchases land outside the City, the sludge will then be deposited on the City-owned and operated parcel.

The baler facility at the Homer landfill began operations in early 1983. The balefill site occupies approximately 20 acres. At the time of installation, the baler facility extended the landfill life approximately 20 years. At this time, with the current population growth rate at about 2% per year, the baler facility is anticipated to have about 14 years of remaining life.

Three important issues regarding solid waste management that the City should make aware to the Borough are 1) the potential need for a landfill to serve the greater Homer area, 2) the need for more dumpsters and more frequent disposal of trash on the Homer Spit during the summer months, and 3) the need for trash separation/junk recycling operation in conjunction with the current Homer landfill operations. These needs and other issues are addressed in the objectives, policies, and actions below.

OBJECTIVE 1 - Provide safe, effective, and convenient disposal of all solid wastes.

POLICY 1.1 - The Borough shall continue to be responsible for solid waste management in the Homer area.

ACTION 1.1.1 - Work with the Borough in evaluating the need for and locating potential future disposal sites in the Homer area.

ACTION 1.1.2 - If a need is established, the coordinate with the Borough in support of the future disposal site.

ACTION 1.1.3 - Communicate to the Borough the need for more dumpsters and more frequent trash collection on the Homer Spit during the summer months.

ACTION 1.1.4 - Develop an agreement with the Borough for use of the landfill for depositing Homer Sewer Treatment Plant sludge, until such time as the City obtains its own sludge deposit parcel.

OBJECTIVE 2 - Encourage the Borough to explore alternative means of solid waste disposal.

POLICY 2.1 - The City shall coordinate with the Borough to develop a means to recycle solid waste in conjunction with the existing Borough landfill site.

ACTION 2.1.1 - Support individuals or firms who endeavor to work with the Borough towards a recycling center for Homer.

ACTION 2.1.2 - Investigate using solid waste sludge for fertilizer as an alternative to burning it.

B. HAZARDOUS WASTE MANAGEMENT

Profile

A hazardous waste, as defined by the Kenai Peninsula Borough ordinance 10.04.070, is a waste that is capable of causing injury, disease, or impairment of health, or property damage, including, but not limited to: poisons, pesticides, acids, caustics, infectious or pathological wastes, radioactive materials, oil and petroleum products, and burning or smouldering materials. Hazardous wastes are considered as solid wastes under the Borough ordinance 10.04.070 (A). Although the Kenai Peninsula Borough, by statute and ordinance, assumes solid waste disposal powers for the Peninsula, the federal Environmental Protection Agency (EPA) provides the ultimate guidelines for the disposal of any hazardous wastes. In this regard, the Borough's hazardous

waste management policies and activities are closely coordinated with those of the EPA's.

In March 1986, the federal rules for hazardous waste management were modified to bring businesses that generate small amounts of hazardous waste into the regulatory system. Previously, these small quantity generators that generate less than 1000 kilograms (or about 2,200 pounds) of hazardous waste in a calendar month had been exempt from most hazardous waste regulations. The 1986 rules set new requirements specifically for those generators that generate between 100 and 1000 kilograms of hazardous waste in a calendar month. (EPA publication #9196)

In an effort to inform the public regarding compliance with the federal rules for hazardous waste management, the Kenai Peninsula Borough and the State of Alaska periodically schedule hazardous waste collection at the landfill north of Homer. During these special collection periods, the Homer Solid Waste Baling Facility accepts up to 220 pounds of hazardous wastes per individual or company.

Two major issues for Homer residents involve 1) the need for agency coordination regarding disposal of hazardous wastes greater than 220 pounds per person or individual company, and 2) Borough dissemination of hazardous waste information and disposal procedures.

OBJECTIVE 1 - Provide safe, effective, and convenient disposal of hazardous waste for the City.

Policy 1.1 - The Borough shall continue to coordinate hazardous waste management in the Homer area.

Policy 1.2 - The City shall support the Borough's coordination efforts regarding public education and disposal of hazardous waste.

ACTION 1.2.1 - Make available to the public the Interim Policy for the Port and City of Homer Concerning Notification by Hazardous Waste Carrier and/or Generator, Municipal Review, and Public Notification and Borough coordinated information and education pamphlets regarding hazardous wastes and their disposal.

C. ELECTRICAL POWER

Profile (1)

The electrical utility is another utility not mandated for the City to provide. In 1945, a group of people in the Homer area interested in having central station electricity available in

(1) HEA member's pamphlet, 1988.

Homer, organized and incorporated the fifth rural electric cooperative in Alaska. It was called the Homer Electric Association (HEA) and had an original charter of 56 members. The original power plant had three caterpillar diesel generators with a combined output of 300 kilowatts, which was enough power to light and heat about 60 of today's average modern homes. In those early days, electricity was used sparingly to power electric lights, and a few modern conveniences like electric irons, washing machines, and refrigerators. The HEA service at that time was limited to a three mile region around Homer.

As more people requested and received power and HEA expanded in the 1950's, it was apparent that the power requirements of the growing Homer area would require a larger, more reliable power supply. Larger power generators were installed which extended service out of the Homer community to Anchor Point and Ninilchik. At the end of 1959, 897 consumers were using electricity produced and delivered by HEA, with a total power consumption of 4,124,757 KWH.

By the early 1960's, HEA was hard pressed to continue meeting the growing power requirements of the Kenai Peninsula. At this time, an agreement was made with Chugach Electric Association in Anchorage to supply power to HEA for the Kenai Peninsula. The Chugach Electric Association used the abundant natural gas in the Anchorage area to generate power which was much less expensive as a fuel for power production than the diesel fuel used by the Homer generators. With an inter-tie from Anchorage and access to a large reliable power source, HEA began providing service to large commercial services in Homer and the new petroleum related industries in Kenai. HEA's power requirements by the end of the 1960's were 66,447,000 KWH, providing service to about 3,250 consumers.

The pipeline boom in the 1970's brought the expansion of residential load requirements, and continued industrial growth. The fishing industry in Homer and Kenai began to expand and the petroleum industry continued to add more load. HEA also expanded service to the communities of Seldovia, English Bay, and Port Graham on the south side of Kachemak Bay. First HEA built lines from the HEA power plant in Seldovia to the native villages. In 1975, a 20,000 foot sub-marine cable was installed to provide power from Homer to the south side of the Bay. In addition, HEA also agreed to operate and maintain the Kenai City Light electric system. The 1970's brought growth to the entire Kenai Peninsula, and HEA continually upgraded its facilities to meet the growing demand for electrical power. At the end of the 70's decade, HEA was delivering over 230,000,000 KWH or about 55 times more power delivered just 20 years before.

The early to mid 80's brought a demand for electrical service which surpassed 300 million KWH, to a high of 397 million KWH in

1986. With the decline in the state economy in the mid to late eighties, HEA experienced a decline in KWH demand, and subsequent stabilization to 385 million KWH in 1988.

OBJECTIVE 1 - Continue coordination with HEA in support of continued cost effective, environmentally sensitive provision of electrical power for the City.

POLICY 1.1 - The City shall continue to require all new electrical service to new subdivisions be underground at the expense of the subdivision developer.

ACTION 1.1.1 - Enforce HMC 22.10.055 during plat review and subsequent permitting during the construction process.

D. NATURAL GAS

Profile

As of 1988, residential and commercial heating options for City residents consist of electricity, wood, coal, propane, and solar power. After citing the demand and a potential market, and locating natural gas north of Epperson Knob, an area eight miles due north of Homer, Mountain Alaska Energy submitted an application to the Alaska Public Utilities Commission for a natural gas distribution system to service the City of Homer and surrounding area.

The Alaska Public Utilities Commission (APUC) conditionally approved the application in 1988, contingent on the project financing. Construction of the line was planned for 1988. According to the APUC, construction has not yet begun at this 1989 writing because of financing problems due to state law changes, and apportionment of financial risk. At present, Mountain Alaska Energy is evaluating alternative financing for the project.

At this time, the main issue facing the City of Homer regarding the natural gas energy alternative is the decision of whether or not to support attracting that utility to the Homer area. A natural gas heating alternative would give residents a broader spectrum of energy choices and costs to consider when building or purchasing a home, thus making Homer a more desirable place to live.

OBJECTIVE 1 - Support the natural gas energy option for Homer residents

POLICY 1.1 - The city shall endorse Mountain Alaska Energy efforts or may endorse any agency approved by the Alaska Power

Utilities Commission towards construction of a natural gas distribution system for the Homer area.

ACTION 1.1.1 - Explore public/private financing mechanisms for a natural gas distribution system for Homer.

OBJECTIVE 2 - Continue coordination with natural gas agencies in support of the continued cost effective, environmentally sensitive provision of heating options for the City.

POLICY 2.1 - The City shall continue to require all natural gas service to new subdivisions be underground at the expense of the subdivision developer.

ACTION 2.1.1 - Enforce HMC 22.10.055 during plat review and subsequent permitting during the construction process.

E. CABLE UTILITY

Profile

The City of Homer is currently served by one cable television (CATV) company (Homer Cable Vision), and one microwave "cable" television company (MDS systems, Inc.). The Homer Cable Vision Public Utilities application to serve the Homer area was approved in 1986, with service beginning in 1987, and cable installation began in 1988. The MDS "cable"vision application for the Homer area was approved in 1986, with service beginning in 1987 by way of a line-of-sight transmitter located on City-leased land on the Homer Spit. Another CATV company, Alaska West Cablevision, Inc.'s application to the APUC was approved in 1987, but as yet, the construction of the cable line and service to the Homer area has not yet begun.

Since the City of Homer has already attracted and supported CATV in the Homer area, the primary CATV concern at this time focuses on the installation process. The following objectives, policies and actions reflect the primary concerns.

OBJECTIVE 1 - Foster cooperation/coordination between the City and the cable utilities in support of cost effective, environmentally sensitive provision of cable television to City residents.

POLICY 1.1 - The City shall cooperate and coordinate with the cable companies planning on and/or serving Homer.

ACTION 1.1.1 - Through City permitting and/or leasing processes, coordinate appropriate cable service to Homer residents.

POLICY 1.2 - The City shall continue to require all cable service to new subdivisions be underground at the expense of the subdivision developer.

ACTION 1.2.1 - Enforce HMC 22.10.055 during plat review and subsequent permitting during the construction process.

F. TELEPHONE UTILITY

Profile (1)

Telephone service to residents of the City of Homer was initiated in the early 1920's by homesteaders in the Homer area who wanted some way of communicating with each other locally. The homesteaders put up the poles and the lines themselves, and used that system which stretched from town, to the Spit, Fritz Creek, and to Bidarki Creek, until it was abandoned in the mid-40's. The local system was abandoned because of lack of maintenance.

In 1949, an enterprising man by the name of Homer High, using poles erected by HEA for electricity, instituted the first commercial telephone company in Homer. This company, the Homer Telephone Company, operated in the same building on Pioneer Avenue from which Telephone Utilities of the Northland, Inc. now operates. This first commercial telephone company served about 100 residents, in Homer and Seldovia. At that time, Anchor Point was a long distance call. One of the first calls to Seldovia from Homer was made in 1955.

In 1962, the Homer Telephone Company was purchased by Transalaska Telephone Company. This upgrade enabled Homer to obtain telephone service to other towns in the state, such as Willow, Big Delta, and North Pole. Transalaska operated for five years, until it was purchased by Glacier State Telephone Company in 1967. From 1967, Glacier State grew, and expanded service throughout Alaska.

In April 1985, Pacific Telecom, Inc. purchased Glacier State Telephone Company. Glacier State became one of four companies which comprised the Pacific Telecom, Alaska Division. In 1986, Pacific Telecom, Inc. formed two companies; Telephone Utilities of Alaska, and Telephone Utilities of the Northland, Inc. (TUNI), of which the Glacier State service district was a part. At the present time, Homer, Kenai, and Kodiak offices of TUNI provide installation and maintenance support for the Central and Aleutian Telephone exchanges. The Homer area has grown to serve 3,698 telephone customers at this writing (1988).

(1) Profile derived from 1988 interview with Margaret Anderson of Homer, and TUNI unpublished file information, 1988.

The issues of concern regarding City involvement with the telephone utility are (1) continued cooperation with the telephone utility to encourage quality, cost effective service, and (2) informing the utility of and enforcing HMC 22.10.055, the underground utility ordinance. These concerns are reflected in the objectives, policies, and actions below.

OBJECTIVE 1 - Foster cooperation/coordination between the City and the telephone utility to assure continued cost effective, environmentally sensitive provision of telephone service to City residents.

POLICY 1.1 - The City shall cooperate and coordinate with the telephone utility which serves Homer.

ACTION 1.1.1 - Through City permitting and/or leasing processes, coordinate appropriate telephone service to Homer residents.

POLICY 2.1 - The City shall continue to require all telephone service to new subdivisions be underground at the expense of the subdivision developer.

ACTION 2.1.1 - Enforce HMC 22.10.055 during plat review and subsequent permitting during the construction process.

CHAPTER 5

NATURAL RESOURCES PLAN

GOAL: STRIVE TO MAINTAIN THE NATURAL RESOURCES OF THE CITY OF HOMER IN A MANNER THAT WILL MITIGATE IMPACT TO RESOURCES WHILE ENABLING THEIR DEVELOPMENT, USE, SAFETY, AND ENJOYMENT FOR FUTURE GENERATIONS

Profile

The Natural Resources Plan was written to recognize the special balance the resources provide in the City of Homer: City wetlands are the home for rare bird species. Our town has one of the few coastlines in the state where the tidelands are primarily owned by the City. Moose and other wildlife reside inside the city limits. Homer has one of the least annual precipitation quantities of any Alaskan coastal community, and most development takes place on land sloping toward the very scenic Kachemak Bay.

These unique resources differentiate the City of Homer from other Alaskan towns, and also from "lower 48" towns. The same resources that make Homer a desirable place to live also cause challenges with regard to community growth and development. Recognition of these resources within the community's comprehensive development plan will ensure their consideration during the process of community growth.

The oil spill resulting from the grounding of the Exxon Valdez occurred at the final stages of preparation and review of this public review draft of the Comprehensive Plan. A section on the oil spill was added to this chapter after the entire Draft Plan had been written and reviewed by the Planning Commission.

Although we, as a community, will not know the extent of the impacts of the March 24, 1989 oil spill for a long time, objectives, policies, and actions can be supported by the City in an effort to protect, prevent, and prepare for future disasters of this nature to the resources of Homer. These objectives, policies and actions appear in part F. of this chapter.

A. WETLANDS

Profile

From 1986 to the present, the Planning staff at the City of Homer has been managing a project which aims at locating, identifying, analyzing, and mapping wetlands throughout the city. This project was undertaken to enable a developer to ascertain whether the land involved is in a designated wetland. Prior to 1986, only scanty wetlands information was available for lands within the City limits.

Developers need to know whether or not their land is in a wetland to satisfy requirements of the U.S. Department of the Army, Corps of Engineers. The Corps has jurisdiction over development in every wetland in the United States. This jurisdiction requires all developers to coordinate with the Corps when any wetlands will be impacted by development.

The incomplete wetlands data for the City, coupled with the long distance coordination between Homer developers and the Corps of Engineers in Anchorage prompted City staff to obtain State and Federal grant monies to update, consolidate and coordinate wetlands information in Homer. This local coordination saves time and effort for developers by enabling them easy access to current wetlands information and in some cases may allow them to obtain a wetland permit on a local level.

The Corps of Engineers defines wetlands as "Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."

The three major criteria used in determining wetlands are hydrology, soils, and plant life. The Corps of Engineers regulatory policies (Section 320.4(b)) hold wetlands as vital areas which constitute productive and valuable public resources which serve the following functions:

1. Wetlands serve as valuable storage areas for storm and flood waters;
2. Wetlands shield other areas from wave action, erosion, or storm damage;
3. Wetlands serve important natural biological functions, including food chain production, general habitat and nesting, rearing and resting sites for aquatic or land species;
4. Wetlands assist in the natural drainage balance for an area, including sedimentation, salinity distribution, flushing and other factors.

Policies to retain the wetland resources of Homer should address the protection of wetlands and the effect of the destruction of wetlands. Topography, soils, and vegetation should be considered in planning activities proposed for all wetland areas.

OBJECTIVE 1 - Guide land use and development so that it is compatible with responsible management of wetland resources.

POLICY 1.1 - The 1988 City of Homer wetlands inventory shall be used in planning for the use and the development of land within the City of Homer.

ACTION 1.1.1 - Insert a wetlands evaluation factor in the City building permitting process.

ACTION 1.1.2 - Insert a wetlands evaluation factor in all Planning Department staff reports to the Planning Commission.

ACTION 1.1.3 - Use the 1988 wetlands maps at project initiation to determine the wetland status of all City development projects.

POLICY 1.2 - Mitigating measures to eliminate or reduce the impact of the development upon the wetlands shall be mutually agreed upon in writing by the developer and the City prior to issuance of any permits.

ACTION 1.2.1 - Amend the appropriate ordinances to include POLICY 1.2.

OBJECTIVE 2 - Continue coordination with the Army Corps of Engineers to maintain the Corps General Wetland Permit for the City of Homer.

POLICY 2.1 - The Corps and the City of Homer shall involve the public in the general permit renewal process.

ACTION 2.1.1 - If the Corps and public input is favorable, apply for renewal of the Corps General Wetland Permit for the City.

ACTION 2.1.2 - If the Corps renews the General Wetland permit for the City, continue the integration the General Wetlands Permit with the building permit process.

B. TIDELANDS

Profile

Tidelands are defined as those lands seaward of the line of mean high tide. The mean high tide line is the average of all the high tides in a given area.

Upon becoming a State, Alaska assumed jurisdiction of all its tidelands. The first State Legislature passed a law setting forth

that the State would never sell or grant away any of its ,tidelands. However, this same law provided that persons who had constructed or purchased certain types of buildings upon tidelands before Statehood and were using the buildings on that same date of January 3, 1959, could become eligible for a preference right and thereafter receive a patent to the tidelands.

The City of Homer applied for preference rights to all the tidelands along the City limits, and was subsequently granted title to the tidelands in 1977. The City of Homer received title to all the tidelands except for an area on the tip of the Homer Spit, which was patented to a private landowner, who also proved preference rights.

One of the conditions of municipalities receiving title to the tidelands was that they must compose an ordinance governing the tidelands. Rules governing the use of the tidelands appear in HMC Title 18.

OBJECTIVE 1 - Manage City owned tidelands to be consistent with City, borough, state and federal regulations.

POLICY 1.1 - The City administration shall coordinate any use or development of the tidelands with the appropriate state, borough or federal agency.

C. COASTAL ZONE

Profile

Since the mid 1970's, the Kenai Peninsula Borough has been attempting to implement a coastal zone management (CZM) program. However because of various reasons, a Borough CZM program has never been approved. At this writing, a draft CZM program has been forwarded to the State for statewide approval. When adopted, the City of Homer would fall under the jurisdiction of the Boroughwide CZM plan.

The State of Alaska Coastal Zone Management Program has standards and boundaries which govern coastal areas Alaska-wide. However, in the absence of a Borough CZM plan, both the Borough and the City of Homer are within the State CZM boundary and therefore development projects in Homer are subject to consistency with the state CZM standards contained in 6 AAC 80.

6 AAC 80 consists of guidelines for uses and activities appropriate for coastal development. Until such time as the Borough CZM plan is adopted, all development projects within the City of Homer are subject to 6 AAC 80.

OBJECTIVE 1 - The City of Homer shall use the guidelines of 6 AAC 80 for all city development projects until such time as a Borough Coastal Zone Management Program is adopted.

POLICY 1.2 - The City of Homer shall coordinate with the appropriate State divisions prior to initiating any City development projects.

OBJECTIVE 2 - Upon adoption of a Borough Coastal Zone Management Program, the City of Homer shall use the Coastal Zone guidelines of the Kenai Peninsula Borough.

D. WILDLIFE

Profile

The City of Homer is unique with respect to wildlife. Within the Homer city limits, there is a large active moose population, a population of rare Aleutian Terns east of Lampert Lake, a large king salmon run on the Homer Spit, and a Bald Eagle population on the Homer Spit and Kachemak Drive. The uniqueness and proximity with regard to wildlife is one reason many of the residents stay in Homer. The wildlife uniqueness and proximity is also one reason many tourists visit Homer.

Because this wildlife is such an intrinsic aspect of the character of the City of Homer, if it is to be maintained, it cannot go unrecognized.

OBJECTIVE 1 - Recognize the role wildlife plays in giving the City of Homer its character.

POLICY 1.1 - The City of Homer shall strive to maintain its wildlife resources.

ACTION 1.1.1 - When notified, the City of Homer Police shall pick up any dog that chases moose, especially during the calving season.

ACTION 1.1.2 - The City of Homer shall coordinate with the State Board of Game regarding regulations prohibiting hunting within the Homer City Limits.

POLICY 1.2 - The City of Homer shall support the concept of a wildlife viewing area near Beluga Lake.

ACTION 1.2.1 - Facilitate proposals by the State Fish and Game Board, and/or local nature groups, for the design and construction of a wildlife viewing area adjacent to Beluga Lake.

OBJECTIVE 2 - Coordinate, when necessary, with State and Federal agencies regarding management of wildlife resources within the City.

ACTION 2.1.1 Encourage ADOTPF to protect the Aleutian and Arctic Tern Colony on State airport property.

E. SPECIAL FEATURES

Profile

Natural conditions play an important role when planning uses for the land within the City. Steep slopes, unstable soils, wetlands, tidelands, eroding bluffs and other special conditions make development of the land difficult and expensive. Also, once developed (using normal practices) increased erosion, ponding of runoff water, and slumping and slope failure often result. These results may impact both the land being developed and adjacent land as well. The following sections discuss some of the special condition areas along with the management approach.

OBJECTIVE 1 - Manage Homer's special natural features in a manner which preserves important positive natural features while protecting human life and property from natural hazards.

POLICY 1.1 - (Drainages/Streams and Creeks) - The City staff shall use existing wetlands and drainage information in all reviews for development within the City.

ACTION 1.1.1 - Incorporate a drainage review in the building permit, subdivision, and road design development review processes.

POLICY 1.2 - (Hillsides, Steep Slopes and High Erosion Areas) - Standards shall be established for development of areas designated as steep slopes and proposals for subdivisions or development of areas designated as steep slopes on the Special Conditions Map (in the appendix of this document) shall include detailed, professionally designed and certified plans which demonstrate to the satisfaction of the Director of Public Works:

- o Acceptable management of slope stability, drainage, and runoff management,
- o Acceptable access consistent with City road standards, and
- o Other applicable measures required by the City Engineer.

POLICY 1.3 - (Hillsides, Steep Slopes and High Erosion Areas) - No City permits shall be issued until all aspects of the development have been approved by City Planning and Public Works Departments.

POLICY 1.4 - (Hillsides, Steep Slopes and High Erosion Areas) - Development of slopes in excess of 15% shall comply with HMC 21.44.050.

POLICY 1.5 - (Hillsides, Steep Slopes and High Erosion Areas) - In addition to the normal zoning district setbacks, building sites shall be set back from a bluff eroding at least ten times the average annual recession rate.

ACTION 1.5.1 - Urge the Borough and State to continue to research and identify eroding bluffs, erosion rates, unstable slopes, and suitable development and management practices. Disseminate to the public any information obtained.

ACTION 1.5.2 - When sufficient erosion rates are available, incorporate Policy 1.5 into the appropriate code.

POLICY 1.6 - (Woodlands) - The City shall study the function of vegetation and the impact of its removal upon adjacent lands.

ACTION 1.6.1 - The City shall begin to identify important woodland areas and their functions indicating them on the special conditions map.

ACTION 1.6.2 - The City shall study the methods of managing important woodland areas and the cost and legal implications of implementing such management.

ACTION 1.6.3 - The City shall institute a reforestation and beautification program for those areas meriting attention.

POLICY 1.7 - (Scenic Resources) - The City shall maintain its scenic resources by continuing the height requirements of the existing zoning districts.

POLICY 1.8 - (Scenic Resources) - The City shall encourage property owners to landscape their properties to bring them into harmony with natural surroundings.

ACTION 1.8.1 - City properties shall be maintained with sufficient funds budgeted for this purpose.

ACTION 1.8.2 - Initiate public awareness campaigns to encourage private owners to improve their properties.

F. OIL SPILLS

Profile

The March 24, 1989 oil spill resulting from the grounding of the Exxon Valdez occurred towards the final stages of the preparation of the public review draft of this Comprehensive Plan document.

The impact of the spill on the community of Homer is so far reaching and dynamic, that we will not know the extent of the impacts for a long time. Readers of this Plan must recognize this. The objectives, policies, and actions that follow must be taken in the context of a time frame only a few months following the oil spill.

Despite the fact that at this time the community is only a few months into the spill, certain major issues emerged at the spill onset, which can be addressed in this Comprehensive Plan. Because the jurisdiction of this Comprehensive Plan is that of the City of Homer, this plan cites the following issues and offers the following objectives and policies in the context of actions that can be taken on the City level only.

The following major issues immediately emerged at the onset of the spill resulting from the grounding of the Exxon Valdez:

- 1) Protection of existing fisheries and coastal resources
- 2) Prevention - efforts to prevent an oil spill of this nature from happening again
- 3) Preparation - in case an oil spill does happen again
- 4) Reputation - of Homer and its resources as a result of the spill

The following objectives, policies and actions represent those gleaned from the issues which arose at the onset and two months into the massive oil spill.

OBJECTIVE 1 - (Protection) - Endorse actions within the City's jurisdictional powers to protect the fisheries and coastal resources important first to residents of Homer, the Kenai Peninsula, and then other Alaskan communities.

POLICY 1.1 - The City of Homer shall recognize that fisheries and coastal resources are of paramount importance to the area's prosperity, well being, and quality of life.

ACTION 1.1.1 - Notify the Kenai Peninsula Borough and request an amendment to the Borough Coastal Zone Management Plan to include actions to protect cities within the Borough against oil spills.

POLICY 1.2 - The City of Homer shall endorse local, Borough, State, and Federal efforts to monitor and protect Alaskan fisheries and coastal resources.

ACTION 1.2.1 - Support legislative efforts to increase research/statistical budgets of Alaska Department of Fish and Game Commercial, Sports Fish and Fisheries Research and

Enhancement (FRED) divisions, and the Department of Environmental Conservation for the purpose of gathering and retaining more qualitative and quantitative fisheries data important to the-Homer area.

ACTION 1.2.2 - Support the Kenai Peninsula Borough (KPB) and the KPB Economic Development District to continually monitor and update statistics on the visitor industry for Homer and the Peninsula, thus providing baseline visitor data.

ACTION 1.2.3 - Support local, Borough, State and Federal legislation for long term research and monitoring to provide baseline data on the Kenai Peninsula Borough coastal biology, wildlife, and economy.

ACTION 1.2.4 - Support local, Borough, State and Federal legislation for long term baseline research and monitoring wildlife and coastal resources potentially impacted by the oil spill and future oil spills.

OBJECTIVE 2 - (Prevention) - Endorse actions within the City's jurisdictional powers to prevent oil spills such as that of the Exxon Valdez from happening again.

POLICY 2.1 - The City of Homer shall advocate local, Borough, State, and Federal oil spill preventative actions.

ACTION 2.1.1 - Notify the Kenai Peninsula Borough and request an amendment to the Borough Coastal Zone Management Plan to include actions to prevent oil spills.

ACTION 2.1.2 - Support research and development of cold water oil spill technologies, and Maritime Administration research to develop a better oil tanker design.

OBJECTIVE 3 - (Preparation) - Endorse actions within the City's jurisdictional powers to be prepared for an oil spill such as that resulting from the grounding of the Exxon Valdez.

POLICY 3.1 - The City of Homer shall assist in the coordination of a regionwide emergency preparedness plan for small, medium, and large oil spills which may affect the Homer area.

ACTION 3.1.1 - Incorporate an oil spill preparedness/response section into the update of Homer's emergency preparedness plan.

ACTION 3.1.2 - Coordinate with the Borough, State, and Federal governments, to prepare thorough Borough, State, and Federal oil spill emergency preparedness plans, for low, medium, and high quantity oil spill scenarios.

POLICY 3.2 - The City of Homer shall advocate the establishment of an oil spill response team in Homer.

ACTION 3.2.1 - Response team will make known emergency preparation activities and location of equipment.

OBJECTIVE 4 - (Homer's National and International Reputation) - Endorse actions within the City's jurisdictional powers that accentuate the positive aspects of Homer's fisheries and visitor industries.

POLICY 4.1 - The City of Homer shall endorse the development and promotion of a Borough and statewide quality assurance program for the fishing and visitor industries.

ACTION 4.1.1 - Endorse the State Alaska Seafood Marketing Institute's promotion of Alaska seafood nationally and internationally.

ACTION 4.1.2 - Endorse the increase in state funding of the Department of Environmental Conservation regarding the quality control and assurance of Alaskan seafood.

ACTION 4.1.3 - Coordinate with the Kenai Peninsula Borough, the KPB Economic Development District, and the Alaska Division of Tourism regarding continued positive marketing of Homer's and the Kenai's visitor resources.

CHAPTER 6

PARKS AND RECREATION

GOAL: RECOGNIZE, IMPROVE, EXPAND, AND DIVERSIFY PARKS AND RECREATIONAL OPPORTUNITIES FOR RESIDENTS AND VISITORS.

Profile

Park and recreation facilities and programs are an integral aspect of overall development for smaller communities. As the community grows, so does the demand for recreational opportunities. The City recognizes the value of recreation. This is demonstrated by an active Parks and Recreation Advisory Commission and a consistent allocation of funds by the City Council for a parks and recreation specialist position and for the development of park facilities. The City has also incorporated parks and recreation priorities into the annual CIP as well as allocated funds for the development of several park facilities.

Six officially designated parks with a combined area of 45 acres occupy City owned land used for public parks and recreation. City land used for parks and recreation without the official "park" designation consists of five parks with an approximate total area of 49 acres. Ninety-four acres represents the total combined acreage of City land used for parks and recreation purposes.

OBJECTIVE 1 - (Existing parks within the City) Improve, expand, and diversify existing parks and recreation facilities in the City to meet the needs of residents and visitors.

POLICY 1.1 - The City shall evaluate the needs and level of use of existing City park and recreational facilities, to assess improvements, expansion, diversification, and maintenance priorities for existing City park land.

ACTION 1.1.1 - Survey the year-round use of existing City parks to determine the need and priority of parks to be maintained and upgraded.

OBJECTIVE 2 - (Future parks within the City) Identify and plan for future parks and recreational needs in the City for both residents and visitors.

POLICY 2.1 - The City shall identify and plan for future parks and recreation needs by way of updating the Parks and Recreation Plan.

ACTION 2.1.1 - The Recreation Specialist coordinate the update with the Parks and Recreation Commission, the City Planning, Public Works, and Port and Harbor departments.

ACTION 2.1.2 - Recreation Specialist coordinate with the Parks and Recreation Commission to determine priority parks and recreation projects for inclusion into the City's annual Capital Improvement Program.

POLICY 2.2 - The City shall establish a system of community and neighborhood parks in the city to complement existing facilities.

ACTION 2.2.1 - Evaluate future City parks and recreation needs to complement existing facilities.

ACTION 2.2.2 - Construct RV dump sites and drinking water facilities in and near the Central Business District for visitors and pedestrians.

ACTION 2.2.3 - Locate a short term parking area for large travel vehicles and cars with boat trailers within walking distance of the CBD.

POLICY 2.3 - The city shall assess the need for use of various parking facilities for recreational vehicles in the CBD.

ACTION 2.3.1 - Identify potential large vehicle and recreational vehicle camping areas within walking distance of the Central Business District.

OBJECTIVE 3 - (Area wide parks and recreation) - Identify and support area wide parks and recreation activities, projects and development which would be beneficial to City residents and commerce.

POLICY 3.1 - The City shall encourage the development of Kachemak Bay State Park including State support for mitigating impacts on Homer such as parking, public transportation, overnight accommodations, solid waste, and sewage disposal.

POLICY 3.2 - Facilitate the development of community wide year-round outdoor recreational opportunities when there has been a demonstrated need for the activity, and it has been clearly demonstrated that the activity would benefit both the economy and the quality of life for Homer residents.

ACTION 3.2.1 - Identify and support those year-round recreational activities which would benefit both the economy and the quality of life for the Homer community.

ACTION 3.2.2 - Support the development of winter recreational areas based on a demonstrated need, enhancement of the Homer economy, and the quality of life for Homer residents.

ACTION 3.2.3 - Support the development of recreational facilities to meet the needs of senior citizens and the disabled.

ACTION 3.2.4 - Continue City support of the recreation specialist position and the Community Schools program.

OBJECTIVE 4 - Update the City of Homer Parks and Recreation Plan to include year-round recreational opportunities for residents and visitors.

POLICY 4.1 - The updated plan shall identify programs, locations, and parks and recreation development based on proven need.

POLICY 4.2 - The updated plan shall identify locations for RV dump sites and drinking water facilities in and near the CBD for visitors and pedestrians.

POLICY 4.3 - The updated plan shall identify a short term parking area for large travel vehicles and cars with boat trailers within walking distance of the CBD.

POLICY 4.4 - Identify potential large vehicle and recreational vehicle camping areas within walking distance of the CBD.

POLICY 4.5 - The updated plan shall establish park and recreational area standards and standards for identification and relative prioritization of park needs for neighborhoods, City residents, regional recreation users, including the disabled and visitors.

POLICY 4.6 - The Recreation Specialist shall coordinate the formulation of park standards by involving the Planning staff and Commission, Parks and Recreation Commission, public Works staff, Port and Harbor staff and Commission.

POLICY 4.7 - The updated plan shall identify lands needed for public recreation, and shall recommend funding alternatives and methods to acquire, dispose, or exchange those lands identified.

POLICY 4.8 - The updated plan shall recommend parks and recreation project priorities and funding sources for inclusion into the annual CIP.

ACTION 4.8.1 - Recreation Specialist will actively identify and seek funding from Federal, State, and Borough agencies for development and maintenance of recreation facilities which benefit visitors and tourists.

ACTION 4.8.2 - The Recreation Specialist will submit annually identified and prioritized projects for the annual City Capital Improvement Program.

OBJECTIVE 5 - Strive to identify, acquire, dispose, or exchange lands to satisfy public recreation needs.

POLICY 5.1 - The City shall actively pursue non-City funds for parks and recreation land acquisition or exchange.

ACTION 5.2.1 - Research funding for parks and recreation land acquisition, development and maintenance.

ACTION 5.2.2 - Acquire parks and recreation land in advance of need.

ACTION 5.2.3 - Coordinate with the Borough to implement the reclassification and acquisition of Borough lands for future public use.

ACTION 5.2.4 - Acquire land, plan and construct facilities per the Homer Park and Recreation Development Plan.

ACTION 5.2.5 - Acquire key upland access points for additional public access.

ACTION 5.2.6 - Identify the legal locations of and implement signage to designate public parking and access to beach areas.

OBJECTIVE 6 - Protect the unique scenic and natural areas for the present and future enjoyment of Homer residents and visitors.

POLICY 6.1 - The City shall coordinate with agencies such as Alaska Department of Fish and Game and United States Fish and Wildlife Service regarding the identification and protection of critical habitat areas.

ACTION 6.1.1 - Identify and preserve critical habitats such as that of the Aleutian Tern, eagle nesting and roosting areas, wetlands and wildlife habitat areas.

ACTION 6.1.2 - Identify and protect scenic and natural areas for recreation enjoyment.

ACTION 6.1.3 - When possible, construct parking facilities for recreational viewing of unique scenic and natural areas.

POLICY 6.2 - Maintain the scenic integrity of high profile areas, such as the Sterling Highway.

ACTION 6.2.1 - Acquire property, easements, and dedications along the Sterling Highway, wetlands, waterfronts and, other scenic areas in advance of need.

OBJECTIVE 7 - Develop an integrated system of trails, sidewalks, and walkways to connect City parks, schools, and other recreational areas, and the downtown core.

POLICY 7.2 - The City shall encourage public access to and within scenic areas, wetlands, and waterfronts.

ACTION 7.2.1 - Identify and acquire key upland access points for additional public access.

ACTION 7.2.2 - Maintain public access to beaches by continuing City ownership of tidelands and upland access points.

ACTION 7.2.3 - Coordinate with the Kenai Peninsula Borough to provide dumpsters for each public access to waterfronts and other public areas.

POLICY 7.3 - The City shall encourage where feasible, sidewalks to be built with every new City or State road constructed within the City limits.

ACTION 7.3.1 - Construct an interconnecting system of pathways, bikeways, and sidewalks.

ACTION 7.3.2 - Acquire an interconnecting system of pedestrian easements for the purpose of public sidewalks and pathways.

CHAPTER 7

ECONOMY

GOAL - ENDORSE A DIVERSIFIED, GROWING ECONOMY, WITH YEAR-ROUND JOB OPPORTUNITIES FOR RESIDENTS AND BUSINESSES WHICH PRESERVE AND ENHANCE THE QUALITY OF LIFE IN THE COMMUNITY.

Profile

The Homer Spit began as and continues to be the nexus of the Homer economy. In the late 1800's and early 1900's, the Spit supported a coal industry, which was the area's primary economy until financial difficulties forced the closure of the local coal company.

During the 1920's, 30's, and 40's, additional homesteaders settled in the area to fish, work the land, and raise crops. Following the opening of the Sterling Highway in 1951, linking the Kenai Peninsula with Anchorage, Homer further developed as a fishing and farming town.

Fluctuation in certain Cook Inlet fisheries in the 1960's and 70's caused many Homer fishermen to venture to other Alaskan fisheries, such as in Prince William Sound, Bristol Bay, and the Bering Sea. During this period, people moved to Homer to start businesses that would support the fishing industry. Also during this period, the Homer harbor was expanded in conjunction with the damage it sustained from the 1964 earthquake, and in support of the growing number of fishing boats that used the harbor. The charter fishing/visitor industry, both dependent on the Homer Spit, took hold during this period.

In the 1980's, Homer's charter fishing/visitor industry skyrocketed. The number of charter companies increased from about six in 1979 to about forty-five in 1985. In 1985, an estimated 70 to 120 charter boats operated out of the Homer Harbor. A Charter Fishing Industry study conducted by Douglas Zoughenower of the University of Alaska Marine Advisory Program in 1985-6 reported that the charter industry generated \$9,095,000 gross income for the Homer economy in 1985.

A similar study of the commercial fishing industry conducted by Coughenower, characterized the economic impact of that industry on the Southern Kenai Peninsula. This study reported that in 1985, commercial fishermen landed over 43 million pounds of fish and shellfish which infused over \$28.5 million into the Homer economy.

The City of Homer would do well to support all aspects of the fishing industry in the policies set forth in this chapter.

Though it is generally recognized that fishing has been the backbone of the Homer economy for the past forty years,

diversification of the Homer economy has taken place, especially in the last few years. Tourism, commercial, and government services, retail trade and a retirement population have been added in this decade which infuses and recycles a greater share of earnings into the Homer economy.

Overall, Homer's greatest economic resource is its residents, who have combined their talents to create many new and innovative enterprises. New small businesses have been responsible for an increasing part of recent employment growth and diversification of Homer's economy.

Issues

During the 80's the City of Homer, through communitywide efforts of the Economic Development Steering Committee, and various citizen advisory groups and surveys, identified issues to guide future policy direction for the City. Citizens identified the fishing industry, educational institutions (private and public funded), trans-shipping, and service industries as highly desirable for the Homer economy. These industries will provide an important stimulus to economic stability, growth, and long-term employment for Homer.

In response to the above mentioned community concerns, the following issues are reflected in the objectives, policies and actions below. 1) Continue support of the fishing industry, 2) Enhance what Homer has already: the growing tourism, transshipment, educational, and retirement industries, 3) Support development which preserves Homer's quality of life, and 4) Attain a diversified, year-round economy.

OBJECTIVE 1 - Endorse commercial, government, and private development which preserves and enhances the quality of life that exists in the Homer community.

POLICY 1.1 - The City of Homer shall hold in high regard the natural beauty, low population density, building height limitations, commercial sign restrictions, availability of natural resources, and pristine environment when contemplating development of any area project that the City has authority to sanction, review, comment on, or provide approval.

POLICY 1.2 - The City shall investigate incentives, benefits, tax structure, amenities, and the like to attract new and encourage existing desirable businesses in the City.

POLICY 1.3 - The City shall encourage development of "clean" (nonpolluting) industries, such as fishing, tourism, education, retirement, and service industries in Homer.

OBJECTIVE 2 - Attain a diversified, year-round, self-supporting economy.

POLICY 2.1 - The City of Homer shall work to attract businesses that will allow the community to become self-supporting and to provide for year-round employment.

POLICY 2.2 - The City shall continue to support the strengthening and diversification of the fishing industry.

ACTION 2.2.1 - City and State complete planned harbor expansion.

ACTION 2.2.2 - Coordinate with the State an upgrade of the State-owned harbor floats.

ACTION 2.2.3 - Plan, secure, make available, and market City land for processing, boat and equipment repair, gear storage, and vehicle parking.

ACTION 2.2.4 - Support the expanded development of other fisheries resources.

ACTION 2.2.5 - Cooperate with the Alaska Department of Fish and Game regarding the Spit lagoon salmon fishing area.

ACTION 2.2.6 - Reserve parking close to the harbor ramps for commercial and charter fishing operations.

POLICY 2.3 - The City of Homer shall support local small businesses and the retirement industry.

ACTION 2.3.1 - Support senior citizen programs by inclusion of appropriate projects into the annual City Capital Improvements Program.

POLICY 2.4 - Research and educational institutions shall be encouraged to locate in Homer if their activities are compatible with the community and consistent with the Comprehensive Plan.

ACTION 2.4.1 - Implement Comprehensive Plan to continue to maintain and improve Homer's attractiveness as a research and educational center.

ACTION 2.4.2 - Support efforts of the educational community in their seeking of grant funds for research studies and programs which supplement community needs.

ACTION 2.4.3 - Support efforts of the private sector to locate private schools such as art and environmental schools in Homer.

POLICY 2.5 - The City shall encourage the continued development of arts and crafts and light manufacturing businesses in Homer.

ACTION 2.5.1 - Continue to allow the "home occupations" zoning use in residentially zoned areas, provided traffic, noise, smoke and other impacts are kept within acceptable bounds.

ACTION 2.5.2 - Planning Commission review zoning ordinance and recommend improvements to City Council regarding arts, crafts and light manufacturing uses in appropriate zoning districts.

POLICY 2.6 - Mining and oil-related development (service bases, staging areas, service and supply businesses, processing plants, etc.) will be allowed to locate in areas of Homer only when their adverse effects on the community (noise, traffic, etc.) can be controlled and minimized.

ACTION 2.6.1 - City Planning Commission continue to monitor location and availability of industrially zoned sites in areas suitable for oil or mining-related development, and encourage potentially impacted activities; for example, residential and retail trade, to locate in other areas.

ACTION 2.6.2 - City Planning Commission and City Council research and implement incentives for oil and mining-related developments to control adverse impacts.

OBJECTIVE 3 - Actively pursue the status of Homer as the point of transshipment for the Kenai Peninsula Borough.

POLICY 3.1 - City promote the movement of freight through the Port of Homer.

POLICY 3.2 - The City shall support the continued development of Homer as a retail and service center for the Kenai Peninsula.

ACTION 3.2.1 - Coordinate with the State of Alaska Department of Transportation to improve the air, land, and water transportation network to and from Homer.

POLICY 3.3 - The City shall encourage commuting workers to come to Homer and to continue to live in Homer.

ACTION 3.3.1 - Implement the Comprehensive Plan to continue to maintain and improve Homer's public services and attractiveness as a place to live.

OBJECTIVE 4 - Actively participate in Borough and Statewide economic activities.

POLICY 4.1 - The City shall support City representatives to the Kenai Peninsula Borough Economic Development District (KPBEDD).

ACTION 4.1.1 - Encourage at least one member from the Homer City Council to act as the City representative to the KPBEDD.

OBJECTIVE 5 - The City of Homer shall gather, formulate, and distribute vital City related information essential to stable economic growth.

POLICY 5.1 - The City shall support consistent updates of the Kenai Peninsula Borough Economic Development District (KPBEDD) market study/plan of the visitor industry.

ACTION 5.1.1 - From the KPBEDD market study/plan, decide which types of marketing are desirable for the Homer area, and encourage area business associations to develop a unified marketing effort to attract them.

POLICY 5.2 - The City shall, through an economic profile, report Homer's attractiveness and competitiveness with other similar communities in terms of taxes, amenities, land availability, port facilities, etc., along with recommendations for improvement.

ACTION 5.2.1 - Implement update annually.

POLICY 5.3 - The City shall publish an annual report which provides the latest statistical data on the City's operating budget, population, building activity, and other available information.

CHAPTER 8

COMMUNITY FACILITIES AND SERVICES PLAN

GOAL: ENCOURAGE A HIGH QUALITY LEVEL OF SERVICES TO MEET DEMONSTRATED COMMUNITY NEEDS IN A COST EFFECTIVE MANNER.

Profile

This chapter focuses on City objectives and policies for major facilities and services in the community. Of the facilities and services covered in this chapter, the public safety services and library are directly managed and funded in the City budget. The Museum facility, though not managed by the City, is partially funded by the City budget by way of a longstanding agreement. Educational, cultural, and health and social services are provided by the Borough, Borough service areas, State, non-profit organizations, and private businesses.

The sections that follow relate a brief overview of major types of community facilities and services, with objectives, policies, and actions supporting issues for the facility or service mentioned.

- I. PUBLIC SAFETY
- A. EMERGENCY SERVICES
 - 1. FIRE PROTECTION

Profile

Homer's fire protection, emergency medical services, and related rescue services are provided through a contractual relationship between the Department of Public Safety, Division of Emergency Services, and the Homer Volunteer Fire Department (HVFD) Inc., a non-profit corporation. This relationship has evolved over the years, arriving at the current relationship in which the City of Homer through the Division of Emergency Services provides administrative, training, and several support services while the HVFD Inc. provides fire protection services and emergency medical services (EMS). Through this partnership the community receives essential emergency services at a favorable cost-benefit ratio.

The Division of Emergency Services employs a staff of three, the Fire Department Administrator, the Assistant to the Administrator, and the Training Coordinator. The HVFD Inc. has a membership of approximately 60 volunteers. The members function in three services (fire, emergency medical service, and rescue) under the direction of a volunteer chief in charge of each service. The Fire Department presently operates 2 pumpers, 2

tanker-pumpers, 1 brush truck, 1 rescue truck, 2 ALS ambulances and 3 utility vehicles. Fire service presently meets ISO Class 5 standards on the hydrant system and Class 8 off the water system. EMS is being provided at the advanced life support level.

The following goals, objectives, policies and actions have been developed for the two major areas of service provided by the Division of Emergency Services and the Homer Volunteer Fire Department Inc.. Each area of service is dealt with separately although in practice they are interrelated. In addition, it is important to keep in mind that emergency services have been integrated with other areas of this Comprehensive Plan since public safety is often affected by decisions and actions described elsewhere in this Plan.

OBJECTIVE 1 - (ISO Rate in Areas Served by Hydrants) Reduce the existing Class 5 ISO insurance rate to a Class 4 rate in areas served by hydrants which will improve the available fire service and reduce commercial insurance rates an average of 16%-18%, retaining more money in the local economy.

POLICY 1.1 - The City shall continue to support existing programs to reduce the ISO rate to Class 4.

ACTION 1.1.1 - The City shall actively support efforts to meet the required staffing levels by supporting the HVFD's recruitment and retention programs.

ACTION 1.1.2 - Improve and enhance the firefighter training programs wherever possible to improve firefighter skills and achieve maximum credit for the training program.

ACTION 1.1.3 - Support construction of a fire/smoke room and drill tower to provide hands-on fire training in realistic conditions in a safe, controlled situation to provide for firefighter safety and effectiveness.

ACTION 1.1.4 - Expand the Fire Station to include additional training space, office space and bay space.

ACTION 1.1.5 - Replace Rescue-1, the 1971 rescue company vehicle, and other equipment as required.

OBJECTIVE 2 - (Risk Management) Control the three areas of protection cost (loss, insurance premiums paid, and the protection budget) through comprehensive risk management.

POLICY 2.1 - The Division of Emergency Services shall provide to the City Manager, fire protection and risk management information, recommendations and plans.

ACTION 2.1.1 - Establish a procedure for the Division to review plans, programs and activities throughout the City that relate to or have an impact on emergency services.

POLICY 2.2 - The City shall cap its fire risk at the present level as a means of stabilizing the cost of fire protection until such a time as the City finds itself fiscally able to provide a higher level of service.

ACTION 2.2.1 - The City shall maintain the existing 35 ft. building height limitation in the areas presently regulated and extend it to all areas in the zoning ordinance until such time as the cost-benefit ratio of such structures above 35 feet in height can be adequately demonstrated to be in the best interest of the City.

ACTION 2.2.2 - The City shall adopt a 3500 gallon per minute (gpm) fireflow limitation for all areas in the City until such time as the cost-benefit ratio of permitting construction of large risk structures can be adequately demonstrated to be in the best interest of the City.

POLICY 2.3 - The City shall encourage the installation of sprinkler systems in all occupancies.

ACTION 2.3.1 - Review existing City programs and activities and modify any that discourage the installation of sprinklers in all occupancies.

ACTION 2.3.2 - Undertake a study to determine the feasibility of developing incentive programs to encourage the installation of sprinkler systems.

POLICY 2.4 - The City shall maintain fire protection capabilities consistent with the accepted level of risk in the City.

POLICY 2.5 - The City shall adopt fire protection requirements as part of its road standards, water supply standards, zoning standards, etc.

ACTION 2.5.1 - Reflect the needs for access and the movement of fire apparatus in road standards.

ACTION 2.5.2 - Establish water supply system standards that shall require that hydrant design, location, spacing, access, and marking, meet fire department standards.

ACTION 2.5.3 - Integrate fire protection needs and consult with the fire department when necessary, as part of the zoning process.

ACTION 2.5.4 - Implement a new program to encourage the proper posting of house and business numbers so that all structures are in compliance.

ACTION 2.5.5 - Correct deficiencies in signing of streets by coordinating with the State of Alaska, the Kenai Peninsula Borough, and the telephone utility to provide uniform and logical names and addresses to all streets within the City.

POLICY 2.6 - Maintain a current comprehensive emergency preparedness plan for the City.

ACTION 2.6.1 - Update the 1983 Emergency Preparedness Plan, test the plan, and provide an updating mechanism.

POLICY 2.7 - The City will develop and implement a Hazardous Materials Control and Response Plan.

ACTION 2.7.1 - Perform a study to evaluate the type and level of risk posed to the public by hazardous materials in Homer.

ACTION 2.7.2 - Establish appropriate zoning requirements to protect the public from hazardous materials.

ACTION 2.7.3 - Establish a City program to comply with the federally mandated 10/17/86 Title III "The Emergency Planning and Community Right-to-Know Act of 1986" of the Superfund Amendments and Reauthorization Act of 1986.

OBJECTIVE 3 - (Fire Prevention) Reduce the loss of life and property and control the cost of fire protection by minimizing the occurrence and severity of fires.

POLICY 3.1 - The City shall actively support the development and implementation of fire prevention programs to reduce fire loss and control the cost of fire protection.

ACTION 3.1.1 - The City shall review all of its existing fire prevention ordinances, deleting them, modifying them, and adopting new ones as necessary to meet the current needs of the City.

ACTION 3.1.2 - Develop a strong program to encourage and facilitate the installation of residential sprinkler systems in all residential properties where the community consistently suffers its greatest loss and where residents' lives are at greatest risk.

ACTION 3.1.3 - Continue and enhance the existing smoke detector program and the chimney brush loan program.

ACTION 3.1.4 - Study the feasibility of a voluntary residential fire inspection program to provide assistance to our residents in making their homes fire safe.

ACTION 3.1.5 - Study the feasibility of adopting and implementing a local fire code and building code program to provide for inspections and other assistance for local contractors and businesses.

ACTION 3.1.6 - Support the Learn Not To Burn Program in our schools so our children continue to receive essential fire safety instruction as part of their education.

OBJECTIVE 4 - (Fire Protection on the Homer Spit) Provide effective fire protection on the Spit and in the small boat harbor commensurate with the level of risk present to protect our important fishing and tourist industries.

POLICY 4.1 - The City shall provide fire protection within the small boat harbor consistent with recognized fire protection standards.

ACTION 4.1.1 - Clarify the role and responsibilities of the Harbormaster staff and other harbor personnel relative to fire protection and first response to other emergencies.

ACTION 4.1.2 - Provide mobile fire protection and fire suppression capability.

POLICY 4.2 - The City shall include a fire protection section as a part of all present and future harbor use and expansion plans.

ACTION 4.2.1 - Develop and adopt a complete fire protection plan for the port and harbor.

POLICY 4.3 - The City shall develop a plan to maintain a minimum of an ISO Class 5 level of fire protection on the Spit.

ACTION 4.3.1 - Perform a study of the present and future fire protection needs for the Spit and how best to adequately address those needs.

OBJECTIVE 5 - (Airport Crash Fire Rescue) (CFR) Develop a coordinated effort with the State of Alaska to provide an appropriate level of CFR protection for the level of air traffic and types of aircraft operating at the State owned Homer Airport.

POLICY 5.1 - The City shall support the development of a cooperative agreement with the State of Alaska for CFR protection at the Homer Airport.

ACTION 5.1.1 - The City will develop and adopt a cooperative agreement with the State of Alaska for CFR protection at the airport including incident management, training, and reimbursement of firefighting expenses.

ACTION 5.1.2 - Develop an agreement with the State of Alaska for the use of the State CFR vehicle off-airport.

OBJECTIVE 6 - (Off-hydrant Fire Protection)

Maintain as a minimum the existing ISO Class 8 insurance rate for all properties in the City not served by hydrants until the hydrant system is extended into the undeveloped areas.

POLICY 6.1 - The City shall take the appropriate actions required to assure the continued and uninterrupted provision of fire protection services to the residents and properties in areas not served by the hydrant system until such a time that the water system is extended into all areas within the City.

ACTION 6.1.1 - Replace the existing 1964 tanker which is well beyond its service life with a new tanker-pumper designed to meet the current needs of the City as soon as possible.

ACTION 6.1.2 - Undertake a study to determine the feasibility and cost-effectiveness of reducing the ISO Class rating in the areas of the City that are off the hydrant system.

2. EMERGENCY MEDICAL PROTECTION

OBJECTIVE 1 - (Level of Service) Maintain the existing advanced life support (ALS) level of service.

POLICY 1.1 - The City shall continue to support the existing EMT-III level of ALS ambulance service.

ACTION 1.1.1 - The ambulance service and the EMTs shall continue to be certified by the State of Alaska as required by Alaska Statutes.

ACTION 1.1.2 - Replace Medic-2, the 1977 Chevrolet ambulance.

ACTION 1.1.3 - Replace Rescue-1, the 1971 rescue/truck company vehicle. (see ACTION 1.1.5 in Fire Protection)

POLICY 1.2 - The City shall train appropriate City personnel in high risk areas as first responders to enhance the speed with which initial intervention can be provided in medical emergencies.

ACTION 1.2.1 - Train Harbormaster and staff to the Emergency Trauma Technician (ETT) level.

ACTION 1.2.2 - Train priority personnel in all City departments in CPR and first aid as appropriate.

POLICY 1.3 - The City shall continue to cooperate closely with the hospital, the medical community and related agencies to provide ongoing coordinated pre-hospital emergency services to the community.

ACTION 1.3.1 - The City will take actions as needed to provide for the continued participation of a physician sponsor.

ACTION 1.3.2 - Provide EMS Dispatch training to the 911 Public Safety Dispatchers.

ACTION 1.3.3 - Enhance the City's 911 system to include the 911 call lock-in capability.

I. PUBLIC SAFETY

B. LAW ENFORCEMENT

Profile

Protecting, responding, and training are the key elements in an effective police force and are the attributes of success in deterring crime and maintaining order in the City.

Homer's police station Phase I was constructed in 1978, Phase II was constructed in 1983. With total floor space of 6,000 square feet, it accommodates eight offices and a jail with four cells. Four of the offices are leased to the Alaska State Troopers. The police staff of the City Public Safety Department includes eight uniformed police officers, a community services officer, responsible for animal control and other community police duties, and 5.5 dispatchers. In addition, the Harbormaster and harbor staff are commissioned with police powers.

OBJECTIVE 1 - Provide a high level of protection of life and property in a cost-effective manner.

POLICY 1.1 - The City of Homer, the State, the Borough, and other agencies will work together, coordinating resources and activities to continue to improve public safety and associated services.

ACTION 1.1.1 - Continue staff development and training programs to improve service capabilities.

ACTION 1.1.2 - Continue educational programs such as student tours, safety, alcohol, and drug presentations, to promote public safety awareness.

ACTION 1.1.3 - Continue the 911 contract with the Borough.

ACTION 1.1.4 - Enhance the City's 911 system to include the 911 call lock-in capability.

I. PUBLIC SAFETY

C. EMERGENCY PREPAREDNESS

Natural Disaster - The City of Homer has experienced and remains susceptible to earthquakes and accompanying tsunamis and severe tidal action. Severe weather conditions at the time of an earthquake, followed by a tsunami, could contribute to other types of disasters. Deep snow could hamper access to disaster areas. Failure of electrical power would be destructive to the City's water and sewer systems during periods of freezing temperatures.

Disaster Response - If used effectively, the City has capabilities which would provide a measure of protection for its citizens in the event of a nuclear attack or a natural disaster. Because of its distance from major support centers, the City of Homer must be capable of reacting effectively without outside assistance during the critical hours following a natural disaster. Reinforcements of local emergency operations by State and Federal agencies will require several hours of lead time.

Under any of the aforementioned conditions of disaster, normal systems of transportation, distribution, communications, and production may be disrupted from periods ranging from days to months, or be nonexistent. Therefore, survival in the Homer area would depend upon local self-sufficiency.

OBJECTIVE 1 - Encourage community development and services that will provide maximum protection for life and property and will enable repair and recovery from injury and damage caused by disasters affecting the City of Homer.

POLICY 1.1 - The procedures outlined in the 1983 Emergency Preparedness Plan shall be followed in the case of a natural disaster.

ACTION 1.1.1 - Update the 1983 Emergency Preparedness Plan.

ACTION 1.1.2 - Ensure that oil spill contingency plans and equipment lists are added to the update of the 1983 Emergency Preparedness Plan.

ACTION 1.1.3 - Evaluate and include in the update of the 1983 Emergency Preparedness Plan provisions for the Civil Defense to stockpile long life emergency rations on City-owned property in support of a disaster program.

ACTION 1.1.4 - Maintain and update when necessary, as part of the Emergency Preparedness Plan, a list of all heavy equipment and heavy equipment operators based in Homer.

ACTION 1.1.5 - Continue to disseminate and make available information regarding emergency preparedness, for general information, and for homebuilders and developers preparing to develop land within the City.

11. EDUCATIONAL/CULTURAL

A. Library

Profile

The Homer Public Library was recognized by ordinance as a department of the City in 1980 (Ord. 80-2) and, in October 1985 was reassigned as part of the newly organized Department of Administration (Ord. 85-35).

As stated in its general library goal, (1) "The Homer Public Library is established to provide books and other library materials as a source of information, entertainment, intellectual development and enrichment of the community." Another stated objective is that (2) "It is the aim of the library to help the community grow and develop its potential through the benefits of effective library service."

That the City recognizes the importance of these objectives is reflected in its list of City Council objectives of October 1984, which was amended to include the following: "To encourage a well-informed citizenry by the providing of library and information services."

As a municipal public library, its collections include documents prepared by the City, including the municipal code and a complete record of City Council minutes, ordinances, and resolutions since the incorporation of the City in 1964. Use of these documents, and the City Council information packet, indicates that the public is taking advantage of these library and information services to make well-informed decisions on matters of public import.

Use of the services and resources of the library has shown consistent and somewhat dramatic gains. One result is that the need for an expansion to the facility is even more apparent. The City purchased property in fiscal year 1983 to allow for expansion. In July 1987 planning and design funds were approved in the legislative capital budget.

Primary use of the library, based upon circulation figures, is by adults who borrow non-fiction over fiction by at least two thirds. Use by students, from elementary through community

college, is steadily increasing as well. Due to budget cuts for school libraries, the public library is becoming a primary source for collateral reading and information resources, which has an impact upon collection development expenditures. Other heavy users of the library's resources are pre-school children and their parents.

When the expansion of the facility is realized, there will be areas for reference and research separated from areas reserved for children and young adults, and from the recreational reading area.

Additional service hours also need to be considered, including probable half-day Sunday hours to accommodate those who find it difficult if not impossible to utilize the library during the week. The proposed service plan review (see below) will be used in making decisions on space allocation and service hours.

Plans will be developed for a 5500 square foot addition, with provision for a second expansion when appropriate. The library will be eligible to request construction grant funds from the federal government and the Alaska State Library on a matching basis when the design is completed and a projected construction cost determined.

In anticipation of continued growth, members of the Library Advisory Board, the Librarian and staff will be engaged in a service plan review over the next 6 to 12 months. Basic to this activity will be the use of two American Library Association documents: Planning and Role Setting for Public Libraries and Output Measures for Public Libraries. The document resulting from this action will be presented to the City Manager for review and approval. It should then be used as the background for decisions relating to library and information services. Aspects to be considered include building, collection, services, staff, management programs, and budget allocation as well as funding sources.

Summary

A good library has materials organized for convenient use to serve all ages and groups in the community; staff which is carefully selected, well-trained, adequately paid, and competent; a building which is attractive, comfortable, efficient, and provides adequate space to carry out the service program.

A good library gives guidance, assistance, and stimulation to those seeking information and resources for knowledge, information, independent continuing education, research, and recreational reading.

A good library is readily accessible to all and is the connecting link to the information resources of the state, region, and nation.

Homer's Public Library is making progress in meeting the above conditions, but much remains to be done. Priority needs are more space, seeking of additional sources of funding, and the design for a long-range service program to meet the diverse information and library needs of the community and area it serves.

OBJECTIVE 1 - Provide high quality library and information services to meet the expressed needs of Homer area residents and visitors.

POLICY 1 - City and other groups, such as Friends of the Library, will work together to support desirable improvements in library and information services and resources.

ACTION 1.1 - Utilize American Library Association PLDP manuals to review current roles assumed by library.

ACTION 1.2 - Determine community attitudes and expressed needs for library and information service.

ACTION 1.3 - Present planning document to City Manager for review and approval.

ACTION 1.4 - Implement the plan as approved.

POLICY 2 - City and other groups will work toward securing funds for construction of a building addition for which planning and design funds were appropriated by the State Legislature.

ACTION 2.1 - Work with the Alaska State Library, State Legislature, Borough Assembly, University of Alaska, and other groups to accomplish planned expansion of the facility.

POLICY 3 - The City shall work with other groups to secure supplemental funding for the library and information services based upon usage by types of residents - City, Borough and others.

ACTION 3.1 - Research current statutes relating to supplemental support of public services.

ACTION 3.2 - Devise methods to accomplish an equitable formula of support from identified sources, based upon above research and data relating to usage of services.

ACTION 3.3 - Gain approval from supplemental support sources to implement a funding formula.

B. EDUCATION

Profile

At the time the 1983 Homer Comprehensive Plan was written, Homer's education needs were growing. Enrollment in Homer public schools grew by an average of 4.8% per year. As this Plan is being updated, a leveling off of enrollment is taking place. Although the new high school facility is in place, ATCO units provide temporary classrooms at Paul Banks Elementary School. In planning ahead, the Kenai Peninsula Borough School District has purchased land on the west side of town within the city limits for a future school site.

Homer's branch of the Kenai Peninsula College system of the University of Alaska is in its eighth year of formal operation. The college serves the communities within a 40 mile radius of Homer. Since the writing of the 1983 Comprehensive Plan, the college has purchased the facility next to Homer City Hall, and has used grant monies to upgrade the facility to support its growing educational needs. Enrollment is steadily increasing from 123 full time equivalents in 1983 to 175 FTE's in 1988. The College focuses on meeting the educational needs of the community. To this end, programs and courses in business management, office management technology, marine technology, visitor industry, and arts and humanities are being implemented. The college offers three degree and two vocational certificate programs.

OBJECTIVE 1 - Continue to provide high quality, diverse elementary, secondary, and adult educational opportunities for all residents.

POLICY 1.1 - The City shall promote the coordination of Community Schools, public schools, and the University of Alaska Extension College, in an effort to meet community educational needs.

ACTION 1.1.1 - Identify community training needs such as visitor industry and fish processing, and coordinate with the educational institutions to provide training in these areas.

POLICY 1.2 - Support maximum community-wide use of school facilities, including non-school and community functions.

ACTION 1.2.1 - Continue the joint City-Borough Community School salaried position.

C. MUSEUM

Profile

The Pratt Museum is an educational institution serving to collect, preserve, and interpret the natural and cultural history of the Kachemak Bay area. It is repository of historical, biological, geological, and artistic exhibits, materials, and information of regional significance.

A program of six to eight annually changing exhibits focuses on visual arts and topics of current state and local interest. A museum/school program serves students throughout the Kenai Peninsula through tours, student exhibits, loans of objects, films, and other reference materials.

The museum is also a vital component of local tourism, providing year-round visitor information and programs to increase the knowledge and understanding of the region.

The museum was officially accredited in 1982 by the American Association of Museums. Accreditation in 1982 made the Pratt Museum the fourth institution in Alaska and first private, nonprofit museum to receive accreditation.

The museum was constructed in 1967 as the Homer community's Alaska Purchase Centennial project to celebrate the anniversary of the acquisition of Alaska from Russia. With construction funds from the City, State, Federal, and private sources, a 5,200 square foot facility was built on land donated by Homer pioneers Sam and Vega Pratt. In 1977, an 800 square foot gallery with aquarium was added in honor of the United States Bicentennial. A 3,200 square foot renovation/expansion was completed in 1989, improving access for the disabled and other basic museum functions. Future facility plans include paving of parking areas, an expanded marine gallery and aquarium, outdoor exhibits, and a centralized collection storage system.

The Homer Society of Natural History, Inc., is the nonprofit membership organization which operates the Pratt Museum. Incorporated in 1955, the Society is opened to all persons and encourages community volunteerism to enhance its programs.

The City of Homer has supported a portion of the operation of the museum since construction in 1967 through an annual grant. This support was reaffirmed by City taxpayers through a public referendum over ten years ago, in 1979. Today, the City provides approximately one-third of the Museum's operating budget. The remaining budget support is derived from revenue from the museum store, admissions, membership, contributions, and grants from corporations, foundations, and state and federal agencies.

OBJECTIVE 1 - Continue City coordination with the museum to facilitate the provision of high quality museum services to meet the needs of Homer area residents and visitors.

POLICY 1.1 - The City shall continue to facilitate and encourage financial and other support from Borough, State, Federal, and private sources for museum programs and facility needs.

ACTION 1.1.1 - Encourage Kenai Peninsula Borough support of the museum.

ACTION 1.1.2 - Continue financial support to the Museum.

D. OTHER CULTURAL SERVICES

Profile

With a population of over 4,000, the City of Homer offers a variety of cultural and educational opportunities in addition to those mentioned previously.

One example is the Homer Sister City Program, with Teshio, Japan, which promotes annual exchanges of residents from each city, as well as student exchanges. Other examples are the Pier 1 Theatre, and Homer Council of the Arts. These organizations offer performances of traditional and contemporary theater, classical and modern dance and music, for community involvement as well as enjoyment.

Homer's cultural organizations provide year-round activities for the community. Some of these are the Community Christmas sing, Winter Carnival, Spring Carnival, Pier 1 Summer Theater on the Spit, and Community Schools year-round sports and recreational programs.

OBJECTIVE 1 - Continue to encourage a variety of cultural services and activities for Homer residents.

POLICY 1.1 - The City of Homer shall facilitate high-quality educational and cultural programs which involve the greatest number of community residents, and which are primarily financially self-sufficient.

ACTION 1.1.1 - Recognize the City's involvement with Sister City programs and endorse the concept.

111. HEALTH AND SOCIAL SERVICES

Homer's health and social services are provided by a combination of public and private agencies. These services provide assistance to residents of all ages, from children's services to services for Homer's senior citizens.

A. Health Services

Profile

The community of Homer's major health care facility is the South Peninsula Hospital. The Borough-supported hospital is a 40 bed facility, including 18 long term and 22 acute care beds. The hospital levies a mill rate for operation in the service district. It was expanded in 1977, with specialized rooms for surgery, delivery, nursery, emergency, x-ray, laboratory, and outpatient services. Emergency medical transportation is provided by the Homer Volunteer Fire Department. Staff available to the hospital includes ten resident physicians, and a nursing staff of fifty two.

State funded health services in the City includes the Homer Health Center, which is one of three local divisions of the Alaska Department of Health and Social Services. The Homer Health Center provides public health nursing for tests and immunizations.

Private health services include one medical clinic, two chiropractic clinics, three dental offices, and two optometrists.

B. Social Services

Profile

Social services in the City of Homer are provided by a number of State and private, non-profit organizations. Many of the non-profit organizations receive pass-through grant funds facilitated by the City of Homer.

The Alaska Department of Health and Social Services funds a Social Service Division and a Public Assistance Division. The Division of Social Services provides social work, mental health counseling, and day care licensing. The Division of Public Assistance involves programs such as food stamps, welfare, energy assistance, and Medicare. The City of Homer participates in the State Day Care Assistance program by facilitating a pass-through State grant to South Peninsula Women's Services.

The Homer Senior Citizen's Center is a private, non-profit corporation, organized in 1972. The Senior Citizen's Center building was constructed in 1980. The Center provides a hot lunch and nutrition program, transportation services with the wheelchair lift van, home-delivered meals, support services such as a health maintenance program, counseling and case management, and adult day care/respite services. The City of Homer facilitates pass-through grant funding to the Homer Senior Citizen's Center.

Examples of other private, non-profit social services in which the City assists in procuring grant funding include the Community Mental Health Center, Cook Inlet Council on Drugs and Alcohol Abuse, South Peninsula Women's Services, Detente, and Kachemak Bay Family Planning.

OBJECTIVE 1 - Facilitate high quality health and social services to all Homer area residents.

POLICY 1.1 - The City shall coordinate with health and social service agencies, private groups, the State and the Borough to ensure that the community demand for health and social services and facilities are met.

ACTION 1.1.1 - Facilitate the use of Federal, State and private funding sources for health and social services.

ACTION 1.1.2 - Comparatively assess the potential overlap of social services, and determine, in the pass-through grant endorsement process, which services are most in need of funding.

POLICY 1.2 - The City shall encourage educational efforts toward prevention and treatment of community health and social service problems.

ACTION 1.2.1 - Facilitate Kenai Peninsula Borough and private sector efforts to provide educational material and funding assistance in the prevention and treatment of health and social problems.

ACTION 1.2.2 - Encourage State and Federal funding sources to maintain health and social services commitments to the Homer area.

CHAPTER 3

HOUSING PLAN

GOAL: ENCOURAGE SAFE, COMFORTABLE, AND AFFORDABLE HOUSING FOR ALL RESIDENTS WHILE RESPECTING NEIGHBORHOOD STANDARDS.

Profile

One of the most important assets of any community is its housing. Homer's housing is generally good in comparison with other Alaskan communities. In the early 80's, contractors, lenders, and residents were quite active, building over 500 units (according to City building permit records). Since the decline in oil revenues and therefore State revenue, however, building has taken a sharp decline statewide, as well as in the Homer area. Since 1983, building permit numbers have sharply declined. Inversely, the average annual vacancy rate for residential units in Homer since 1983 has steadily risen.

YEAR	# BUILDED PERM.	VACANCY RATE
1981	58	2.7%
1982	72	3.0%
1983	131	3.2%
1984	145	7.2%
1985	126	11.9%
1986	61	14.2%
1987	31	21.1%
1988	52	19.1%

Issues

There are three major issues which **must** be addressed in this update relative to housing. The first issue is that of addressing a building inspector for the City. The second issue is that of coordinating with appropriate government agencies to enforce their appropriate codes and area building standards. The final issue is related to the examination of the mobile home situation in the City relative to the zoning ordinance. These issues are discussed in the paragraphs that follow.

The City of Homer is unique in that it has five major ordinances which govern building and development within the City, yet has no one ordinance chiefly devoted to building standards for housing, and has no building inspector. Title 11 of the HMC assists developers with driveway, sidewalk, and street construction standards. Title 13 of the HMC involves standard construction practices relative to utilities, driveways, or roadside drainage projects. HMC Title 14 provides builders with guidelines for the installation of utilities, and HMC Title 21, Zoning, defines the location of buildings, land uses, and describes minimum performance standards for housing. Finally, HMC Title 22, Subdivisions, outlines regulations associated with subdividing

land, moving lot lines, or public dedications relative to the property.

Each of the above mentioned titles of the code are the responsibility of various City departments and functions. Although the City does not employ a building inspector to enforce the ordinances pertinent to building standards, it should be noted that lending institutions require residential dwelling units to meet standards for financing purposes.

City ordinances also reference State-approved uniform building and fire safety codes, and national electrical safety codes. These referenced regulations cause the City to be dependent on the other agencies for their enforcement. However, enforcement of the State and Federal building regulations rarely occurs.

With the existing City budget holding the line on additional positions, the City would do well to continue enforcing local ordinances as much as possible, while urging the appropriate State and Federal agencies to become more consistent in their inspection and enforcement.

In addition to guiding the clarification of state and local building and housing enforcement and responsibility, this housing plan should serve as a guide to prevent future housing problems.

One particular problem which may surface with increasing mobile home foreclosures in Anchorage is that of the city's policies on mobile homes. There are an increasing number of Homer property owners who are purchasing low cost mobile homes and doublewides from the foreclosure sales in Anchorage, and are transporting these dwelling units to Homer, only to find that new mobile homes are not permitted in the City's Urban Residential, and Residential Office zoning districts. The current HMC definition of a mobile home is:

"a detached single family dwelling designed for long term human habitation and having complete living facilities, constructed and fabricated into a complete unit at a factory and capable of being transported to a location of use on its own chassis and wheels, identified by a model number and a serial number by its manufacturer, and designed primarily for placement on an impermanent foundation."

But this definition does not encompass doublewides and modular units nor does the ordinance allow for storage of mobile homes. The housing plan provides a vehicle for addressing needed code changes to prevent future housing problems. Listed below are objectives, policies, and actions intended to guide the direction and shape of the housing situation in Homer now and in the future.

OBJECTIVE 1 - Provide housing choice, quality and availability in the community.

POLICY 1.1 - The City shall encourage the Borough, State and private groups to provide low income, senior citizens, and/or handicapped citizens with opportunities for affordable housing.

ACTION 1.1.1 - Work with the Borough, State, Federal and private groups to assess the need for, locate and acquire sites for subsidized and safe housing, which have existing or planned roads, water, and sewer.

ACTION 1.1.2 - City identify sites for mobile home parks, and amend HMC Title 21 to permit the parks in the identified locations.

ACTION 1.1.3 - Amend the Homer Municipal Code to add the definition of modular home, and clarify the definitions of trailer and mobile home.

ACTION 1.1.4 - Implement an annual CIP to provide public services to planned housing areas.

ACTION 1.1.5 - Assess existing uses within the zoning districts relative to the need for foster care and congregate living homes.

ACTION 1.1.6 - Homer City Council request Kenai Peninsula Borough Assembly support for City property tax breaks for Residential Level I & II housing, foster care homes for all ages, and congregate living facilities.

POLICY 1.2 - The City shall encourage businesses hiring temporary or seasonal workers to provide suitable housing for their workers.

ACTION 1.2.1 - Review possible housing sites, and negotiate ground lease with employers.

ACTION 1.2.2 - Identify and post sites where tents or other seasonal housing will be allowed.

POLICY 1.3 - The City shall ensure that new residences are constructed with City and/or DEC approved sewer and water systems.

ACTION 1.3.1 - Incorporate sewer/water approval in the building permit process.

OBJECTIVE 2 - Inform builders and enforce City building standards as much as possible with existing City resources.

POLICY 2.1 - The City shall enforce the building standards in the Homer Municipal Code, and recognize the State's responsibility for enforcement of fire, plumbing, and electrical standards.

ACTION 2.1.1 - Use existing City functions and staff to enforce the local building/housing related ordinances.

ACTION 2.1.2 - Assess existing staff responsibilities and qualifications relative to the need for a City building inspector.

ACTION 2.1.3 - Request the State to provide inspection and enforcement of State fire, plumbing, mechanical, and electrical codes.

POLICY 2.2 - The City shall inform builders and developers of existing building regulations.

ACTION 2.2.1 - Advertise annually, preferably prior to the building season, the various City permits needed.

ACTION 2.2.2 - Require a drainage plan, prior to groundwork during the building permit application process.

OBJECTIVE 3 - Educate builders about safety, energy efficiency, and handicap accessibility options regarding their building and development.

POLICY 3.1 - The City shall use the building permit process as a means of educating builders and developers regarding energy, and safety features.

ACTION 3.1.1 - The City shall maintain information on fire sprinkler systems, solar heating, weather proofing, and other safety/energy enhancing building options.

ACTION 3.1.2 - Incorporate smoke alarm or sprinkler systems as part of the requirements for a building permit.

ACTION 3.1.3 - Incorporate wheelchair and emergency vehicle accessibility as part of the requirements for a site and access plan for a multifamily site building permit.

CHAPTER 10

LOCAL GOVERNMENT

GOAL: MAINTAIN A RESPONSIVE, WELL ORGANIZED, SELF SUFFICIENT, AND FINANCIALLY SOUND LOCAL GOVERNMENT

Introduction

This chapter addresses City government. It examines the legal basis and process by which Homer became a City, the type of City it is, and the method by which the City functions. The chapter **also** sets forth administrative objectives and policies which provide guidelines for the day-to-day City operations.

The City of Homer was founded because area residents desired an entity to provide common needed services. Homer, as a City, celebrated its 25th anniversary in 1988, and looks forward to a promising future.

A. LEGAL FOUNDATION

The Alaska State Constitution provides for strong local government. Article X, Section 2 states "**All** local government powers shall be vested in boroughs and cities. The state may delegate taxing powers to organized boroughs and cities only."

Local governments are distinct legal entities, municipal corporations, incorporated under the laws of the State of Alaska. Title 29 of the Alaska Statutes provides for eight forms of local government. The City of Homer is a first class city form of government. Homer was incorporated as a first class city on March 31, 1964 under A.S. 29.05.010.

A first class city must have 400 permanent residents in order to incorporate. The general powers of a first class city prescribed under A.S 29.35.010, are:

1. to establish and prescribe a salary for an elected or appointed municipal official or employee;
2. to combine two or more appointive or administrative offices;
3. to establish and prescribe the functions of a municipal department, office, or agency;
4. to require periodic and special reports from a municipal department to be submitted through the mayor;
5. to investigate an affair of the municipality and make inquiries into the conduct of a municipal department;

6. to levy a tax or special assessment, and impose a lien for its enforcement:
7. to enforce an ordinance and to prescribe a penalty for violation of an ordinance;
8. to acquire, manage, control, use, and dispose of real and personal property, whether the property is situated inside or outside the municipal boundaries: this power includes the power of a borough to expend, for any purpose authorized by law, money received from the disposal of land in a service area established under AS 29:35.450;
9. to expend money for a community purpose, facility, or service for the good of the municipality to the extent the municipality is otherwise authorized by law to exercise the power necessary to accomplish the purpose or provide the facility or service:
10. to regulate the operation and use of a municipal right-of-way, facility, or service:
11. to borrow money and issue evidences of indebtedness:
12. to acquire membership in an organization that promotes legislation for the good of the municipality;
13. to enter into an agreement, including an agreement for cooperative or joint administration of any function or power with a municipality, the State, or the United States:
14. to sue and be sued.

Services provided under the Municipal Powers Act and exercised by the City of Homer include police, water and sewer, port and harbor, zoning, parks and recreation, library, a volunteer fire department, and other general government services such as elections.

B. ORGANIZATION/STRUCTURE

The City, as a first class city, is organized under the council-manager form of government. In this format, the City Council performs the legislative/governing function, and the Manager performs the administrative functions.

In a council-manager form of government, the City Council consists of six members elected by a majority vote of the residents. The mayor is also elected by popular vote of the City residents. The mayor presides at City Council meetings, but does not vote, except in the case of a tie. The mayor may veto actions

taken by the Council; however, a veto can be overturned by a two-thirds vote of the Council.

Organizationally, the City of Homer is composed of four departments: Public Safety, Finance/Administration, Public Works/Utilities, and Port and Harbor. Each department is composed of a department director, who reports directly to the City Manager, and staff which report to the department directors. The departments are the functional units under which fall all City matters of an administrative nature.

C. FUNCTION

The provision of services by the City has grown in importance over the years, and will be even more vital in the future. Services provided by the City of Homer include police, water and sewer, sewage treatment and disposal, port and harbor, zoning, parks and recreation, library, and other general government services such as elections and animal control. The City also provides partial funding for public services provided by other public agencies such as the fire department, museum, mental health and alcoholism treatment, Homer Council on the Arts, Chamber of Commerce, and senior citizen's services.

During the eighties, funding of the services provided by the City took on a new character. In the early to mid-eighties, much of the funding of City projects came from the state and federal governments. With the decline in the oil revenues from 1985 to the present, and consequently the tightening of both state and federal budgets, the City has experienced a great decrease in state and federal funding and thus has had to provide most project funding from local sources.

In addition to providing the aforementioned services to City residents, another function of the City is stewardship of City resources. The City must act as a responsible steward of City finances, City land, structures, equipment, and human resources. The City Manager form of government provides for non-partisan selection of professional administrative staff, who manage and administer City resources in an internal and external managerial system of checks and balances.

Lastly, an important function of City government is to equitably allocate costs of services to those who benefit. This function has become extremely important in the past few years, with the decline of state and federal funding sources.

Each of the functions mentioned above are reflected in the objectives, policies, and actions that follow.

OBJECTIVE 1 - Maintain a strong local government which provides services where there is a demonstrated need or desire by local residents.

POLICY 1.1 - Equitably allocate the costs of these services among those who receive or benefit from the services.

ACTION 1.1.1 - The City and Borough examine alternative methods of providing services to unincorporated areas which are likely to request public services now provided or financed by the City. This assessment should examine annexation, areawide and non-areawide Borough service mandates, incorporation, service districts, intergovernmental agreements, and contracting options.

ACTION 1.2.1 - The City, Borough, and other local agencies evaluate mechanisms of equitable sharing of costs for services, resources, and decision making for regional services (such as fire protection, emergency medical, port and harbor, law enforcement, libraries, recreation, cultural services, and road maintenance).

POLICY 1.2 - Until a regional cost and decision sharing approach is established, the provision of City services such as water and sewer shall be extended to city residents as priority over non-city residents.

ACTION 1.2.1 - Examine the feasibility (benefits versus costs) of annexing unincorporated areas bordering the City limits which request City services. If feasible, initiate annexation, and extend services following annexation.

OBJECTIVE 2 - (Self Sufficiency) Maintain the ability of local government agencies to continue providing essential services in the event of an interruption of financial assistance from other levels of government.

POLICY 2.1 - Essential services (those defined as the minimum required by statutes and ordinances) will be given highest priority in policy making decisions affecting cuts in services.

ACTION 2.1.1 - Implement Policy 2.1 in annual budget process.

OBJECTIVE 3 - (Resource Management) Provide responsible management of the City's physical resources.

POLICY 3.1 - City-owned lands shall be managed to be consistent with the Comprehensive Plan, and local, state and federal regulations.

ACTION 3.1.1 - Implement the above policy in leasing, licensing, and disposition of all City land.

OBJECTIVE 4 - (Resource Management) Provide responsible management of the City's financial resources.

POLICY 4.1 - Implement the following City Council-approved policies during the City's budget review process.

POLICY 4.2 - (Debt) Long term debt shall not be used for current expenses.

POLICY 4.3 - (Debt) Net general obligation debt shall not exceed an annually adopted percentage of total assessed property value.

POLICY 4.4 - (Debt) Annual general obligation debt shall not exceed an annually adopted percentage of total locally generated non-enterprise operating revenue.

POLICY 4.5 - (Debt) The City shall confine long-term borrowing to capital improvements or projects that cannot be financed from current revenues.

POLICY 4.6 - (Debt) When the City finances capital projects by issuing bonds, it shall pay back the bonds within a period not to exceed the expected useful life of the project.

POLICY 4.7 - (Debt) Where possible, the City shall use special assessment, revenue, or other self-supporting bonds instead of general obligation bonds.

POLICY 4.8 - (Revenue) The City shall maintain a diversified and stable revenue system to shelter it from short-run fluctuations in any one revenue source.

POLICY 4.9 - (Revenue) The City shall project revenues for the next five years and shall update the projection at least annually. Each existing and potential revenue source shall be re-examined annually.

POLICY 4.10 - (Revenue) The City shall establish user charges and fees at a level related to the cost of providing the services.

POLICY 4.11 - (Revenue) Each year, the City shall recalculate the full costs of activities supported by user fees to identify the impact of inflation and other cost increases.

POLICY 4.12 - (Revenue) The City shall set fees and user fund charges for each enterprise fund such as water, sewer, or Port and Harbor at a level that fully supports the total direct and indirect cost of the activity. Indirect costs include the cost of annual depreciation of capital assets.

POLICY 4.13 - (Enterprise Funds) Enterprise funds shall be managed so that their operations are self-supporting, i.e., require no grants or general fund contributions to balance revenue and operating expense. Enterprise revenues shall cover all direct and indirect costs of the enterprise.

POLICY 4.14 - (Intergovernmental Operating Assistance) - The City shall reduce its reliance on intergovernmental assistance to finance its operations such that no more than an annually adopted percentage of aggregate non-enterprise operating budgets are financed by intergovernmental grant revenues.

POLICY 4.15 - (Fund Balances) Each City fund shall maintain year-end fund balances equalling an annually adopted percentage of annual operating expenditures, to maintain an ability to finance essential services in the event of an emergency.

POLICY 4.16 - (Fund Balances) Each City fund shall maintain an operating contingency level of an annually adopted percentage of its annual budget.

OBJECTIVE 5 - Establish equitable methods of cost recovery among those who benefit from local services.

POLICY 5.1 - The City shall seek means of equitably recovering costs of required services such as public safety (police and fire), libraries, and road maintenance.

POLICY 5.2 - The City shall seek a means to recover the full cost of extending water and sewer utilities from the benefitting property owner.

POLICY 5.3 - The City shall seek a means to allocate street improvement costs to benefitting property owners through local improvement district assessments using the Homer Accelerated Roads Program.

OBJECTIVE 6 - Manage growth in a responsible manner in order to preserve the health, safety, beauty, and essential character of the community.

POLICY 6.1 - Evaluate the impact on City services of large scale developments and the cumulative impacts of smaller developments for their positive and negative effects on:

- o Public Finances/City wide insurance
- o Transportation/Street Maintenance
- o Public Services:
 - o police and fire
 - o library
 - o parks and recreation
 - o port and harbor
 - o schools
- o Public Utilities
 - o water and sewer
 - o electricity
 - o telephone
 - o solid waste
- Employment
- Social and Health Services
- Community Character and Design
- Cost of Living
- Natural Resources
- Speculative In/Out migration

CHAPTER 11

CAPITAL IMPROVEMENT PLAN (CIP)

GOAL: PRODUCE AN ANNUALLY UPDATED CAPITAL IMPROVEMENT PLAN WHICH INTEGRATES THE CITY'S FINANCIAL POLICIES, THE COMPREHENSIVE PLAN OBJECTIVES, AND PUBLIC INPUT, AND IS CONSISTENT WITH STATE GUIDELINES

Profile(1)

Over the past few years, the City of Homer has strengthened its capital improvement process to coincide with that of the State of Alaska. Particularly, the City uses the process and definitions as outlined in the State Publication "Capital Improvements Planning - A Guidebook for Municipalities" published by the Department of Community and Regional Affairs in 1985. The following explanations regarding the capital improvement process, planning and program have been extracted from that publication.

A capital improvement plan is a long term guide for capital project expenditures. The CIP includes a list of the capital projects that a community envisions for the future, and a plan which integrates the timing of the expenditures with the City's annual budget. The program identifies ways the projects will benefit the community. The CIP also estimates the affect each project will have on the municipal budget and on local taxes, indicates the priorities assigned to different projects, and presents a target construction schedule and proposed methods of financing for each project.

A carefully prepared capital improvement plan has many uses. It can assist a community to:

- o Anticipate community needs in advance, before the needs become critical:
- o Rank capital improvement needs so that the most important projects are given consideration for funding before projects that are not as urgently needed:
- Plan for maintenance and operations costs so that these expenses are budgeted in advance and so that projects that communities cannot afford to operate are avoided:
- o Provide a written description and justification for projects submitted for State funding so that the legislature, governor, and appropriate agencies have that information they need to make decisions about funding capital projects; and

(1) Profile derived from guidelines in CIP Guidebook, DCRA, 1985

- Provide the basis for the capital projects as part of the annual budget.

A capital improvement project is one which warrants special attention in the municipal budget. Normally, public funds are not expended if the project is not listed in the capital plan. A capital expenditure should be a major, nonrecurring budget item.

The State of Alaska defines a capital project as:

"An allocation or appropriation item for an asset with an anticipated life exceeding one year and a cost exceeding \$25,000 and includes land acquisition, construction, structural improvement, engineering and design for the project, and equipment and repair costs" (AS 37.07.120(f)).

The City of Homer's Capital Improvement Plan is prepared according to an action plan, usually adopted by the City Council at the onset of the CIP process.

The number of years over which capital projects are scheduled is called the capital programming period. The City of Homer's capital programming period coincides with that of the State's, which is a six year period. The CIP is updated annually, since only some of the projects are funded and completed each year.

A capital improvement plan is not complete without public input. The public should be involved throughout the CIP process, including nomination and adoption stages of the process. The City of Homer advertises for public input and public hearing participation for over five weeks during the CIP process, and invites the public to participate in worksessions and Council meetings throughout the entire process. Many of the projects appearing in the adopted CIP document are the direct result of public input.

The City's Capital Improvement Program integrates the Comprehensive Plan and the City's annual budget with planning for larger projects that meet community goals. The CIP plan involves a process where the City Council, together with technical support from the administration, and ideas and suggestions from the public, determines a viable way to implement goals for the community.

OBJECTIVE 1 - Establish, maintain, and use a short and long range CIP, consistent with City financial policies and the Comprehensive Plan as a guide for all city capital expenditures.

POLICY 1.1 - The short range capital projects with the highest ratings shall be submitted annually to the legislature as the Legislative Request.

POLICY 1.2 - The long range CIP shall identify operating budget effects of each proposed improvement.

ACTION 1.2.1 - City Manager prepare and update annually and the City Council adopt an annual Capital Improvement Plan.

ACTION 1.2.2 - City Manager prepare, and City Council adopt, a Capital Budget as part of annual budget specifying planned financing of each item.

OBJECTIVE 2 - Promote the expansion of jobs and balanced growth in the economy.

POLICY 2.1 - The public sector capital improvements budgeting process shall:

Emphasize those projects which:

- eliminate a health or safety hazard
- are for a public rather than private purpose
- will benefit the greatest number of persons and a wide range of ages and lifestyles
- contribute to the economy or quality of life once completed
- support publicly adopted goals and objective
- are facilities or programs of lasting importance to the community

2. Consider the long term operating and maintenance costs of a project when assessing the desirability of proposed projects.

Involve public participation to the greatest extent possible.

4. Strive, where feasible, to coordinate priorities within and between local governments to be mutually supportive.

5. Make available, prior to approval of capital improvement priorities, adequate cost estimates, background information, and a concise review of potential benefits and impacts.

ABBREVIATIONS & ACRONYMS

ABBREVIATION/ ACRONYM	TITLE/TERM
ACLS	ADVANCED CARDIAC LIFE SUPPORT
ADFG	ALASKA DEPARTMENT OF FISH AND GAME (STATE)
ADOTPF	ALASKA DEPARTMENT OF TRANSPORTATION & PUBLIC FACILITIES (STATE)
ADOTPF/DOA	ALASKA DEPT OF TRANSPORTATION & PUBLIC FACILITIES, DIVISION OF AVIATION (STATE)
ALS	ADVANCED LIFE SUPPORT
AMSA	AREA MERITING SPECIAL ATTENTION
APUC	ALASKA PUBLIC UTILITIES COMMISSION
ARP	ACCELERATED ROADS PROGRAM
AS	ALASKA STATUTES
ATCO	COMPANY NAME FOR PORTABLE SCHOOL BUILDINGS
CATV	CABLE TELEVISION
CBD	CENTRAL BUSINESS DISTRICT
CFR	CRASH FIRE RESCUE
CIP	CAPITAL IMPROVEMENT PLAN
CPR	CARDIOPULMONARY RECUSITATION
CZM	COASTAL ZONE MANAGEMENT
DCRA	DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS (STATE)
DEC	DEPARTMENT OF ENVIRONMENTAL CONSERVATION (STATE)
DGC	DEPARTMENT OF GOVERNMENTAL COORDINATION (STATE)
EMS	EMERGENCY MEDICAL SERVICE
EMT	EMERGENCY MEDICAL TECHNICIAN
EPA	ENVIRONMENTAL PROTECTION AGENCY (FEDERAL)
ERA	ALASKA AIRLINE SUBSIDIARY
ETT	EMERGENCY TRAUMA TRAINING
FAA	FEDERAL AVIATION ADMINISTRATION (FEDERAL)
FRED	FISHERIES REHABILITATION & ENHANCEMENT DIVISION (STATE)
FTE	FULL TIME EQUIVALENTS
GC1	GENERAL COMMERCIAL 1 ZONING DISTRICT
GC2	GENERAL COMMERCIAL 2 ZONING DISTRICT
gpm	GALLONS PER MINUTE
HARP	HOMER ACCELERATED ROADS PROGRAM
HEA	HOMER ELECTRIC ASSOCIATION (PRIVATE)
HMC	HOMER MUNICIPAL CODE
HVFD	HOMER VOLUNTEER FIRE DEPARTMENT
ISER	INSTITUTE OF SOCIOECONOMIC RESEARCH, UNIVERSITY OF ALASKA
ISO	INSURANCE SERVICE OFFICE
ISP	INTERIM SPIT PLAN
KPB	KENAI PENINSULA BOROUGH
KPBEDD	KENAI PENINSULA BOROUGH ECONOMIC DEVELOPMENT DISTRICT
KWH	KILLOWATT HOURS
LI	LIGHT INDUSTRIAL
LID	LOCAL IMPROVEMENT DISTRICT
MC	MARINE COMMERCIAL ZONING DISTRICT
MDS	MULTI DIMENSIONAL SYSTEM
MG	MILLION GALLONS
MI	MARINE INDUSTRIAL ZONING DISTRICT
mlw	MEAN LOW WATER
NPDES	NATIONAL POLLUTION DISCHARGE ELIMINATION SYSTEM
OR	OUTDOOR RECREATION ZONING DISTRICT
PLDP	PUBLIC LIBRARY DEVELOPMENT PROJECT
PUC	PUBLIC UTILITIES COMMISSION
RO	RESIDENTIAL OFFICE ZONING DISTRICT
RR	RURAL RESIDENTIAL ZONING DISTRICT
RV	RECREATIONAL VEHICLE
SBH	SMALL BOAT HARBOR
SCA	SOUTH CENTRAL AIR
STP	SEWER TREATMENT PLANT
TAMS	TIPPETTS-ABBETT-MCCARTHY-STRATTON, INC., ENGINEERING FIRM
TUNI	TELEPHONE UTILITIES OF THE NORTHLAND, INC.
UR	URBAN RESIDENTIAL ZONING DISTRICT
USACOE	UNITED STATES ARMY CORPS OF ENGINEERS (FEDERAL)
VIC	VISITOR INFORMATION CENTER
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HOMER COMPREHENSIVE PLAN

GLOSSARY

ACTION: A task-oriented event that usually assigns a timeframe and an entity responsible for attaining an objective.

ARTERIAL STREET: A street or highway with controlled access which promotes through movement of traffic.

BIKE TRAIL: A path, usually paved, separate from motorized vehicular traffic by an open space or barrier, and either within the highway right-of-way or within an independent right-of-way, designed for preferential use by bicycles.

BUDGET: A plan to allot certain resources for defined items.

BUFFER ZONE: A strip of land that separates different land uses, reducing noise, glare and the visibility of activities. For example, a perimeter planted with trees, bushes, or shrubs can help screen a landfill from surrounding areas.

BYPASS: This term came into use when the Sterling Highway was upgraded to funnel traffic away from Pioneer Avenue and the central part of Homer's business core area, from the Sterling Highway directly to the Spit. The "Bypass" is actually the Sterling Highway, more particularly, that part of the Sterling Highway from Pioneer Avenue to Lake Street.

CAPITAL IMPROVEMENT PROGRAM: A list or schedule of public projects that a city intends to undertake over a period of time, usually one year, but sometimes up to five years. Projects are prioritized, costs are estimated, and methods of financing are outlined. The capital improvement program should be consistent with policies in the comprehensive plan, the annual budget, and should be updated annually.

CAPITAL PROJECT: *An* allocation or appropriation item for an asset with an anticipated life exceeding one year and a cost exceeding **\$25,000** and includes land acquisition, construction, structural improvement, engineering and design for the project, and equipment and repair costs.

COMPREHENSIVE PLAN: A legal document adopted by local elected officials containing policies that will guide land-use and development in the community. Plans often include policies on physical development, social issues, economic development, and quality of life. The comprehensive plan is used by council members, planning commissioners, government agencies, private firms and residents when making decisions or evaluating proposals regarding community growth and development. Periodic revision is needed for the plan to reflect changing community desires and conditions. The terms master plan, land-use plan, and general plan are often used interchangeably with comprehensive plan.

CORPS: U.S. Army Corps of Engineers: ACOE, USACOE are the same.

CRITERION: Any established rule for testing or judgment.

CRITICAL HABITAT: *An* area that is crucial for a specific phase in the life history of a species. This area is essential for an important stage of a species' continued existence; for example the nesting, rearing, reproductive or migratory stages.

DEDICATION: The gift or donation of private property by the owner to a municipality or other public body. A dedication is completed through a filed plat, or the conveyance of a written deed or title, and a formal acceptance by the municipality or public body.

EASEMENT: A right of access across property without acquiring title to the property. Easements are typically obtained for water, sewer, electrical utilities, and access, but may be for other purposes as well.

EMINENT DOMAIN: The power of government to take private property for public use without the owner's consent, when the proposed use of the property promotes a public purpose. Fair market value (also called just compensation) must be paid to the property owner. It is usually determined by appraisal which establishes the market value of the land.

ENABLING ACTS: Legislation passed by the state legislature granting specific powers to cities and boroughs and authorizing the powers and duties they can perform. Enabling legislation has been passed by the Alaska State legislature allowing local governments to undertake planning and implement land use regulations.

FINAL PLAT: *An* approved subdivision map that is filed in the district recorder's office. It must contain the information required by AS 29.40.100, as well as that required by local ordinance such as a legal description of all properties in the subdivision, street rights of way, easements, and lot lines. Final plat approval is usually given upon completion of the subdivision improvements.

GOAL: A statement of the desired general condition or future state, which provides the basis for subsequent objectives, policies, and actions.

HIGHEST AND BEST USE: The phrase is often used to express a right to obtain the maximum profit from using and developing land. However, the term is better defined as the most appropriate use for a particular site in terms of services, location, surrounding uses, topography, soil conditions, and other considerations.

HOME OCCUPATIONS: A land use designated in the zoning code (HMC Title 21) to mean any use customarily conducted entirely within a dwelling and carried on by the occupants thereof, which is clearly incidental and secondary to the use of the dwelling for dwelling purposes, and does not change the character thereof, and in connection with there is no display of stock in trade, no outside storage of materials or equipment and no commodity sold upon the premises.

ISSUE: A point, matter, or dispute, the resolution of which is of special or public importance.

LAND USE: The employment of real property towards a specific activity.

LAND USE TREND: A general or prevailing course of use and development of the land.

LONG RANGE SPIT PLAN: A 5, 10 to 20 year planning scenario for development and management of the Homer Spit.

MARKET VALUE: The price a willing buyer will pay a willing seller for a piece of property. Estimated market value is used in determining the sales price in condemnation proceedings and in establishing property tax assessment roles.

MAY: An auxiliary verb qualifying the meaning of another verb by expressing ability, permission, possibility or contingency. The word "may" is not treated as a word of command, and is indicative of discretion or choice between two or more alternatives.

MULTI-MODAL TRANSPORTATION: More than one method or mode of transportation.

OBJECTIVE: A specific and achievable statement in support of a goal that clearly communicates what will happen.

OVERSLOPE: The inclined area of land between the harbor and flat land on the Spit, over which may extend a horizontal support structure on which development can take place. The function of an overslope development is to extend the use of flat land over the inclination towards the harbor.

PEDESTRIAN ACCESS: A path, lane, sidewalk, or trail reserved for foot travel.

PLAN: A detailed method, formulated beforehand, for doing something. (Example: Land use plan.)

POCKET PARK: A small area, usually containing a bench and flowers located along a sidewalk right-of-way, for use and enjoyment by pedestrians.

POLICY: A guideline for decision making usually containing the word "shall".

PRIORITY: An assignment of precedence in time, order or importance. (Example: Utilities before landscaping.)

PROGRAM: A plan of procedure or activity. (Example: Building maintenance program.)

PROJECT: A proposal of something to be done, a scheme. (Example: 20 units to be built on site "B".)

PUBLIC: Intended for use by the general public.

PUBLIC HEARING: A duly advertised meeting of the City Council or commission held to obtain formal public input on a proposed action. Decisions regarding the course of action may be made at the time the public testimony is received or at a later time.

PUBLIC MEETING: A meeting of citizens and/or commissioners called to discuss matters affecting the community or obtain citizen ideas and feelings. It is not a formally required meeting such as a public hearing. Its primary purpose is to gather and exchange information, opinion, and viewpoints.

TIDELANDS: Those lands seaward of the line of mean high tide land.

RIGHT-OF-WAY: A right-of-way is a legal right of passage over another's property and the area through which that right exists. It most commonly refers to streets and sidewalks, bike paths, curbs, gutters, and utilities.

SAFETY RIGHT-OF-WAY: That right-of-way or area within a right-of-way particularly designated for access by emergency vehicles and equipment.

SETBACK: The distance that a building must be set back from property line or right-of-way. Setback requirements will often differ with the zoning district and are included in the zoning ordinance.

SHALL: A word of command, denoting compulsory obligation.

SIDEWALK: An access reserved for foot or pedestrian use located within or adjacent to the right of way. An urban design includes curb, gutter, and sidewalks.

SPIT - The Homer Spit - a narrow projection of land extending into a body of water (Kachemak Bay) formed by the deposition of sand and sediment as a result of strong wave actions and currents.

STANDARD: An approved basis for comparison which is measurable.

SUBDIVISION: The division of land into two or more parcels. The geographic location identified by such a division.

TREND - see land use trend

WATER-DEPENDENT: *An* activity or land use that cannot take place unless it is adjacent to a body of water.

WALKWAY: A path, track, or trail made across an area for the unmotorized passage of people.

WETLAND: Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and under normal conditions do support a prevalence of vegetation typically adapted for life in saturated soil conditions.

ZONING: *An* application of the police power to regulate the use of land and the improvements on it for the protection of the public health, welfare and safety. Zoning regulations establish standards for development and create a number of different zoning districts or classifications of land development and construction must be consistent with these criteria before being approved by the Planning Commission and City Council.

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