

City of Craig Comprehensive Plan

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Section One
Issues, Goals, and Strategies
Land Use Maps

City of Craig Comprehensive Plan Implementation Measures

Implementation measures are those powers that a city can use to carry out the goals, strategies, and land use map included in the comprehensive plan. There are several powers under Alaska Statute available to the City of Craig for implementation of the comprehensive plan. These powers or “tools” include:

- comprehensive plan future land use map contained in this document
- comprehensive plan goals and strategies contained in this document
- City land use code: zoning and subdivision regulations
- zoning maps
- capital improvements programming
- site plan review
- creation of special planning areas
- coastal management program
- transportation plan goals and strategies
- future roads and trail maps
- issuance of general obligation bonds
- acquisition and development of parks
- acquisition and sale or lease of city-owned land for commercial, industrial or other purposes
- street construction
- sewer and water facility construction

The comprehensive plan is supported and implemented by the above studies, programs, and codes that deal with urban facilities and community development. The plan provides the overarching guidance for the remainder of the planning powers.

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Section One

Issues, Goals, and Strategies

1.0 Land Use

Issues

Development in Craig has occurred at about the right pace to suit the desires of its residents. However, settlement patterns have been influenced by the level of population growth, the physical characteristics of the landscape, the transportation network, and land ownership patterns.

Population growth generates land use demands for housing. In turn, land use demand for commercial and industrial uses can then be linked to corresponding increases in housing growth. These planning principles generally apply to the land use situation in Craig. At a growth rate of 3% (most probable scenario forecast), Craig will grow to 3,269 by the year 2017. This population, in turn, will create a demand for approximately 648 new dwelling units and approximately 162 acres of land to accommodate the new housing. See the Background Study Technical Memorandum, Section 4.0, for the land use demand analysis.

Where housing is located and neighborhoods are created, small scale commercial development has followed and will likely follow in the future. As population increases, so does the demand for goods and services resulting in increases in commercial and industrial development.

Airports and ports also typically expand to meet demands for this increase in population. Most developed land in Craig, like other communities in Alaska, is devoted to extensive uses that take up a large area such as streets, single-family residences, and public and semi-public needs. The share of more intensive land uses like land used for multi-family residences, commercial and industrial uses, is relatively small. Increases in the land needs for single-family commonly are accompanied by increased demands for all other uses, especially streets and commercial uses.

Future commercial and industrial development opportunities will need to be supported to replace losses in the public sector with declining state and federal dollars and to support the seasonal fluctuations in the fishing and timber industries. Commercial and industrial development, especially along Craig's waterfront, will continue as the community grows. Existing zoning and land use designations that provide for development of some tidelands, and conservation of others, must be maintained to balance the need for both economic development and recreational and subsistence uses. The waterfront is important to Craig's economy and will require continued maintenance and upgrading in order to keep up with growth.

Craig's downtown is a major asset to the community as it provides convenient shopping opportunities to consumers, nearby residents, and supports a good variety of businesses

and provides a focal point for the community. The area is, however, faced with a number of challenges: lack of public parking, unsafe pedestrian circulation, competition from East Craig businesses, and lack of space for growth. Redevelopment or reuse of land in Old Craig will open up developable lands for commercial and industrial uses.

Land ownership has affected settlement patterns in Craig. In combination, Klawock-Heenya Corporation and Shaan-Seet Inc., own approximately 92 percent of the uplands inside the city limits of Craig. Just over 3% of the uplands are owned by other private landowners. Less than 4% of uplands are owned by the City of Craig. The state and federal governments own the remaining 1-2% of uplands. As major private landowners, the Klawock-Heenya Corporation and Shaan-Seet, Inc. have a great opportunity to participate in how land is used in the future — future settlement patterns, how, at what rate, and where growth occurs.

Land use issues facing Craig include:

- How can Craig absorb the projected population growth, provide enough housing, while maintaining the elements of the community that residents value like pedestrian safety, leaving doors unlocked, low crime rate, a stable and diverse economy, clean water, and fish and wildlife resources nearby?
- How can Craig address the need for a mix of housing types, especially the continued use of mobile homes, trailers, and floathomes?
- How can Craig promote the concentration of development in Old Craig in order to foster convenient access to the waterfront and residential and commercial areas nearby while protecting the important environmental aspects of the shoreline area?
- How can Craig promote continued development in East Craig without negatively impacting the economic viability of the downtown area? Is there room for growth in both areas?

General Land Use Goal Statements (G)

- Goal G1.1** Maintain the community’s small town atmosphere, sense of community, and high quality of life.
- Goal G1.2** Guide development in a manner that enhances Craig’s natural appeal, taking steps to ensure that the negative impacts from future growth are minimized.
- Goal G1.3** Encourage development and revitalization of the downtown (“Old Craig”) area.
- Goal G1.4** Link future land use growth with the availability of city services such as sewer, water, roads, fire protection, and proximity of use to schools, parks, and other community facilities.
- Goal G1.5** Develop the community in a manner that protects the cultural and historical integrity of the community.
- Goal G1.6** Encourage Shaan-Seet, Inc. and Klawock-Heenya Corporation to develop their lands.

Goal G1.7 Work with state and federal land managers to ensure that the results of the Craig comprehensive plan are incorporated into updates of the coastal management plan and the state and federal management plans.

General Land Use Strategies (G)

Strategy G1 The city land use regulations shall include incentives that allow for denser development than that which currently exists in the Old Craig area provided:

- The development is designed to be compatible with surrounding land uses;
- the design encourages the revitalization and reuse of existing properties;
- the design considers the cultural and historic nature of the area;
- the development can be served by city services; and
- traffic and pedestrian safety is accomplished in the design.

Strategy G2 The properties the City of Craig acquired from Shaan-Seet Inc. through the ANCSA 14(c)(3) Reconveyance process, and their intended uses, are identified below:

<i>PARCELS</i>		
<u>Legal Description</u>	<u>Reconveyance Description</u>	<u>Size</u>
Tract A, Block 1	False Island	2.69 acres
Tract A, Block 2	False Island Uplands	5.88 acres
Tract B, Block 1	City Shops/Impound Yard	5.00 acres
Tract B, Block 2	School Site	8.76 acres
Tract A, Plat #93-7	HUD Housing Site	9.88 acres
Tract C	Health Care Site	5.48 acres
Tract D	Educational Site	10.00 acres
Tract E, Block 1	Impoundment Dam	23.46 acres
Tract E, Block 2	Future Use Site	3.00 acres
Tract F	Sandy Beach Park Site	20.88 acres
Tract G	Cemetery Island	40.60 acres
Tract H	Boat Harbor/Marine Use Site	3.23 acres
Tract I	Sewage Treatment Plant Site	3.03 acres
Tract J	Future Fire Station./Storage Site	6.21 acres
Tract K	Pt. St. Nicholas Recreation Site	50.78 acres
Tract L	Dam Site, North Fork Lake	1.92 acres
Tract M	Sunnahae Mountain Parking Area	.99 acres
Portion of Sections 10 & 11, T74S, R81E	Sunnahae Mountain	<u>320.00</u> acres
	Total 14(c)(3) Acreage	521.79
Cemetery Parcel		<u>5.00</u> acres
	Total Deeded Acreage	526.79

RIGHTS-OF-WAY

<u>Legal Description</u>	<u>Reconveyance Description</u>	<u>Length</u>
Sunnahae Mt. Trail	Sunnahae Mt. Trail	12,056 linear feet
Cold Storage Road	Cold Storage Road	902 linear feet
Cemetery Island Road	Cemetery Island Road	1,148 linear feet
Pt. St. Nicholas Road	Pt. St. Nicholas Road	49,729 linear feet
Pt. Bagial Blvd.	Pt. Bagial Blvd.	1,760 linear feet
Water Tower Road	Water Tower Road	<u>812 linear feet</u>
Total Deeded Rights-of-Way		66,407 linear feet

Strategy G3 The following waterfront properties have been identified for water-dependent and water-related uses:

- Columbia Ward Fisheries Parcel (industrial/commercial);
- North Cove (large vessel moorage);
- South Cove (small vessel moorage);
- False Island (industrial);
- Undeveloped portion of Reconveyance Parcel H;
- from and including the Shaan-Seet, Inc. barge ramp at 1.25 miles of Port Saint Nicholas Road east to the Craig city limits.

Strategy G4 The city shall examine potential incentives (regulatory, tax, others) that meet both city and native corporation needs in order to assist the development of native corporation lands inside the city.

Strategy G5 The city shall work with the U.S. Army Corps of Engineers to develop a general permit applicable within the Craig city limits.

Residential Land Use Goal Statements (R)

Goal R1.1 Encourage a balanced and diverse mix of low, medium, and high density housing types. Housing types may include stick-built, manufactured, and mobile homes.

Goal R1.2 Create safe neighborhoods with access to community facilities such as schools, parks, and recreation areas.

Goal R1.3 Develop a diverse housing supply with affordable options for all income levels.

Residential Land Use Strategies (R)

Strategy R1 The city will monitor the rate of development to ensure that an adequate supply of land is available for future residential needs.

Strategy R2 The land use map will specify areas suitable for residential uses in order to assure that such a use is in harmony and scale with the surrounding area.

Strategy R3 The city land use regulations will establish standards for various housing types including mobile homes and manufactured homes. The standards

should specify where and under what conditions these types of housing are permitted.

- Strategy R4** All government and quasi-government sponsored housing shall be consistent with the goals and strategies of the comprehensive plan.
- Strategy R5** Development of new residential areas will be allowed provided city services are available or a phased extension of services (see General Land Use Strategy G1 and Community Facilities Goals and Strategies) is approved.
- Strategy R6** Placement of mobile homes in Craig will be regulated to ensure safety, maintain property values, provide consistency between zones, and equalize the aggregate number of mobile home and non-mobile home housing types.
- a. The mobile building restricted overlay shall be applied to Blocks 3A, 4A, 5A, 6A, and 17A, USS 1430, and to all platted residentially-zoned upland lots bordering on the mean high water line of record. Upland lots upon which a public access or utility easement, measuring at least 20 feet wide, exists between a residential structure and the mean high water line of record may be exempted from the placement of the overlay.
 - b. Application of the mobile building restricted overlay is allowed on all zone designations.
 - c. Residential standards for marine industrial-zoned property shall be similar in size and scope with residential standards for other non-residential zones.
- Strategy R7** The designated float home area identified on page 61 of the 1987 Craig Comprehensive Plan is hereby eliminated. There is no designated float home area in Craig.

Commercial Land Use Goal Statements (C)

- Goal C1.1** Support continued economic diversification and adding economic value to existing commercial and industrial activities.
- Goal C1.2** Encourage new commercial uses to locate within existing commercial areas such as in Old Craig, the J. T. Brown Industrial Park, and East Craig.
- Goal C1.3** Encourage neighborhood commercial uses that are compatible in scale and design with surrounding residential uses.

Commercial Land Use Strategies (C)

- Strategy C1** The city shall create a zoning district for the Old Craig commercial area that encourages a mix of commercial, office, and service uses.
- Strategy C2** Areas designated neighborhood commercial use shall be designed to minimize conflict with surrounding land uses.
- Strategy C3** In designating areas for commercial uses, the following factors shall be considered:
- access to a collector or arterial level street;
 - access to city services;

- the existence of non-commercial uses and the potential for conflict; and,
- the presence of physical hazards.

Strategy C4 Downtown pedestrian amenities (such as sidewalks) to foster pedestrian circulation among downtown businesses and offices will be identified and developed in the city’s transportation plan.

Strategy C5 Commercial developments along arterials in the city will be encouraged to consolidate access points and combine new access points with existing ones in order to minimize traffic congestion.

Strategy C6 Acquire property in/near downtown Old Craig for use as a public parking lot.

Industrial Land Use Goal Statements (I)

Goal II.1 Group similar and compatible industrial activities within existing industrial areas for the benefit of those activities.

Goal II.2 Locate industrial activity so that it is compatible with other land uses and minimizes negative environmental impacts.

Goal II.3 Support commercial services which complement industrial uses.

Industrial Land Use Strategies (I)

Strategy I1 Areas designated for industrial use shall be designed to minimize conflict with surrounding land uses.

Strategy I2 In designating land for industrial land uses the following factors shall be considered:

- access to a collector or arterial level street;
- access to city services;
- the existence of non-industrial uses and the potential for conflict; and,
- the presence of physical hazards.

Strategy I3 Areas designated for current or future industrial use shall be protected from encroachment by incompatible land uses or other uses which, by their nature, interfere with the integrity or activity of these industrial areas.

2.0 Community Facilities

Issues

The development and expansion of community facilities, especially sewer and water, is important to the citizens of Craig. In order for community expansion to occur in a logical, planned manner, adequate infrastructure is essential. The entire community is currently served by city water. In addition, the entire community, with the exception of one household, is served by city sewer. The sewer and water services are owned, operated, and maintained by the city. This situation is unusual for most small towns in

Alaska — most of rural Alaska is still struggling with providing adequate water and sewer.

Residential neighborhoods that are safe for all ages and that are located near important community facilities such as schools, parks, youth centers, government services, and the commercial areas are desired by Craig citizens. Many community services are provided by the city, state, and federal governments as well as private and non-profit organizations. Coordinating service provision to ensure cost-effective and efficient delivery will be important as public dollars decline. Opportunities for combining services or otherwise improving efficiency, cost-effectiveness, and quality should be identified, explored, and implemented by the appropriate providers. The provision of quality, locally controlled educational opportunities for elementary, secondary and adult students is the responsibility of the City of Craig School District and the City of Craig. Where feasible, educational facilities should be located in areas with safe pedestrian access to neighborhoods, access to city sewer and water services, and access to city fire and police protection.

Community facility issues facing Craig include:

- How can Craig support the development of new community facilities such as a new high school, community center, convention center, cultural center, youth center, and health care center?
- Will there be sufficient funding to continue to implement the wastewater utility master plan?
- How can existing Craig policies and regulations be used to address cost-effective extension of utilities?

Community Facility Goal Statements (CF)

- Goal CF1.1** Develop and expand community facilities as needed for the long-term benefit of the community. Community facilities include sewer, water, solid waste, storm water drainage, and roads.
- Goal CF1.2** Satisfy the recreational needs of Craig citizens by providing more recreational facilities such as parks, ball fields, and trails.
- Goal CF1.3** Retain, to the extent feasible, publicly owned areas for public uses such as educational and recreational facilities.

Community Facility Strategies (CF)

- Strategy CF1** Public infrastructure (roads, sewer, and water) shall be in place in conjunction with future development.
- Strategy CF2** The city shall explore service area designations as the service limits for sequential development of vacant lands.
- Strategy CF3** The city's capital improvement program will be used to coordinate the development of public facilities and utilities.

Notes: Community expansion and growth can be managed using a variety of techniques. The City can control and influence the rate, amount, or geographic pattern of growth within the city limits. The means for control or influence do not, however, have to rely entirely upon regulation. In fact, administrative devices such as the sewer and water service area approach adopted in the *1994 Water and Sewer Master Plan*, and other planning approaches, can be used to guide and influence growth through the logical, planned extension of public facilities.

3.0 Transportation

Issues

A safe, affordable, accessible, and efficient road, trail, marine, and aviation transportation system is essential for community development and expansion. The local road system plays an important role in the growth and expansion of residential, commercial and industrial development in Craig. The location of future roads and trails necessary to meet the demand of residents and commercial developers will be important to minimize maintenance costs to the city. Further, remote subdivision development may overload the existing road maintenance program.

Generally the local road system in Craig is adequate but pavement throughout the city is necessary in the future. Lack of lighting and shoulders on some roads, especially roads within and connecting neighborhoods, creates a safety problem for pedestrians. Trails, parks, and bike paths have been identified by Craig residents as important to quality of life and important to enhanced pedestrian safety. For example, the Cemetery Island Trail was selected as the number one priority in the 1996 Strategic Plan. In the long term, sidewalks may also be necessary along with increased road widths. The lack of public parking in Old Craig could impact future development or renovation of that area in the future. Future local and collector streets are designated on the land use maps.

In 1996, the city adopted Ordinance No. 95-411, which outlines road improvement priorities for Old Craig and East Craig as well as pedestrian needs. These priorities are incorporated by reference into the comprehensive plan goals, strategies, and land use maps.

The long-term land use requirements to promote efficient operation of air and marine transportation industries will need to be met. The seaplane facility has poor vehicle access and road access needs improvement. Ordinance No. 95-411 identifies as a priority the construction of a collector street north of the State Highway at either Sixth, Seventh, or Eighth Streets to access both Tract B and the new seaplane facility. Regular, more convenient ferry service at a reasonable rate is desired by Craig residents as well as Prince of Wales Island residents. Craig is participating member of the Inter-Island Ferry Authority, established to develop long-term solutions to marine transportation service problems.

Transportation Goal Statements (T)

- Goal T1.1** Establish a well-designed and safe transportation system, both within Craig, and linking Craig with surrounding communities.
- Goal T1.2** Support access improvements to and within Craig for various modes of travel including automobiles, non-motorized vehicles, pedestrians, aircraft, marine ferries, and small boats.
- Goal T1.3** Provide for the efficient transport and transfer of airplane (sea and wheeled) passengers.
- Goal T1.4** Provide for the efficient transport, transfer, and storage of air and marine cargo.
- Goal T1.5** Expand and develop a permanent trail network distributed throughout the city to accommodate all trail users.
- Goal T1.6** Establish a system of neighborhood parks and trails that are safe, attractive, and accessible to residential areas and business areas.
- Goal T1.7** Promote traffic (both auto and pedestrian) safety and reduce congestion.

Transportation Strategies (T)

- Strategy T1** All new subdivision development proposals shall include a street plan that shows the pattern of future streets consistent with the future functional classification for streets in Craig.
- Strategy T2** As residential developments are planned, the subdivider shall provide for adequate right-of-way for sidewalks and trails that would connect to the existing or officially planned system.
- Strategy T3** All planning, design, and construction of roads will be required to minimize adverse impacts, and to minimize safety hazards and traffic-related problems.
- Strategy T4** Bikeways and trails shall be integrated with ongoing major arterial and collector street improvements.
- Strategy T5** City road construction standards shall require the developer to submit an engineered design for asphalt surfacing, sidewalks, and buried storm drain.
- Strategy T6** Pedestrian crosswalks will be provided at regular intervals, especially in commercial centers, in residential neighborhoods and near schools.
- Strategy T7** Trails should follow any existing greenways and available rights-of-way in the city and were feasible connect with other significant trail systems on the Island.
- Strategy T8** The following sites have been identified for marine transportation-related purposes:
- North Cove – the deep-water marine to serve the commercial fishing fleet needs.
 - South Cove – the location for commercial/recreational moorage.
 - False Island – the location for a marine reserve terminal for industrial development and island-wide transportation purposes.

- From and including the Shaan-Seet, Inc. barge ramp at 1.25 miles of Port Saint Nicholas Road east to the Craig city limits.

Strategy T9 The 1996 City Transportation Plan priorities described in Ordinance No. 95-411, Attachment “A” for Old Craig, East Craig as well as the Pedestrian Priorities found in that same Plan are included by reference. As future priorities are established as the Transportation Plan is amended, they too will be incorporated into the comprehensive plan transportation goals and strategies.

4.0 Economy

Issues

Craig supports moderate economic development. The existing infrastructure adequately serves the existing and future needs of businesses — especially with regards to sewer, water, telephone, electricity, and roads. Projects like the False Island Project are important economic development efforts supported by the community. The development of False Island will help diversify the local economy, create long-term, year-round jobs and open up more lands for both light and heavy industrial uses while freeing up land in Old Craig that may no longer be suitable/compatible for industrial development.

Capitalizing on its already growing economy to ensure that it remains strong and stable, with reduced reliance on public sector, will be the focus during the next 20 years. Craig is currently exploring industrial development that diversifies the economy. For example, the tourism industry is viewed as desirable provided it is compatible with the local lifestyle and does not negatively impact the quality of life valued by Craig residents. Supporting the continued growth of existing businesses will also be important; newer is not always better. Many of the existing local businesses have great opportunity to expand and contribute to Craig’s economy. Supporting their growth could be as important as seeking new developments.

Economy Goal Statements (E)

- Goal E1.1** Encourage a diverse economy that provides long-term, year-round employment for local residents compatible with the local lifestyle.
- Goal E1.2** Keep the cost of doing (private and public) business low by concentrating on reliable and efficient marine and air transport, efficient local traffic circulation and delivery of goods, and keeping energy and utilities costs as low as possible.
- Goal E1.3** Promote private and governmental cooperation and coordination in developing small businesses and enterprises and in attracting and locating new industry that benefits Craig.
- Goal E1.4** Encourage development that capitalizes on Craig’s growing economy and strategic location on Prince of Wales Island and in Southeast Alaska.
- Goal E1.5** Encourage development of value-added industries.

Economic Strategies (E)

- Strategy E1** Use the land use codes and plan policies to protect existing and planned commercial and industrial areas from intrusion by incompatible land uses.
- Strategy E2** The city shall support economic development efforts by existing groups such as the OEDP committee which meet the employment and occupational needs of all city residents.
- Strategy E3** The city shall support educational and occupational training programs and when appropriate, make city resources available to for these programs.
- Strategy E4** The city will provide adequate industrially zoned upland and tideland at North Cove, False Island, and Columbia Ward Fisheries, Craig Fisheries, and on the southwest shore of Crab Bay to allow for expansion of the fishing industry.
- Strategy E5** Tidelands seaward of commercial and industrial uplands shall be zoned to allow for commercial and industrial uses, except where otherwise noted in this plan.
- Strategy E6** The city will work to locate a laboratory to test for paralytic shellfish poisoning.

5.0 Recreation

Issues

Recreation is an important aspect of life in Craig. Many areas in Craig are used for recreation and include the beaches, the trails, the ball park, picnic areas, and actual recreation facilities like the gym, swimming pool, and youth center. Beaches identified as important recreation spots include those off St. Nicholas Road, those south of Hamilton Drive and east of Graveyard Island, Port Bagial, Sandy Beach, and the Graveyard Island beaches. Trails include the Sunnahae Mountain Trail and local bike paths. Picnic areas include those at Graveyard Island, Port Bagial and East Craig. In addition to the areas identified above for use as recreation, Craig residents recreate throughout the area using the many coves, bays, and harbors to access the recreational wonders of Prince of Wales Island. Recreational issues identified include the lack of facilities and access to many areas traditionally used for recreation.

Recreation Goal Statements (RC)

- Goal RC1.1** Encourage recreational opportunities in Craig to improve the quality of life in the community.
- Goal RC1.2** Provide for the future community recreational needs.
- Goal RC1.3** Retain areas in public use which have traditionally been used by the community for recreation.

Recreation Strategies (RC)

- Strategy RC1** The city shall implement a program for the acquisition and development of recreation lands and facilities.
- Strategy RC2** Existing rights-of-ways and easements for public access to beaches will be maintained.
- Strategy RC3** New subdivisions bordering on the mean high tide line will provide rights of way and/or easements from uplands to the mean high water line of record of publicly-owned tidelands.
- Strategy RC4** The city will develop the Sunnahae Trail, extend the Hamilton Drive bicycle path to the southern tip of Cemetery Island and connect it with residential development on Cemetery Island.
- Strategy RC5** The city will work with the State of Alaska to develop a bicycle/walking path along the state highway to the north city limit boundary.

6.0 Natural Environment

Issues

Residents of Craig value the natural environment — and all its attributes. These include the scenic qualities, fish and wildlife resources, fish and wildlife habitat values, good water quality, good air quality, and access to subsistence resources. These attributes also make Craig attractive to tourism and associated economic development. Craig has done a good job during its history of incredible growth of defining areas suitable for development and areas suitable for maintenance of habitat. Craig must continue to protect its natural amenities such as Crab Creek and Crab Bay and Port Bagial while promoting economic development. Many in Craig support promoting eco-tourism that takes advantage of the setting, natural environment, yet considers the impacts additional tourism might have on the existing lifestyles. Protection of coastal zone resources is provided for in the Craig Coastal Management Plan. As well, protection of tidelands at Port Bagial is provided for in the Craig Tidelands Plan.

Natural Environment Goal Statements (N)

- Goal N1.1** Maintain and protect the quality of the water, land, and biological resources within the City to provide for sustainable use of those resources for current and future generations.
- Goal N1.2** Safeguard the ability of city residents to use the land and waters in and near the city for traditional subsistence and commercial uses.
- Goal N1.3** Protect sensitive areas when designing new subdivisions, new roads, or other intensive land uses.
- Goal N1.4** Guide development to areas where soils, geology, drainage, and natural hazards pose the fewest limitations.

Natural Environment Strategies (N)

- Strategy N1** Recreation and open space areas will be protected for public use.

- Strategy N2** Existing rights-of-way and easements for public access to beaches will be maintained by the city.
- Strategy N3** Setbacks, easements, or other similar tools will be used, when appropriate, to ensure future access to and/or to protect sensitive areas.
- Strategy N4** Community parks shall be located near the schools and residential areas and in areas currently unserved by parks.
- Strategy N5** Volunteer park development and maintenance shall be encouraged through the establishment of programs like “adopt-a-park” and “adopt-a-stream.”
- Strategy N6** Development in geophysical hazard areas will be prohibited unless no feasible or prudent alternatives can be identified. The city will work with land developers to create incentives (both regulatory and non-regulatory) such as siting, design, and construction techniques that minimize damage and protect against the loss of life and property.
- Strategy N7** Timber-related activities will be consistent with the Alaska Forest Resources and Practices Act.
- Strategy N8** Crab Bay resources will be protected as follows:
- No development will occur within the tidelands of the designated protected area of Crab Bay. The protected area is shown on Map I and described in Chapter 7 of the Craig Tideland Plan.
 - No development will occur within the wind-firm buffer of Crab Bay unless it is determined that there is a significant public need and that there is no feasible and prudent alternative site.
 - Project design, operation, and construction will to the extent feasible and prudent maintain the integrity of the wind-firm buffer.
- Strategy N9** The city will work with state and federal resource and regulatory agencies to reach an agreement on the extent of eel grass impacts from tideland development in Craig.
- Strategy N10** The city recognizes the importance of Fish Egg Island as a wind block for its harbor from prevailing westerly winds, for its historical and cultural resources, and its viewshed benefits. The city will work with Shaan-Seet Inc. and Klawock Heenya Corporation to maintain these attributes perpetually.
- Strategy N11** The city’s watershed surrounding North Fork Lake will be protected by the city through the use of those extra-territorial jurisdictional powers provided to it by law.

Section Two

Background Study

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Section Two Background Study

1.0 Introduction

This background study identifies conditions in Craig that can have an influence on its future direction. The background study considers the community's current circumstances which includes the following components:

- regional and historical setting
- socioeconomic conditions
- land use
- community facilities
- transportation
- natural environment

As appropriate, trends in socioeconomic conditions, land use patterns and land demand, community facilities, and transportation, have been included in the memorandum. This information, along with the comprehensive planning goals and strategies and plan maps, will comprise the bulk of the Craig comprehensive plan.

2.0 Regional and Historical Setting

This section describes Craig's regional and historical setting and illustrates how Craig's past has shaped existing conditions in the community. Much of the historical description has been excerpted from the 1987 Craig Comprehensive Plan.

Regional Setting. Craig is located on the west coast of Prince of Wales Island in southern southeast Alaska. It is 55 air miles northwest of Ketchikan and 30 road miles from the nearest ferry terminal, Hollis, also located on Prince of Wales Island. From Ketchikan, Juneau is 235 miles to the north and Seattle 679 miles to the south. Although Anchorage is the same distance from Ketchikan as Seattle, Craig's economy (fishing, tourism, timber) is tied more closely to Juneau and Seattle.

Historic and Cultural Setting. Salteries, early precursors to canning, had been established in the early 1800's to supply growing markets for fishery resources. Salteries were established on Prince of Wales Island at Karta Bay in 1870, in Klawock in 1872, and in Craig in 1907. The Craig of today was founded when a saltery at Fish Egg Island was established by Craig Millar and eight Haida men. The saltery and a cold storage facility were constructed between 1908 and 1911 thereby establishing the present location of the City of Craig. By 1910 between 20 to 25 houses were constructed at the site. By 1912 a post office opened, E.M. Streeter opened a sawmill, a salmon cannery was constructed, and the first school was constructed. The economy of Craig declined after World War I but Craig continued to diversify and become the center of island government. It served as the seat of the U.S. Commissioner, a U.S. Marshall, and ranger station. During the 1920's a wireless station, bi-annual steamer visits from Seattle, and mail and freight shipments from Ketchikan were established.

During the 1930's the pink salmon fishery was the main contributor to Craig's growth. When the depression came, the price of salmon dropped. By the end of World War II, the prosperous era in Craig's economy ended. Much of Craig's population left for Seattle and Sitka to work in wartime industries. By 1950 Craig's population declined to 374. The 1950s saw the fishing industry decline due to greatly reduced salmon runs and along with that decline was another decline in Craig's population — down to 257 by the end of the decade. Timber harvesting activities helped to begin to stabilize the economy. Ketchikan Pulp Company opened in 1954 and subsequent timber sales to the mill from Prince of Wales Island escalated logging activity and increased Forest Service personnel to the island. However, the economic slump did not recover rapidly. The salmon runs were slow to recover in the 1960s. Craig was primarily a maintenance station for the Columbia Ward fishing fleet who purchased Libby in 1959. The main cannery was in Klawock.

From 1960-1970, Craig's population remained stable. By the 1970s the economy began to recover due to the efforts of two economic development associations — the Craig Development Corporation secured a Small Business Administration loan for building the new cold storage facility in 1969. The West Coast Development Association petitioned the U.S. Department of Agriculture to secure a Special Use Permit to construct a small mill site. Craig was establishing itself as a commercial, industrial as well as service center in Southeast and especially on Prince of Wales Island. By the 1972, a large sawmill was constructed between Craig and Klawock, providing year-round jobs. The mill was sold to Viking Lumber in the 1990s. During the 1980's Craig grew rapidly from 587 to 1231 due to increased employment opportunities from logging on Native and U.S. Forest Service (USFS) lands, improved salmon runs, state funded capital projects, and continued growth of Craig as a retail and service center.

During the 1990s Craig has remained the leader in population growth in the state as well as a center of economic activity on the island. Numerous developments have been undertaken strengthening Craig's position on Prince of Wales Island and in Southeast Alaska. The city has continued to focus on marine industrial development and expanding its local recreational and health facilities.

3.0 Socioeconomic Conditions

This section presents a brief profile of Craig's population and economy. The population profile generally describes such factors as population composition (age, sex, and race), and household characteristics. The economic profile describes Craig's economic structure and its position in the regional economy. For more detailed information on Craig's economy, refer to the 1993 Overall Economic Development Plan and subsequent annual reports.

3.1 Population

Historic Growth. In 1929, Craig had only 231 residents. Between 1929 and 1939 Craig grew rapidly to 505. This boom didn't last and Craig's population dropped by the 1950's

and kept on dropping, although gradually, until 1975. Between 1975 (at 484 residents) and 1980, Craig grew to 587 residents. This number was a significant increase from the 1929 population. By 1983, Craig’s population exploded from 587 to 907 or by 50% in just three years. In 1985 Craig grew yet another 25% and since then has continued to grow at about 25% each year, well above the statewide annual rate. Craig’s population grew to 1260 by the 1990 Census and between 1990 and 1995 Craig continued to grow rapidly at a rate of approximately 33 percent, well above the statewide annual rate. Since 1995, Craig continued to grow but at a slower annual rate or approximately 3.3 percent to the current 1999 population of 2,145¹.

Table 1
Historic Population
Craig, Alaska
1929 - 1999

1970	1975	1980	1983	1985	1990	1995	1997	1998	1999
272	484	587	907	1231	1260	1908	2043	2109	2145

Sources: Alaska Department of Community and Regional Affairs, Revenue Sharing Program, Alaska Department of Labor, U.S. Bureau of Census, City of Craig Planning Department

The 1990 census data provides a snapshot socioeconomic profile of Craig at that time. Since 1990, Craig’s population growth rate has slowed but continued at a fairly high rate compared to the state. The average population growth rate over the last seven years is 5.4 percent. This would indicate that the population growth rate has stabilized and may not continue to grow at the same high historic rate. In summary statistical terms, Craig is a community with a solid rate of growth, a community of single-family homes (excluding the variations in construction), and largely populated by young families. As a whole, its residents are well-educated, more prosperous, and fairly socially diverse. In general, Craig’s population grew in the 1980s due to increased employment opportunities in fishing and timber harvesting activities and Craig’s role as a retail and service center for Prince of Wales Island.

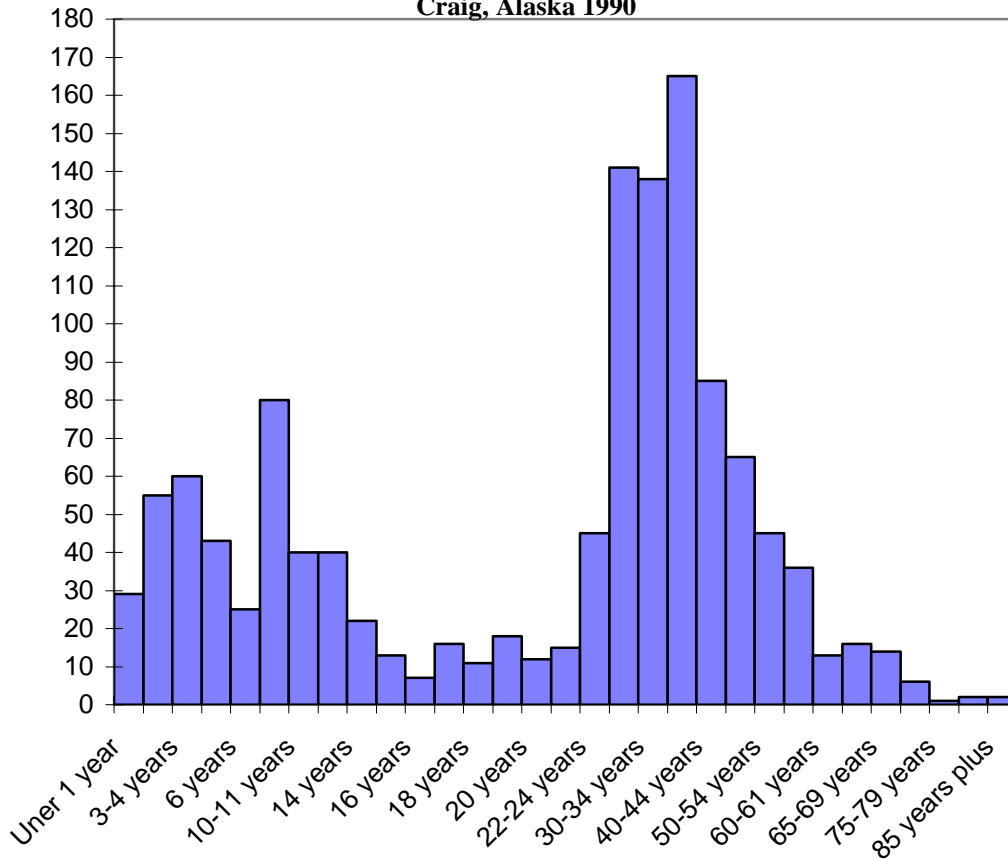
Composition of the Population. Understanding the general composition of Craig’s population will help assess future needs for public services and facilities geared to specific population groups such as the elderly or preschool and school-age children. In 1980, the median age of 26 years. This was slightly older than the median age for the larger census area of Prince of Wales Island/Outer Ketchikan at 25.7 years. Within that same census area, Craig’s 0-19 age group was a significantly smaller percentage of the overall population while the 20-64 year age group was larger. According to the OEDP, in the 1970s Craig experienced more in-migration than the area as a whole. Typically, in-migration populations are older than twenty years.

Significant features of Craig’s more recent population profile include the shift in distribution of ages. According to the 1990 Census, the median age was 28.5 years old. This is slightly less than the statewide median of 29.4 years. The largest group of residents are in the 25-39 year age group with a smaller but growing number in the under 18 year age group. There are fewer young adults in the 20-24 age group. This scarcity probably reflects a loss of young adults who have left home to pursue educational and

career opportunities elsewhere. This pattern is typical of semi-rural communities. The larger number in the 25-39 age group reflects a possible in-migration of young adults to Craig. The number of under 18 year olds reflects a growing number of school-age children especially in the group 7-13 years old. In 1990, the city had only a modest share of senior residents over 65. At that time the over 65 age group was the smallest group at only 2 percent of the total population. There will likely be a large increase in the elderly population as the existing 25-39 age group matures. In fact, the city's senior citizen sales tax exempt records for 1997 show there are 135 people 60 years and older residing in Craig. The 2000 census will likely reflect this aging of Craig's population.

Craig is predominantly a non-Native fishing community with influences of the Tlingit-Haida culture and history. The 1990 Census showed that 43.6% of the Prince of Wales Island/Outer Ketchikan Census Area population was Alaska Native. According to an analysis in the Craig 1993 Overall Economic Development Plan, Craig has, over the last 20 years, gone from predominantly Alaska Native with a substantial non-native population to being predominantly non-Native with a substantial Alaska Native population. The 1990 census shows Craig's population composition does not match with the racial composition of the larger census area. In 1990 Craig was 22.9 percent Alaska Native, 74 percent white and the balance was comprised of Asian or Pacific Islander (0.5%) and Hispanic (2.4%).

**Figure 1
Population - Age
Craig, Alaska 1990**



Of the 444 households in Craig in 1990, 68% are family households, somewhat lower than the statewide average of 70%. Married couples with families accounted for 52% compared to about 32% for Anchorage. Craig household size is 2.84, slightly higher than the statewide size of 2.68. A summary of household characteristics are in the table below:

**Table 2
Household Characteristics
Craig, Alaska 1990**

Households by Type	Number of People
Family households (families)	305
Non-family households	139
<i>Total Number of Households</i>	444
Number of married-couple families	231
Number of householders 65 years and over	7
Number of householders living alone	90
Number of male householders	28
Number of female householders	46
Persons living in group quarters	1
Institutionalized persons	1

Source: 1990 US Bureau of Census

Population Forecasts. The following table describes the population for Craig in 5-year increments beginning with 1997 and ending with the planning horizon of 2017. Although historically Craig’s population has grown by as much as 60% in a year, this trend is not likely to continue over the planning period 1997 to 2017. For purposes of analyzing population growth as it relates to future housing demand, future land demand, and overall planning for community needs, a low, most probable and high scenario have been selected for analysis.

The high scenario assumes a 5 percent annual growth and the low scenario assumes a 1 percent annual growth. The most probable forecast anticipates a 3 percent annual average reaching a total population of 3,269 in twenty years. However, these growth scenarios can be adjusted as needed to develop alternative population projections for the 5-year increments and the plan year of 2017. For instance, if the city chooses, it can adjust up the “most probable” scenario to 3.5% and recalculate the projections. The projections merely paint a picture of the range of population possibilities for planning purposes.

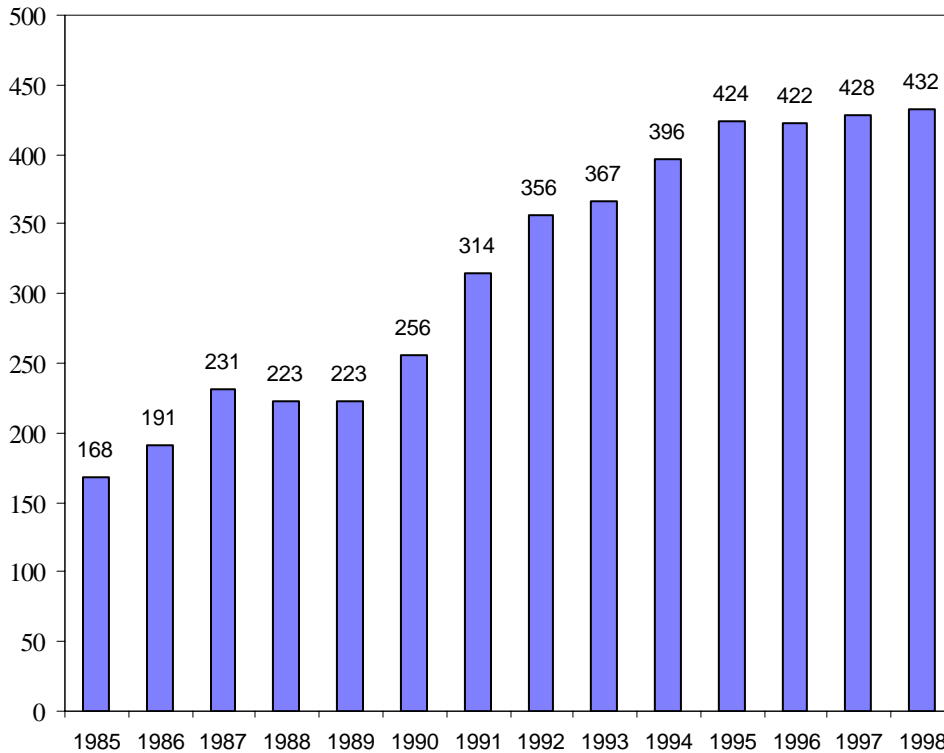
**Table 3
Population Projection Scenarios
Craig, Alaska
1997 - 2017**

Year	Most Probable (3%)	High Scenario (5%)	Low Scenario (1%)
1997 ¹	2043	2043	2043
2002	2350	2554	2146
2007	2656	3065	2248
2012	2963	3576	2351
2017	3269	4087	2453
Net Change 1997-2017	1226	2044	410

¹Base year population used to determine population scenarios.

School Enrollment. The following table describes the 1985-1998 school enrollment for kindergarten through high school in Craig. The school enrollment data confirms the historic and current population composition. The number of school-age persons in Craig increased by 34 % between 1985 and 1990 and by 40% between 1990 and 1998. This trend in school enrollment corresponds to the overall trend in population seen by Craig — continued rapid growth in the number of young families.

Figure 2
Annual Average Enrollment
City of Craig Schools
Craig, Alaska 1985 -1998



Source: City of Craig, 1998.

3.2 Economy

The economy of Craig has historically been dependent on the commercial fishing industry and more recently on both the fishing and timber harvest industries. A cycle of boom and bust has dominated Craig’s past, however, its economy has become more stable and has actually improved with stable fisheries management and expansion of the timber industry and increased employment in the public and private sectors serving the needs of the primary industries. Diversification and stable expansion of the economy are still desired as declines in the timber industry and in state and federal spending occur.

Labor Force. The following table describes the labor force in Craig by employment sector.

Table 4
Labor Force by Industry by Year
Craig-Klawock, Alaska
1985 - 1996

Year	Mining	Const.	Manuf.	Tran. Comm. Ut.	Whsl.	Retail	Fin. Ins. Real Est.	Service	Ag. Forest. Fish	Fed.	State	Local	Total
1985	0	16.75	186.75	37.5	0	101.25	34.25	45.5	0	29.25	29	159.5	639.75
1986	0	6.25	322.5	46.25	0	104	28.5	55	0	27.25	30	133.5	753.25
1987	0	0	110.75	21.25	0	131	23.75	62.5	0	26	28.25	120	523.5
1988	0	35.5	133.5	29	0	132.25	12.5	59.25	0	23.75	29.25	132.75	587.75
1989	0	44.75	210	63.25	0	140.25	24	82.25	0	29.75	31.75	125	751
1990	0	7.75	329	69.5	0	156.75	39.5	100.75	0	32.25	30.25	117.75	883.5
1991	0	0	238.75	75.5	0	163.75	43.5	103.25	0	33.75	31.5	193	883
1992	0	32.75	182	73	0	176.5	54	78.75	0	33.25	33.75	198.5	862.5
1993	0	40.75	115.25	91.25	15	185.5	57	109	0	36.25	26.5	200.75	877.25
1994	0	52.25	132.5	112.75	12.25	215.25	43	105.25	5.75	39	28.5	213.75	960.25
1995	0	74	180.25	138	13.25	205.25	35.25	114.25	3.75	45.5	25.5	235.25	1070.3
1996	6.25	55	160.75	109.5	17.25	264.25	34.5	123	9	48	25.5	241	1094
1997	27	66	225	97	23	265	50	110	7	42	27	225	1164
1998	22.5	42.25	15.05	84	17.25	24.75	78	12.75	6.5	12	28.5	241	1053

Source: City of Craig 1998.

Most of the employment in Craig reflects and reinforces the city's distinctive economic function. Craig has developed as and remains a center for government and service functions on Prince of Wales Island and as an economic force in Southeast Alaska. Most employment is currently concentrated in government, services, manufacturing, and transportation/communication/utilities sectors. Local employment in the fisheries industry (called "ag/for/fish" on the table) is described in the census as second lowest. This may, in part, be explained by how the employment data is gathered. For a more accurate picture of employment in the fishing industry, refer to the 1993 Craig Overall Economic Development Plan (1993 OEDP) and the information provided by the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission for 1985-1995.

The OEDP summarizes the changes in employment by industry sector for Craig and describes the problems associated with accounting for the size and impact of commercial fishing and shellfish aquaculture employment as well as the transportation, communication, and utilities industries on the Craig economy. According to the OEDP, the fishing industry is very mobile and the impact of the resident fleet employment on the Craig economy is probably less than employment in other sectors (confirmed by the census). However, Craig serves as a staging area for the seine fleet that fishes Districts III and IV. These two districts encompass the west coast of Prince of Wales Island. During the months of July and August when the seine fleet is in full swing, the population increases and retail and service employment increase of 40-60% (1993 OEDP). Seafood processing has only accounted for a few jobs in the area since the 1980s and 1990s.

However, jobs in commercial fishing are more accurately accounted for by looking at catch and value information provided by the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission. Craig catch and value information for fish caught on permits held by Craig residents is summarized in the following tables.

Table 5
Total Fish Catch (lbs.)
Craig, Alaska

Catch (lbs.)	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	Average
Abalone	13,484	18,248	16,594	9,291	5,689	10,298	6,870	3,699	0	0	8,460
Halibut	392,697	510,535	595,070	491,969	434,743	691,457	453,318	198,591	528,039	559,245	408,620
Sablefish	112,736	346,743	508,025	412,275	41,784	346,324	344,355	164,447	233,490	220,972	233,897
Dungeness	***	***	***	***	***	***	***	***	***	***	***
Herring roe on kelp					14,095	4,714	19,919	4,798	544,798	166,588	17,517
Misc. Finfish	451,474	332,723	42,893	38,490	58,775	80,726	185,816	22,647	71,298	66,872	211,903
Herring	***	***	***	***	0	0	0	0	***	0	0
Shrimp	***	***	7,126	51,651	***	87,471	***	139,526	305,295	237,468	77,108
Sea cucumbers							203,000	268,587	214,642	289,742	198,623
Clams	***	***	***	***	0	0	***	***	***	0	0
Salmon	1,598,422	4,671,445	3,221,876	3,678,075	2,267,551	4,614,514	4,017,189	352,3184	1,454,311	1,042,902	3,177,253
Y Fisheries			207,269	231,055	207,911	136,530	***	25,262	0	0	115,432
Geoduck/ Urchins	***	***	172,965	172,486	0	***	0	0	30,444	310,216	161,961
Mussels					141,653	52,732	0	0	0	0	32,398
Total	2,780,650	6,263,471	5,219,120	5,085,292	3,172,201	6,024,766	5,230,467	4,350,741	4,670,221	3,610,650	4,484,949

Table 6
Total Value of Fish Catch (\$)
Craig, Alaska

Value (\$s)	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	Average
Abalone	54,462	98,965	87,938	52,802	64,775	147,624	97,759	31,897	0	0	63,622
Halibut	?	674,626	984,794	939,970	433,559	884,732	910,123	405,614	528,039	559,245	702,300
Sablefish	?	296,165	381,197	389,178	47,530	346,684	487,961	342,090	233,490	220,972	305,030
Dungeness		***	***	***	***	***	***	***	***	***	***
Herring roe on kelp					63,666	33,099	347,692	122,947	544,798	166,588	213,131
Misc.	248,785	175,857	18,951	11,614	20,011	34,044	***	11,766	71,298	66,872	73,244
Finfish											
Herring	***	***	***	***	0	0	0	0	***	***	***
Shrimp	***	***	18,517	112,952	33,482	171,638	***	354,510	305,295	237,468	176,266
Sea cucumbers							363,484	340,725	214,642	289,742	302,148
Clams	***	***	***	***	0	0	***	***	***	0	***
Salmon	2,671,410	2,909,507	2,495,777	1,847,858	1,937,868	2,310,587	2,744,586	1,652,047	1,454,311	1,042,902	2,106,685
Y Fisheries	***	***	111,185	123,961	104,809	73,426	***	18,341	0	0	61,674
Geoduck/Urchins	***	***	105,456	138,799	0	***	0	0	30,444	310,216	83,559
Mussels					133,846	114,154	0	0	0	0	41,333
Total	2,974,657	4,588,896	4,604,755	3,617,134	2,775,880	4,115,988	4,951,605	3,279,937	3,382,317	3,110,349	3,740,152

Table 7
Total Fishing Permits
Craig, Alaska

Permits (#)	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Abalone	6	16	18	18	12	19	19	16	0	0
Halibut	53	61	62	52	38	66	70	49	46	35
Sablefish	11	14	13	15	6	11	19	10	10	8
Dungeness	3	1	2	3	1	1	1	1	3	1
Herring roe on kelp						11	38	12	65	70
Misc.	34	28	14	18	14	7	5	42	11	18
Finfish										
Herring	1	2	2	2	0	0	0	0	2	0
Shrimp	2	2	10	14	14	21	17	25	24	20
Sea cucumber							30	42	44	33
Clams	1	1	1	1	0	0	2	1	1	0
Salmon	73	77	80	81	78	84	85	85	84	87
Yfisheries		1	17	20	18	12	3	5	12	9
Geo/Urch/M ussels	2	2	12	18	20	21	2	0	11	43
Total	186	205	231	242	201	253	291	288	313	324

The catch value of fish caught on permits held by Craig residents doubled between 1980 and 1995. The values rose from \$2,427,993 for 1985, to \$5,129,120 for 1990 and the slightly declined to \$4,868,162 for 1995. The amount of catch (lbs.) has been the largest for salmon with 4,447,630 pounds caught in 1985 and 3,523,184 pounds caught in 1995. Halibut, sablefish, and miscellaneous finfish were the next highest catch. Halibut and salmon brought in the highest value of catch with halibut totaling \$60,252 in 1985, increasing to \$984,794 in 1990, and then declining to \$405,614 in 1995. Salmon brought in \$2,191,573 in 1985, \$2,495,777 in 1990, and then declined to \$1,642,047 in 1995. Values for salmon were highest in 1989 while values for halibut were highest in 1993. The total number of permits held by Craig residents for commercial fishing rose from 136 in 1985 to 288 by 1995. Most of those permits are held for salmon and halibut fishing.

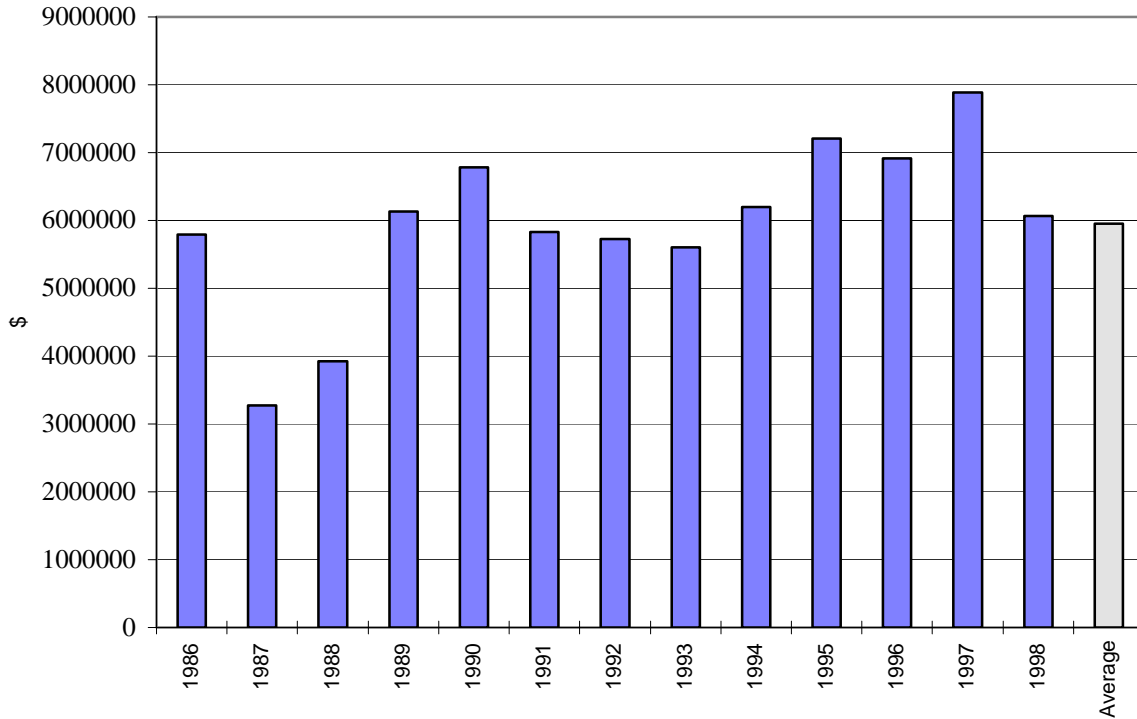
Construction employment fluctuates and actually saw declines in the 1980s. However, steady increases in the number of construction jobs has occurred during the 1990s and is expected to continue. Manufacturing encompasses the timber industry and seafood processing industry. Timber industry employment in Craig fluctuated wildly in the 1980s but has stabilized during the last decade (1993 OEDP). Employment in the Klawock sawmill has been more erratic and may continue to be somewhat unstable.

Jobs in the transportation, communication, and utilities industries are subject to seasonal fluctuations in other sectors such as timber harvest. Increases in this employment sector were seen in response to increasing boat charter activity and fluctuations in the price of logs in the early 1990s.

Retail has seen the largest growth and is most likely tied to increases in population growth in Craig and on Prince of Wales Island. Even the population has grown staidly despite declines in various industry sectors, so has employment in the retail sector (1993 OEDP). The expansion of the road system on the island has directly benefited the Craig area by reinforcing its position as a retail center for the whole island. The retail sector is serving a market beyond its own population base. Employment in the finance, insurance and real estate sector has grown steadily but modestly. Employment in the service sector has followed the same pattern of growth as the retail sector. State and local government employment has grown significantly in the 1980s probably due to growth in the overall State budget. Federal government employment has only grown modestly during the same period.

Wage and Salary. Figure 3 summarizes total average annual wages between 1985 and 1998.

**Figure 3
Average Quarterly Wages
Craig, Alaska 1986 - 1998**



Source: Alaska Department of Labor, Research & Analysis, Ms. Jo Donner, ADOL Research & Analysis, ES 202 Unit, PO Box 25501 Juneau, AK 99802-5501

Future Economy. Craig’s economy has numerous strengths. It is a commerce center for Prince of Wales Island and Southeast Alaska, it has survived a boom and bust economic history and come out in a stable position with growth in the services and government sectors in response to the demands of the primary industries they serve.

The following table summarizes employment projection scenarios based on a most probable (3%) scenario growth rate, a high scenario (5%) growth rate, and a low scenario (1%) growth rate.

**Table 8
Craig Employment Projections
1996 - 2017**

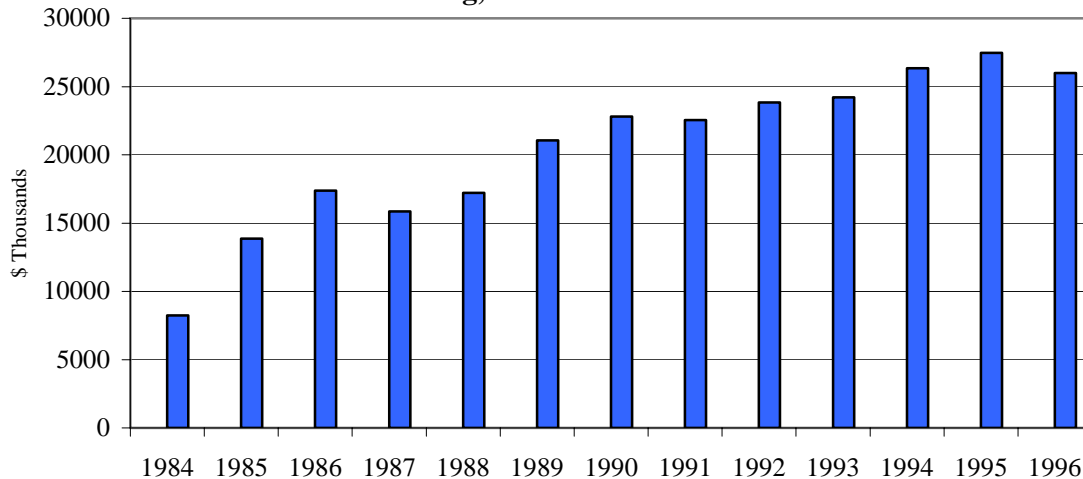
Year	Most Probable (3%)	High Scenario (5%)	Low Scenario (1%)
1996 ¹	1093	1093	1093
2002	1291	1486	1159
2007	1456	1761	1214
2012	1621	2036	1269
2017	1786	2311	1324
Net Change 1997-2017	693	1218	231

¹Base year employment used to determine population scenarios.

Overall, the most probable economic scenario for Craig is for modest employment growth estimated to average about 3% yearly or 693 by the year 2017.

In 1997, almost \$27 million came to the city in sales tax revenues from taxable business sales — an increase of 12 percent since 1990. Tax exempt sales, such as those for building materials for which a building permit is issued, sales to the elderly and exempt services such as medical care, are not included in the numbers.

**Figure 4
Taxable Business Sales
Craig, Alaska 1984-1996**



Source: City of Craig

Real property assessed values for industrial, commercial, residential, mobile homes/travel trailers, and float homes are summarized in the table/chart below.

**Table 9
Real Property Assessed Values (000\$)
Craig, Alaska
1990 - 1997**

Land Use	1990	1991	1992	1993	1994	1995	1996	1997	1998
Industrial	4,293		4,925	7,768	10,373	9,495	10,783	11,918	13,852
Commercial	7,873		8,880	10,963	11,486	13,453	16,192	17,750	19,780
Residential	11,498		11,219	15,400	16,815	18,844	22,910	26,755	31,870
Shaan-Seet					1,173	1,544	1,980	2,720	3,206
Klawock Heenya Corp.					1,807	722	489	649	387
Mobile homes					1,856	2,078	2,562	3,080	3,108
Float Homes					48	46	85	85	48
Other*	6,772		5,294	3,214					

Source: City of Craig, City Clerk

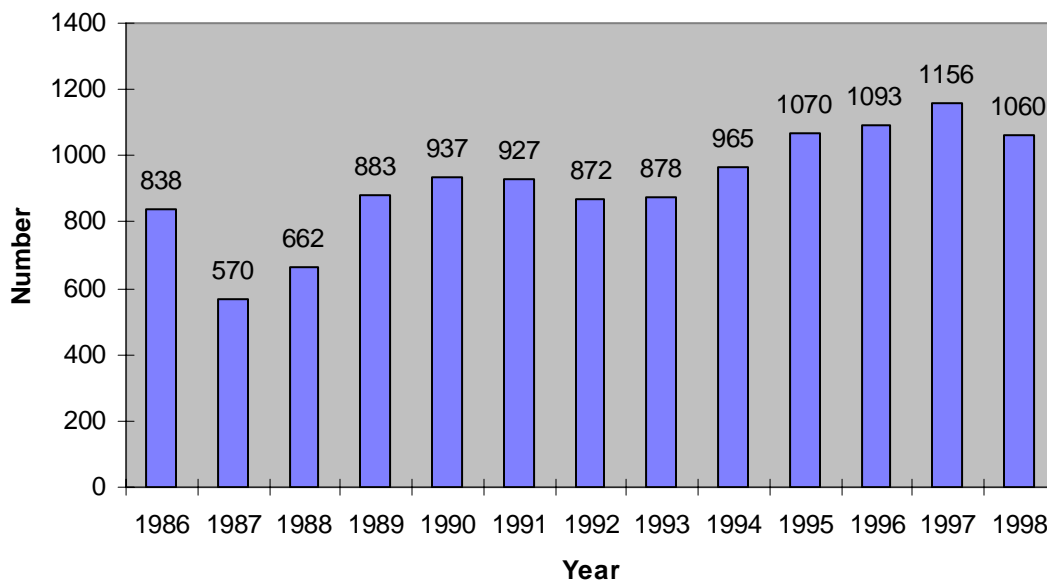
* Includes Mobile Homes, Mobile Home Parks, Leases of public lands

Craig real estate values for all land uses rose from \$30.4 million in 1990 to \$62.9 million in 1997 or an increase in assessed values of 48%. Real estate values for industrial land uses (land and building) rose from \$4.2 million in 1990 to \$11.9 million in 1997, an increase of 35% in just 7 years. Commercial real estate values (land and building) rose from \$7.8 million in 1990 to \$17.7 million in 1997 or 44%. Residential real estate values grew at a similar high rate with values at \$11.4 million in 1980 and \$26.7 million in 1997 or an increase of almost 43%. Mobile homes/travel trailer real estate values increased the most from \$1.8 million in 1994 to \$3.0 million in 1997 or an increase of 60%. There is no data available for this land use between 1980-1993. The increases in real estate values during this period match well with rate of growth for population and employment experienced in Craig during the same period.

Other notable real estate values are those for Shaan-Seet, Inc., and Klawock-Heenya Corporation holdings. Shaan-Seet real estate values rose from \$1.1 million in 1994 to \$2.7 million in 1997. Klawock-Heenya Corporation real estate values, however, declined from \$1.8 million in 1994 to \$649,000 in 1997. The Alaska Native Claims Settlement Act (ANCSA) allows one-year-only assessments for logged parcels. This rule results in great fluctuations in amounts of annual assessments on ANCSA land.

Figure 4 describes employment growth between 1986 and 1998 for Craig.

Figure 5
Average Annual Employment
Craig, Alaska 1986-1998



Source: Alaska Department of Labor, Research & Analysis, Ms. Jo Donner, ES 202 Unit,

Source: Alaska Department of Labor, Research & Analysis, Ms. Jo Donner
ADOL Research & Analysis, ES 202 Unit, PO Box 25501 Juneau, AK 99802-5501

4.0 Housing

The housing situation, both structural type and availability, has been a long-term planning issue for Craig. Review of the occupancy and tenure information indicates a preference by Craig residents for owner-occupied housing units. However, the data also indicates that there has been a preference for mobile home-type housing, probably due to cost. As Craig continues to grow, home ownership remains high as the census indicates it has been, incomes remain stable and relatively high, there will likely be a shift from mobile homes/trailers towards more stick-built homes.

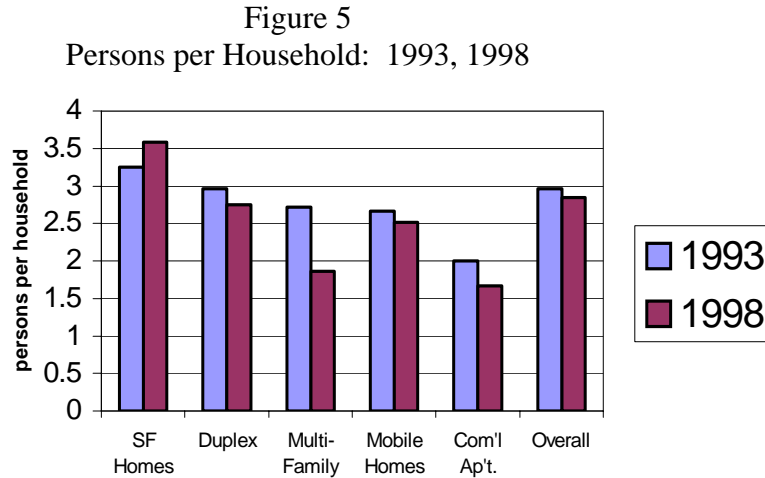
There is a predominance of single-family, owner-occupied housing which fits the picture of Craig as family-oriented. The higher rate of owner-occupancy may also be consistent with a slowing in population turnover in recent years. The higher rate of home ownership also explains why Craig has been able to weather the recent hard economic times felt by the rest of Alaska. The low homeowner vacancy rate indicates a lack of availability of homes to purchase. The higher renter vacancy rate indicates a slightly better situation for obtaining rental housing.

Housing Vacancy. Housing vacancies in Craig have historically been quite low, and fluctuate between sources of information. While the 1980 federal census put the vacancy rate in Craig at ten percent, subsequent local studies revealed much lower vacancies: one percent in August, 1984; three percent in January 1985; and 1.2 percent in June, 1985. The low vacancy rates and increasing rents and land costs documented the public need for additional housing in the 1986 Comprehensive Plan and 1990 revised Craig Coastal Zone Management Plan.

The 1990 census reported a 12 percent vacancy rate in Craig. A 1993 housing survey found a 5.5 percent vacancy, although apartments and mobile homes in trailer courts revealed a zero percent vacancy rate. A random sampling of housing units in March, 1998 conducted by the subsistence division of the Alaska Department of Fish and Game (ADF&G) found an eight percent vacancy rate, with single family homes (zero available) having the lowest vacancy. Mobile homes lead the vacancy rate among the seven types of local housing units with 89 percent occupancy.

Craig's vacancy rate remains very low, in spite of the increases in the number of housing units. When compared to vacancy rates listed in the Alaska Department of Labor's 1998 Population Estimates publication, vacancy rates in the POW/Outer Ketchikan census area (18.95%) and Southeast Alaska (12.20%) are substantially higher than Craig's. Even when compared to the two Southeast Alaska communities closest to Craig in population and economy, Wrangell and Petersburg (16.34%), Craig's vacancy rate is very low. Such statistics evidence a continuing substantial public need for housing in Craig.

Persons per household and percentage of housing stock figures showed some variance between the 1993 and 1998 housing surveys. Figure 5 illustrates the changes.



Persons per household by housing unit
Source: City of Craig; Alaska Dept of Fish and Game

The average amount of persons per household in single family homes increased from 3.25 to 3.5 between 1993 and 1998. However, the most notable change in persons per household between 1993 and 1998 is the large reduction in the household size of multi-family household units. The multi-family household size is almost half as large in 1998 than it was in 1993. While the slight increase in the persons per house rate for single family homes during the same time could mean that families once occupying multi-family housing are moving to single family housing units and being replaced by smaller households in multi-family structures, it could also mean that larger households in multi-family structures are moving outside Craig, possibly to Port St. Nicholas.

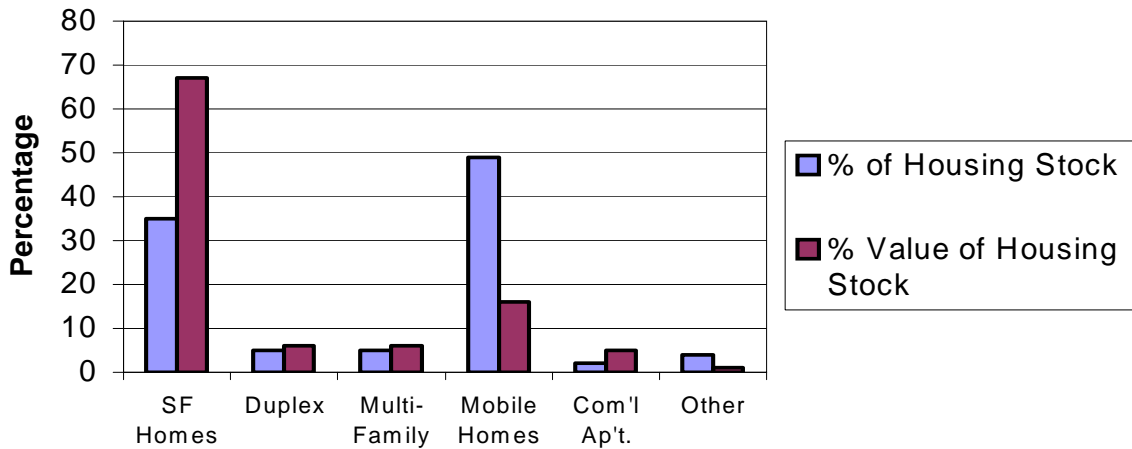
Mobile homes continue to be the most used form of housing in Craig. Housing surveys conducted in 1985 and 1993 show that mobile homes totaled about 47 percent of the housing stock. A 1998 random sample survey revealed that mobile homes are 50 percent of the local housing stock, due largely to two expansions during the 1990's of the Shaan-Seet, Inc. mobile home park. Figure 6 displays Craig housing types, by percentage, in 1993 and 1998.

Housing Types. Single family homes in Craig have also increased as a percentage of the housing stock, from 30 percent in 1993 to slightly more than 33 percent in 1998. Floathomes, however, have declined from a total of five percent of total housing to about two percent. Other housing types, such as multi-family homes and apartments in commercial buildings have remained largely unchanged as a percentage of total housing.

While mobile homes represent a majority of housing types in Craig, they represent a much smaller proportion of assessed value. As detailed in Figure 6, single family homes, which make up 33 percent of the Craig's housing stock, contribute 65 percent of property tax revenues received from residential property. Mobile homes account for 17 percent of residential property

tax revenues. The balance of housing types, with the exception of live-aboard boats in Craig's harbors, which are not taxed as real property, contribute amounts about equal with their proportion of the housing stock.

Figure 6
Percentage of Housing Stock and Values

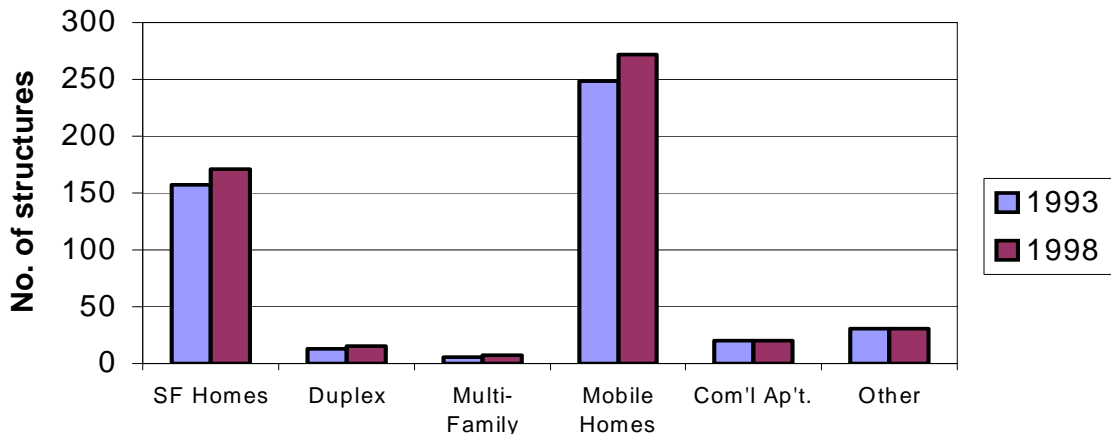


Source: City of Craig; Alaska Dept of Fish and Game

The discrepancy between the percentage of total housing type and contribution to the property tax base of mobile homes and single family homes is a condition that has occurred since Craig began its rapid growth in the 1980's. A portion of the goals section of the Comprehensive Plan is dedicated to equalize the aggregate number of mobile home and non-mobile home housing types.

While Figure 6 provided percentages of housing types in Craig, Figure 7 illustrates the aggregate number of each type of local housing at given years.

Figure 7
Aggregate Housing Types: 1993, 1998

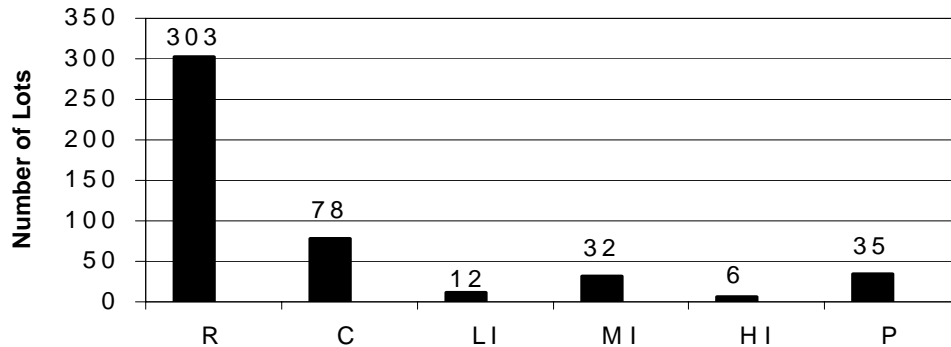


Source: City of Craig

Figure 7 confirms that data shown in Figure 6 above; that the proportion of housing types in Craig has remained largely the same since 1985.

Land Use. Figure 8 summarizes the number of lots per zone in 1998. Note that all residential zones are combined into one designation (Residential). All other zones are broken out separately. Individual residential lots account for more than half of all platted lots in Craig. Commercially zoned lots are the next most common, followed by publicly owned and then marine industrial properties.

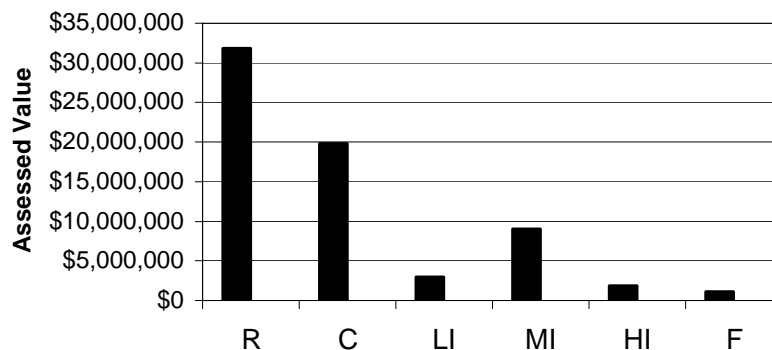
Figure 8
Aggregate Lots per Zone: 1998



There are relatively few light industrial and heavy industrial lots in Craig. This dearth of heavy and light industrial properties will be reduced with the development of the J. T. Brown industrial park and surrounding properties, but demand for light and heavy industrial lots will likely exceed supply until all industrial-designated lots on the comprehensive plan's land use map is developed.

The number of publicly-owned lots in Craig will likely be reduced in the coming years as the city surpluses and sells the approximately 20 platted, residentially zoned lots it owns. These lots, in the Salmonberry, Craig Millar and Crab Cove Heights subdivisions, represent a significant opportunity for the city to make available residential lots for much needed housing in Craig. Given that the 1998 ADF&G survey found zero vacancies among local single family homes, and given the historic and well documented lack of housing in Craig, demand for single family housing remains among the highest for local housing types.

Figure 9
Assessed Value per Zone: 1998



Values of most of the various zones in Craig is proportionate to their preponderance. Figure 9 shows, the assessed value of the residential, marine industrial, commercial and other zones corresponds with the number of lots shown in Figure 8. This consistency between quantity of lots and assessed value of zones demonstrates that each zone largely contributes roughly in proportion to its aggregate number of lots and, presumably, to the demand for local services that those lots create.

There is one notable zone missing from Figures 8 and 9. That zone is forestry. The forestry zone is applied to properties that are used for timber harvest or rock quarrying. Because forestry properties are very large, unsurveyed tracts, they account for zero individual lots. In terms of acreage, however, the forestry zone represents the single largest zone in Craig, covering about 80 percent of land within the municipal boundaries. In addition, all forestry-zoned land in Craig is made up of land conveyed to Native-owned, for-profit corporations under ANCSA. ANCSA prohibits property taxation of these lands unless that land is developed within the terms defined in the law. ANCSA land can be considered developed if it is platted (through subdivision or leasing) or physically developed to accommodate business or another on-the-ground activity. Federal law also allows a municipality to levy a property tax on ANCSA land that is logged in the tax year or year following the year that the logging activity occurred. Logged parcels are not subject to taxation in other years unless a subsequent activity on the parcel meets the developed definition. As a result, the forestry zone represents a large portion of the land in the municipality, but contributes in most years zero to property tax receipts.

Future Housing Unit Demand. Based on the population projections, estimates of future housing and land acreage demand were developed. For the most probable scenario (3.5% population growth rate), by the year 2017, approximately 432 new dwelling units are estimated to be required. This includes all dwelling units (detached single-family, apartments, duplexes, mobile homes, etc.). The housing demand figures are based on population projections in 5-year increments for the various growth scenarios along with average household size and number of occupied households. The types of housing units could vary from single-family to multiple-family units.

Table 10
Estimated Net Housing Unit Demand ¹
Craig, Alaska
1997 - 2017

Year	Most Probable 3%	High Scenario 5%	Low Scenario 1%
1997 – 2001	108	180	36
2002 – 2006	108	180	36
2007 – 2011	108	180	36
2012 – 2016	108	180	36
Total by 2016	432	720	144

The acreage demand takes the housing demand for each growth scenario in 5-year increments and figures a maximum desired density of 4 dwelling units per acre. The acreage demand figure is a rough estimate of the land needed to accommodate the projected number of housing units needed by the year 2017.

Table 11
Estimated Net Acreage Demand ¹
Craig, Alaska
1997 - 2017

Year	Most Probable 3%	High Scenario 5%	Low Scenario 1%
1997 - 2002	27	45	9
2002 - 2007	27	45	9
2007 - 2012	27	45	9
2012 - 2017	27	45	9
Total by 2017	108	180	36

¹ Assumes a maximum desired density of 4 dwelling units per acre.

5.0 Land Use

5.1 Land Use Patterns

Land use patterns in Craig have been, and are currently, influenced by physical factors, cultural and historic factors, and land ownership. The physical factors influencing the layout of uses in Craig include the soils, topography, geology, surface drainage, the wind direction, and the proximity of water (Crab Bay, Port Bagial, Bucareli Bay, Klawock Inlet). Development suitability can directly influence land use in terms of location and cost. Crab Bay and Crab Creek has been both the stimulus for settlement and a natural hazard to development.

The cultural factors influencing land use patterns include the historical development of Craig and how it has grown as a trade center for Prince of Wales Island and the southeast region. New jobs have resulted and, with that, new residents have moved to fill those jobs creating a demand for housing and city services. With these new workers has come a demand for commercial goods and services thus stimulating the local economy. Craig has served as the transportation center for the region attracting commercial and industrial development. Quality of life concerns of residents has prompted an increased demand for recreation areas and recreation facilities. The accessibility to subsistence has influenced the continuation of subsistence uses and activities in and around Craig.

Commercial Land Uses. Commercial land uses include grocery/department stores, restaurants and snack shops, lumber and hardware stores, gas stations, boat and motor stores (including repair), and other retail trade operations. In the last 10 years, the retail sector has greatly expanded offering residents of Craig more goods and services. For the most part the commercial uses are concentrated in the downtown area and in East Craig.

The downtown area of Craig can generally be defined as that area at the terminus of the Craig-Klawock Highway between First and Ninth Streets and along the highway which is called Water Street. The waterfront has historically been the focus of commercial as well as industrial development. The northern waterfront area has historically had residential development. Land uses in downtown include the city hall, fire hall, youth center, library, public safety building, City Gym, numerous small businesses, hotels, marine-related services, banks, and cafes. The remainder of the original townsite is predominantly residential.

East Craig begins east of the North and South Cover Harbor, and is the location for much of the newer commercial and industrial development. Shopping centers and restaurants as well as commercial offices have grown up along the highway corridor. As well, there are established marine-industrial uses along the highway. The main concentration of commercial and industrial uses are located along the highway past the small boat harbors.

Industrial Land Uses. Industrial uses include such uses as warehousing, storage, construction-related industries, marine and aviation-related industries and are for the most part concentrated along the downtown waterfront, at the float plane dock, and with some industrial support businesses at the North and South Cove Harbor. Key industrial locations include the harbors, the float plane dock, portions of the waterfront between Water Street and the waterfront and the J. T. Brown Industrial Park. There has historically been a mix of commercial and industrial uses along the waterfront that will likely continue in the future. Industrial uses at the harbors are likely to expand as Craig's role in the fisheries industry continues. Industrial uses at the float plane dock are also likely to continue to grow as air cargo and passenger traffic increases. More and more cargo is transported by air to the Craig and the communities on Prince of Wales Island. Aviation-related support facilities include aircraft repair, fueling, cargo handling, transfer, and storage, and passenger services.

Residential Land Uses. Residential uses include detached single-family units, multi-family units (duplex and apartments), mobile homes, and floathomes. Residential uses account for the majority of land use in Craig. Each of the residential neighborhoods in Craig has its own unique character that deserves acknowledgment and protection from incompatible uses. There is a mix of residential types in the downtown with much of the older sections in downtown Craig developed with mobile homes, trailers, and multi-family units. The newer subdivisions have developed with detached single-family units and fewer mobile homes and trailers. Mobile homes and travel trailers have been a solid source of housing when shortages and housing costs prohibited other residential development. A number of mobile home parks exist in Craig and have met many of the housing needs for residents for a long time. Providing for mobile homes as a viable housing type in the future will be an important issue as Craig continues to grow. Floathomes are another housing type found in Craig and a number of them currently dot the coastline. A historical and unique housing type, floathomes have been an important part of Craig's past. The decision to provide for floathomes in the future must include an evaluation of the trespassing issues (accessing across private properties) and lack of city services.

There are a number of vacant parcels scattered throughout Craig in residential neighborhoods that could “fill in” with homes in the future. However, the availability of housing, both single-family and multi-family, has historically been an issue for Craig residents. It is likely to continue to be an issue in the future even with a moderate rate of growth. The development of new housing is being addressed by various non-profit housing authorities and private land developers. For example, Shaan-Seet Inc., plans to develop a subdivision on Cemetery Island that will accommodate much of the projected population growth and housing demand by the year 2017. In addition, properties overlooking Crab Bay may be attractive for future residential development.

Public Land Uses. Public land uses include those facilities operated by the city, state, and federal agencies. Uses may include facilities such as city, state and federal offices, the city fire and police stations, airport, schools and recreational areas and facilities. Most of the public land uses are concentrated in or near Old Craig and East Craig. There has been some scattering of uses in the last 10 years towards Cemetery Island and out St. Nicholas Road.

Subsistence Land Uses. Subsistence uses primarily include fishing and hunting and are primarily located outside the developed portions of the city.

Future Areas of Growth. As land became available for development along Pt. St. Nicholas Road, the area grew. It is likely to continue to grow as it provides residents options for larger lots and a more rural lifestyle opportunity. Although outside the city limits of Craig and not on the property tax rolls, residents of the Pt. St. Nicholas area typically use services located in Craig — schools, government services, shopping, and medical, to name a few. However, sewer services do not extend to the area and are likely not to be extended unless the area becomes part of the city. As the area grows and demand for city services increase, policies regarding the extension of services and how to extend those services (annexation, creation of service areas) will need to be developed and implemented by the city.

5.2 Land Ownership

The passage of the Alaska Native Claims Settlement Act (ANCSA) on December 18, 1971 has definitely influenced land ownership in and around Craig. Specifically, Klawock-Heenya Corporation and Shaan-Seet Inc. have ended up as the major private landowners inside the city as well as adjacent to the city. The state and federal government are still major landowners on Prince of Wales Island. State and federal government lands include the airport, several roads and miscellaneous public facilities. However, inside the city limits of Craig the major landowners are private landowners — Shaan-Seet Inc. and Klawock-Heenya Corporation, who between the two own approximately 92 percent of the uplands within the Craig city limits. Land availability for future development is predominantly tied to these village corporation holdings. There are few private or city holdings available for development. This land ownership pattern has been viewed in the past as a constraint but could also be viewed in the future as an

opportunity for public and private partnerships for development. Many cities have historically been dominated by large private single landowners and have worked out a relationship whereby those private lands are developed compatibly with city long-term goals for growth. There are opportunities for managing the long-term housing and land acreage demands of Craig residents by working collaboratively with the village corporations.

5.3 Land Use Issues and Conflicts

The major land use issues and conflicts include the shortage of land available for new development, especially residential development, and the debate over housing types. Because much of the private land is held by one or two large landowners, the rate at which land becomes available for private development is very slow. What type of housing is most suitable for Craig also continues to be debated — should it be detached single family, should mobile home and trailers continue to be allowed on individual lots, and what should the city’s policy be regarding floathomes? The continued mix of residential and small commercial uses in established neighborhoods or “home occupations” also poses a potential for conflict.

Future commercial and industrial development opportunities will need to be supported to replace losses in the public sector with declining state and federal dollars and to support the seasonal fluctuations in the fishing and timber industries. Commercial and industrial development, especially along Craig’s waterfront, and the protection of important environmental resources, such as water quality and fish and wildlife habitat, have been planned for in Craig’s Coastal Management Plan. Part of the waterfront is designated for development while parts are designated for preservation.

The waterfront area is also faced with a number of other planning challenges: lack of parking, unsafe pedestrian circulation, competition from East Craig businesses, and lack of space for growth. Redevelopment or reuse of land in Old Craig will open up developable lands for commercial and industrial uses. Development in Old Craig and East Craig can occur simultaneously without diminishing business advantages provided the type of development is compatible with the surrounding land uses. For example, Old Craig has an established land use pattern as the core area with a mix of commercial and residential. Continuing to support this mix will benefit existing business owners and stabilize the neighborhood for the future. However, it will be important to keep in mind that while this mix may fit now for most Craig residents, it can pose a potential “not in my backyard” problem as neighborhoods change over time. Moreover, it can pose public safety problems that end up falling to the city administration to fix. This may be more of a zoning issue in that site development controls can be used to minimize these incompatibilities — building height, off-street and on-street parking standards, setbacks, maximum lot coverage.

East Craig appears to be growing more as a shopping center destination with mini-malls, parking lots, and other more land-extensive uses. This type of development usually requires larger lot sizes, different access requirements, and can generate other design

issues such as signs, hours of operation, etc. It will be important to recognize that by grouping similar and compatible commercial uses within existing commercial areas, the commercial uses will benefit and potential land use conflicts can be minimized. Likewise, grouping industrial activities within existing industrial areas for the benefit of those activities also minimizes land use conflicts.

The addition of small commercial nodes in future residential neighborhoods, like “quick stops”, can provide a necessary function. They provide pedestrian-accessible shopping that eliminates the need for a car. However, the addition of these traffic-generators can have the potential to change the character of the neighborhood from a residential area where it is quiet during the evening when people are enjoying their homes and it is safe for children and seniors to walk, to a neighborhood where cars come and go late in the day and generate noise and dust in the summertime, and dangerous conditions for pedestrians.

6.0 Community Facilities

6.1 Wastewater System

Collection System. The City of Craig provides wastewater service (sewer) commencing at the 2.0 mile mark of the Craig/Klawock Highway. East Craig is served by the collection system that includes four pump stations while Old Craig has a collection system which includes two pump stations. The wastewater is pumped to the treatment plant on Cemetery Island.

Because of the terrain, all of the wastewater produced in Craig is pumped to the treatment plant. Most of the pump stations are 9-10 years old. Maintenance problems have been reported by the City Department of Public Works. The collection system consists of more than 10,000 linear feet of 8 inch and 6 inch pipe. For more details on the wastewater collection and treatment facilities, refer to the 1995 Wastewater Facilities Master Plan.

Wastewater Treatment. According to the City of Craig Wastewater Facilities Master Plan, wastewater flows in the city increased significantly between the mid-1980s through 1997. This was due primarily to significant population growth in recent years. In order to comply with the discharge permit and provide for projected growth, the City improved the collection and treatment facilities.

The Master Plan studied the existing collection system and the wastewater treatment plant. According to the Master Plan, the existing sewers and interceptors are in good condition, neither inflow nor infiltration is excessive, and capacity is more than adequate. In addition, the existing pump stations appear to have adequate capacity. The main problem area identified was the area served by East Hamilton Drive pump station where infiltration is high and the area served by the Water Street Pump Station where infiltration and inflow are excessive. An evaluation of the existing wastewater treatment plant was conducted as part of the Master Plan. Conclusions drawn include: (1) the

former treatment plant capacity was sufficient to treat only 20 percent of the current average daily dry weather flow (2) overall capacity was limited by rotating biological contractor (RBC) unit; (3) many parts of the plant were old and near the end of their useful life; and (4) the existing outfall discharges very close to shore and at low tide the turbulence caused by the discharge is clearly visible. It is likely that the discharge from the outfall violates state water quality standards. The former site is very small and a secondary treatment plant could not be constructed at that location without property acquisition. The site of the former treatment plant is also located in a residential neighborhood.

The City has since removed the existing treatment plant and constructed a new facility on Cemetery Island, south of the cemetery. Construction of a new plant on Cemetery Island brings water, sewer, and power to the island thereby opening it up for potential development. However, the new plant provides primary treatment only with a discharge outfall approximately 3,300 feet long. The useful life of the new facility is expected to take care of Craig's wastewater treatment needs well into the next century.

6.2 Water Facilities

Until 1992, the City of Craig was supplied with water from a small spring and earthen dam at the base of Sunnahae Mountain. Water was then pumped across Port Bagial, chlorinated, and pumped to a 175,000 gallon and a 450,000 wood stave tank and distributed through a system of 6 and 8 inch water mains. Water consumption averaged 306,000 gallons per day (gpd) and reached peaks of 489,100 gpd. Inadequate water and the potential for seismic activity to disrupt water supply limited the availability and reliability of a long lasting water source. The limitations of the existing supply prompted the city to construct a dam at North Fork Lake and install 10 miles of pipe along St. Nicholas and connected to the city's water system.

In April, 1992, the city's new gravity filtration water treatment plant came online. The plant can treat 600,000 gallons of water daily for distribution to residents of the city and to customers within the north Port St. Nicholas Subdivision. Both the water treatment plant building and property have room for expansion to provide additional water treatment as needed. The city has authorization from the State of Alaska to draw up to one million gallons per day from North Fork Lake for municipal water needs. The current daily average water consumption from the treatment plant is approximately 210,000 gallons.

While Craig's population has increased 50 percent since 1991, consumption of treated water has dropped 25 percent. Annual water consumption was 100,000,000 gallons in 1991. 1998 saw only 75,000,000 gallons used. Normally, water consumption rises with an increase in population. However, efforts by the city since 1993 to control leaks within the water distribution system, and the emphasis on installing meters on all new water services, and on existing commercial services, has led to a substantial reduction of water usage.

Both the water treatment plant building and property have room for expansion to provide additional water treatment as needed. As of December, 1999, the city is in the process of developing a water facilities plan to document current and proposed future needs for the water treatment and distribution system. Anticipated improvements include additional water treatment capacity, new treated water storage, and improvements to the existing distribution system.

6.3 Solid Waste Facilities

The City of Klawock operates the local landfill and estimates the useful life of the site at 30-50 years.

6.4 Recreation Facilities

Recreation is extremely important to the community of Craig and according to the June 1986 *Craig Comprehensive Plan* many residents felt that recreation opportunities were insufficient. Flightseeing, sportfishing, boating, canoeing, kayaking, hunting, hiking, wildlife viewing and photography, shopping, dancing, dinning, and camping are typical modes of recreation in Craig. The following areas are also commonly used for recreational activities.

Table 12
Recreation Facilities
Craig, Alaska
1998

Area	Type of Recreation
Ball Park	<ul style="list-style-type: none"> • baseball and softball activities
Graveyard Island	<ul style="list-style-type: none"> • hiking, beach combing, berry picking, bird watching, wildlife viewing, etc.
Port Bagial	<ul style="list-style-type: none"> • hiking, beach combing, berry picking, bird watching, wildlife viewing, etc.
Crab Bay	<ul style="list-style-type: none"> • hiking, beach combing, berry picking, bird watching, wildlife viewing, etc.
Bike Path	<ul style="list-style-type: none"> • biking, walking, running, etc.
Mt. Sunnahae Trail	<ul style="list-style-type: none"> • hiking, wildlife viewing
High School & City Gyms	<ul style="list-style-type: none"> • volleyball, basketball, weight lifting, etc.
Craig Child Care Center	<ul style="list-style-type: none"> • play area for small children & exercise course
Graveyard Island	<ul style="list-style-type: none"> • picnic area, horseshoes, playground
Port Bagial	<ul style="list-style-type: none"> • picnic area
Beaches	<ul style="list-style-type: none"> • hiking, beach combing, bird watching, wildlife viewing, etc.
Aquacenter	<ul style="list-style-type: none"> • swimming, aquasize, general recreation
Sandy Beach Park	<ul style="list-style-type: none"> • picnicking, wildlife viewing, walking, beachcombing, etc.
Area between Noyes, Baker, Lulu Islands and Prince of Wales	<ul style="list-style-type: none"> • proposed USFS National Recreation Area

Source: City of Craig Coastal Management Plan, 1992.

7.0 Transportation

The transportation system in Craig consists of air, marine, and surface components.

Surface Facilities. Generally speaking, the road network in Craig adequately serves the local needs. The Craig-Klawock highway provides access to land making it available for development. The highway is also the primary link between Craig and the rest of Prince of Wales Island. Craig's road network is connected to the Prince of Wales Island road system and provides important links to Peratrovich Airport in Klawock, the Hollis ferry terminal, and all other roaded points on the island. Traffic count data from the Alaska Department of Transportation and Public Facilities (ADOT&PF) is incomplete. 1997 counts for Third Street to Hamilton Drive are 2929 Average Annual Daily Trips (AADT). This is actually a decrease in traffic from 1995 and 1996 for the same stretch of road. According to the AADT data, traffic begins to decline once you leave the city limits headed for Klawock. This would indicate that most of the trips along the highway between Hamilton Drive and Third Street is local business traffic.

Marine Facilities. Craig is connected to the Alaska Marine Highway System (AMHS) from the road system and ferry service is accessible by car or truck from Ketchikan. The following table describes passenger traffic for 1985-1998.

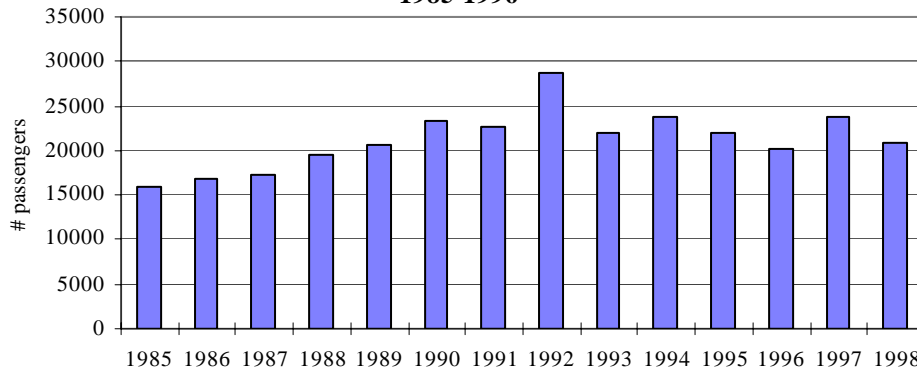
Table 13
Monthly AMHS Passenger Traffic, Embarking
Hollis, Alaska 1986 – 1998

	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	905	915	835	1120	1185	1667	1553	1213	1097	923	928	1071	929
February	868	847	752	889	1049	792	1058	744	855	969	662	912	1016
March	1242	1120	948	1371	1724	1152	1906	1115	1253	1652	1172	1108	1164
April	1077	1161	1387	871	1771	1221	2297	952	1108	1565	1952	1054	990
May	1227	1311	1722	1430	1676	1360	2274	1521	1810	1897	1788	1921	808
June	1859	1746	2059	1794	2085	2093	2523	2260	2370	2401	2365	2091	1952
July	1831	2007	2265	2032	2151	2603	3015	2725	3030	2599	2582	2710	2457
August	2425	2448	2624	2185	2843	2604	3499	3208	3102	2882	2354	2949	3026
September	1699	1874	2099	1960	2230	2384	2494	1836	2497	1832	1755	2133	2003
October	1089	1087	1776	2272	1701	1576	2265	1675	2234	1461	1459	1922	2078
November	1117	1172	1365	2372	1526	1935	2520	1717	2006	1186	1383	2165	1864
December	1377	1477	1771	2421	3301	3325	3323	2959	2332	2677	1824	2686	2522
Total	16716	17165	19603	20717	23242	22712	28727	21925	23694	22044	20224	22725	20809

Source: Alaska Marine Highway System.

The following graph depicts the yearly pattern of AMHS passenger traffic for the period 1985-1996.

Figure 10
Annual AMHS Passenger Traffic
Hollis, Alaska
1985-1996



Source: Alaska Department of Transportation, Alaska Marine Highway System

Marine Facility Issues The state owns the dock and float located along the waterfront in Old Craig, however, the city operates the facility. The city owns and operates the marine facilities located at the J. T. Brown Industrial Park and North Cove and South Cove Harbors. Other marine facilities owned and operated by various entities include the Ward Cove Dock, the former White Pass Fuel Dock, the downtown Shaan-Seet Inc. dock, the State of Alaska Seaplane Dock, Craig Fisheries Dock and Craig Fisheries Cold Storage, and the Shaan-Seet Inc. barge ramp at 1.0 mile of the Port St. Nicholas Road.

Local harbor slips and moorage

Facility	Number of Slips	Feet of transient moorage
North Cove Harbor	102	700
South Cove Harbor	120	125
City Dock	0	350
False Is. Dock	0	223
Total	222	1,398

Marine Facility Issues. Craig residents have identified several marine transportation issues that include expanding the port facilities to meet demands, completion of the J. T. Brown Marine Industrial Park, expanding parking at the harbors, creating more upland storage, and improving ferry service to Ketchikan.

Like most communities in Southeast Alaska, Craig maintains a waiting list of persons wishing a reserved moorage slip in the harbors. As of October 1, 1999, the list contained 65 names. Fulfilling that demand would require a 30 percent increase in moorage space or a 30 percent turn over in reserved moorage slips.

Craig is the busiest port on Prince of Wales Island, meaning that local vessel days, moorage revenues, raw fish tax receipts, poundage of seafood product landed and wharfage income exceeds that of any other town on the island. The addition of the deep water dock and other facilities at the J. T. Brown Industrial Park is likely to increase all port activities in Craig. However, even with the addition of the new dock, none of Craig's waterfront facilities allow for the moving and storage of very large pieces of freight, or the storage of many smaller pieces, such as shipping containers. Local barge companies currently handle large freight items and containers at landings in Thorne Bay and Hollis, and land occasionally at the KIDCO dock in Klawock.

The increase in the "live-aboard" lifestyle has created an almost artificial demand for moorage. If the boat harbor at Graveyard Island is developed, new stalls will open up possibly alleviating the moorage demand. However there are physical constraints to developing that boat harbor — fetch and protection.

False Island development plans will need the continued support of Craig's government as well as business community. This project brings much-needed industrial growth to the basic economy of Craig. As well, the project relieves some of the congestion at the current port facilities thereby improving operational efficiencies for freight movers and those launching recreational boats.

Transient parking, especially during the summer seasons, will likely increase at North and South Cove Harbors. Parking facilities, both short-term and long-term, need improvement. There may be opportunities to work with local businesses to create short-term parking spaces for a fee on their private lots to meet the demands. The addition of the small boat launch ramp at the J. T. Brown Industrial Park will reduce for the short term demand for parking at the upper parking lot at the harbors.

Aviation Facilities. Wheel-planed aviation services are provided at the Peratrovich Airport, eight miles north of Craig. The runway has 5,000 feet of asphalt and can accommodate a Boeing 737. The runway is not certified for jet aircraft. Navigational aids include ILS and lighting (1998). Served primarily by airlines based in Ketchikan, all of these companies have Dehavilland beavers and otters that can land at the state owned and maintained float plane dock. Scheduled and charter service are available to and from Craig and Ketchikan. The U.S. Coast Guard operates and maintains a helicopter fueling and landing facility near the Forest Service Ranger Station. One major concern to the city is the proximity of the pad to several nearby houses as children sometimes play in and around the landing area. The city would like to move the facility to a more isolated location though this would require adherence to Federal Aviation Regulations and coordination with the Coast Guard.

The following tables describe annual enplaned passengers Craig to Ketchikan, Klawock to Ketchikan between 1988 and 1998.

Table 14
Annual Enplaned Passengers
Craig to Ketchikan, Round Trips, 1988 to 1998

Year	Enplaned Passengers
1988	4,995
1989	5,688
1990	5,489
1991	4,110
1992	4,018
1993	5,661
1994	8,534
1995	8,716
1996	8,416
1997	7,634
1998	14,282

Source: US Department of Transportation, Alaska Aviation Field Office

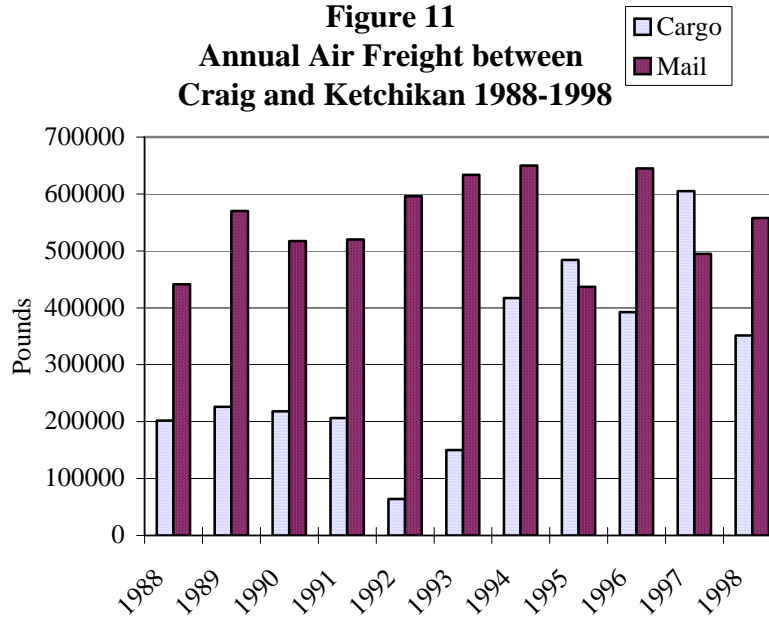
Table 15
Annual Enplaned Passengers
Klawock to Ketchikan, Round Trips, 1988 to 1998

Year	Enplaned Passengers
1988	7,207
1989	7,641
1990	6,276
1991	5,252
1992	5,831
1993	5,524
1994	7,047
1995	7,487
1996	5,675
1997	3,943
1998	13,744

Source: US Department of Transportation,
Alaska Aviation Field Office

The following graph describes annual air freight (cargo and mail) from Craig to Ketchikan between 1988 and 1998.

Figure 11
Annual Air Freight between
Craig and Ketchikan 1988-1998



Source: US Department of Transportation, Alaska Aviation Field Office

Aviation Issues. Craig residents have identified a desire for jet service twice weekly, especially for cargo. As well, there is discussion about combining the Craig and Klawock airports. Other aviation issues include access to and parking at the floatplane dock in Craig.

Future Transportation Needs. The City of Craig has identified several road improvement priorities that resulted in amendments to the current comprehensive plan. The priorities were distributed between Old Craig, East Craig north of the state highway, East Craig south of the state highway, and East Craig from Port Bagial Boulevard East and North to mile 2.2 of the state highway. In addition, numerous pedestrian issues and priorities were identified. The Craig Transportation Plan and adopting ordinance (Ordinance No. 95-411) is included in full as an appendix to this Background Study. The plan sets priorities for projects for Old Craig and East Craig. As the priorities list is expanded or updated, it will be included by reference in the comprehensive plan.

In addition, Craig residents have identified general transportation system needs, which include:

- road paving to minimize the dust and mud
- remove dead-end streets that landlock subdivisions
- revise subdivision standards to incorporate more amenities for pedestrian and trail networks
- improve pedestrian amenities and include sidewalks in future street improvement projects

Land Use and Transportation Relationship. There is a close connection in Craig between land use and transportation. Land uses generate vehicle, pedestrian, and bicycle trips. In order to manage traffic along the highway, land use and transportation policies must be coordinated to guide development in a manner that enhances development while moving

people and cars efficiently. To manage one without the other will result in congestion, deterioration of the transportation corridor, and resident, business, and landowner dissatisfaction.

Local Craig streets may pose problems for industrial uses due to weight limits, neighborhood conflicts, and limited maneuvering space. The highway system serves as both a barrier to and a connector between land uses. Even in Craig, traffic congestion and delays affect the desirability of doing business along parts of a highway corridor. Improvements designed to ease congestion often attract more traffic requiring more improvements in the future. Increased highway capacity may result in the spread of development to peripheral areas leaving vacant and abandoned areas behind.

In addition, traffic congestion and delays that result from too many driveway access points affect the safety of the corridor for travelers as well as the desirability of doing business along parts of the corridor. Access to arterial or collectors should be restricted to secondary roads or one access point on the highway if there is no secondary road. To the extent feasible, dead end streets and cul-de-sacs should be avoided because they reduce access and contribute to congestion.

As Craig grows, it will need to consider the concept that by separating land uses only reinforces driving as a mode of choice. Low density land uses also encourage driving and require longer travel times. More people walk in compact, mixed use centers like Old Craig. Low density commercial and residential developments, often with large lots, big road setbacks, and low density, can discourage walking and bicycling. Buildings set far apart by vast parking areas, generous landscaping that is misplaced, and wide access roads discourage walking between uses. Connected sidewalks, creating attractive walking environments, and pedestrian crosswalks in compact settlements encourage more walking trips.

The pedestrian pathway and trail network provides a way of “getting around” Craig. As new developments occur, there must be a system in place to account for traditional trails, to accommodate them in the subdivision layout, and to protect them from encroachment by structures and roadways. Pedestrian movement in Craig is vital to all residents but especially those who are not able to or choose not to own or use an automobile. Connected sidewalks, attractive walking environments, and pedestrian crosswalks within compact settlements and commercial centers encourage more walking trips.

8.0 Natural Environment

Climate. Located on the west coast of the Prince of Wales Island, the climate of Craig is maritime with cool summers (46 -70 degrees F), mild winters (32 - 42 degrees), and year-round precipitation (100 inches annually). The dominating factor in the local climate is the community’s proximity to the Pacific Ocean. Moist air, brought in from the prevailing southeasterly winds, cools as it meets the colder continental air and releases moisture as precipitation. Increased rainfall is experienced at higher elevations due to topographical features while the prevailing winds create rain shadows on the north and

west slopes of Sunnahae Mountain. Because of the northerly exposure, these areas have permanent snow fields with snow at lower elevations that remains late into the year. Mainland air masses also influence the climate and can provide temperature extremes in both summer and winter but to a less degree.

Hydrology and Geology. Craig is situated in a basin surrounded by mountains to the north, east, and south. Mount Sunnahae is the tallest geologic feature at 2920 feet and for most of the area, steep topography surrounds the community which slopes down to sea level. Intensive development and use of certain areas is limited because of the steep topography associated with surrounding Craig.

Mineral Resources. Currently, there is no metallic mineral development in the district. Limestone, crushed and used for road surfacing and construction aggregate from two quarries on the Pt. St. Nicholas Road, and a series of pits on Klawock-Heenya property, are the only mineral use in the area. However, declining supplies of readily available, plentiful minerals in other parts of the world have raised the value of some minerals to the point that Alaskan minerals are becoming more attractive. The current interest of large corporations in southeast Alaska mineral exploration may spark development in the south Prince of Wales area as well.

Natural Hazards. According to U.S. Army Corps of Engineer data, Craig is located in an area classified as Moderate Seismic Risk. The Alaska Division of Emergency Services estimates the possibility of earthquake caused damage to be major. Associated with seismic activity are tsunamis, large catastrophic waves caused by a sudden displacement of mass on the ocean floor.

An area located in portions of sections 4, 5, 8, 9, 15, and 16, Township 74 S., Range 81 E. was identified in the May 1987 *Craig Comprehensive Plan* as a landslide hazard area with the potential to affect future development within the city. In the planning process, it is important to identify these potential hazard areas and to restrict intensive development in these areas and/or limit logging which could affect development.

High winds can cause waves, coastal flooding, erosion, timber blowdown, which may result in direct damage to property and human life. Local sources report that Craig annually experiences winds of 70 MPH or greater. Craig is exposed to the wind on the north, south, and west. Windthrow and timber blowdown, which are extremely common due to thin soils, shallow root systems, and heavy precipitation, compound this danger.

Waves are also a hazard to the City of Craig. Waves are generally responsible for coastal flooding and erosion during wind storms. The southern shore of Old Craig is particularly susceptible to erosion due to southerly prevailing wind storms. However, data from the U.S. Corps of Engineers indicates that flood potential in Craig is low and a river flood has never been recorded.

Eel grass. The high prevalence of eel grass in the Craig city limits is the focus of much attention from local, state and federal authorities. Since 1990, the city has worked to complete a number of development projects that were identified in its coastal management plan. The city

found that the presence of eel grass beds at nearly all its project sites presented a chronic difficulty in acquiring the permits necessary to complete the planned projects. State and federal resource agencies were reticent to approve projects designed for placement within eel grass beds. Those agencies have identified eel grass beds as exceptional habitat, and therefore desired to see projects that impact those beds relocated or substantially altered. That policy, however, presented a dilemma for the city because nearly all near-shore waters suitable for development contained eel grass beds, making impacts to them unavoidable. In addition, all the projects pursued by the city were adopted within its comprehensive plan; this left the district to wonder how much more legitimate a claim a municipality could have to a project.

The city, knowing that eel grass is extraordinarily prevalent here, could not avoid the impacts judged inappropriate by the agencies. At the encouragement of the Corps of Engineers, the district applied for funding to document the extent of eel grass in Craig. The survey was necessary to document the great amount of eel grass present within the city's boundaries. Ultimately, when combined with eel grass mapping data from the National Marine Fisheries Service, the city hopes to enter into a memorandum of understanding with resource agencies regarding local impacts to eel grass beds.

In an attempt to quantify the impact of any given project on the local eel grass population, a local survey of eel grass beds was conducted in 1998. That survey revealed approximately 222 acres of eel grass within or immediately adjacent to the Craig Coastal District boundaries. That area represents the largest concentration of eel grass known in Southeast Alaska. See Appendix Three for an overall drawing of eel grass beds in Craig.

The eel grass data is valuable because now the impact to eel grass of any given project in Craig can be measured against the whole population. The city's recent False Island industrial dock project, for example, impacted an estimated less than 0.2 percent (two tenths of one percent) of the local eel grass population, based upon the total population established in 1998.

The city is also working with the Auke Bay Laboratory of the National Marine Fisheries Service (NMFS) to combine the district's eel grass data with that collected by NMFS. NMFS is mapping eel grass beds within the two USGS quadrangles around Craig. The final result will be a comprehensive inventory of the species prevalence in the area.

Once the NMFS data is complete, Craig plans to meet with resource agency representatives to work out an agreement on projects impacting eel grass in Craig. The district will seek an agreement acknowledging the prolific nature of eel grass in Craig and an understanding that avoiding all eel grass impacts for normal community development here is not possible. The agreement will also likely reaffirm those areas where eel grass beds will be free from development.

Habitat. Of the eight habitat types subject to the Alaska Coastal Management Program, only estuaries, wetlands and tide flats, and one stream are found within and subject to the Craig Coastal Management Plan. Port Bagial and Crab Bay are shorelines of particular importance because of the wetlands and tide flats present there. Crab Creek is the only substantial freshwater body in the district and supports runs of pink, coho, and steelhead

salmon. See the 1994 tideland plan for the legal description of the Crab Bay protected area.

Endangered Species. Several threatened or endangered species may exist near or within the city boundaries of Craig and are subject to the management of several government agencies. Bald Eagles are also known to nest in the district, typically on large old trees in the coastal beach fringe forest. The following table lists identified federal and state threatened or endangered species likely to occur within the area.

Table 17
Protected Species
Craig, Alaska
1997

Status	Species
Federally Listed Endangered Species	Humpback Whale, Northern Right Whale, Short Tailed Albatross,
Federally Listed Threatened Species	Steller Sea Lion, American Peregrine Falcon
State Endangered Species	Humpback Whale, Northern Right Whale
State Species of Concern	Steller Sea Lion, Arctic Peregrine Falcon, American Peregrine Falcon

Source: ADFG, USFWS, NOAA, USBLM, USFS 1997
Alaska's Threatened and Endangered Species Report, ADFG, 1996.

9.0 Local Government and Services

The City of Craig was incorporated in 1922 as a second-class city under the laws of the Territory of Alaska. It became a first-class city in 1973. The city functions under a mayor/council form of government with the day-to-day operations of the city overseen by a city administrator. There is a six council members and a mayor all of whom are elected. The city employs approximately 32 full time employees and 23 part time staff.

By 1974, the City Council created the planning and zoning commission. The commission is charged with responsibility for preparing and implementing the comprehensive plan, preparing and implementing zoning and subdivision ordinances, and for other planning and platting duties as assigned by the council or by ordinance.

Schools. Two buildings are maintained by the Craig School District; an elementary school and a high school. The high school was built in 1978 to serve grades 7 through 12. The elementary school serves grades kindergarten through six. A new building completed in 1982 added seven new classrooms and a library. A gym was added to the high school in 1980.

Student enrollment has increased a dramatic 70% since 1990. To accommodate this growth, a new high school is under construction on reconveyance parcels Block 1 and 2 of Tract B. The school is scheduled to open for the school year beginning September, 2000. The existing high school building will be converted into a middle school upon opening of the new building. The school district has expansion plans for the elementary

school facility as well, plans that include a new wing at the east end of the elementary building, and a multi-purpose building designed for construction just south of the elementary school's main entrance.

Clinics and Medical Services. The Sea View Family Medical Clinic provides health services to the community out of a building leased from the city. The clinic has one to two doctors on staff at any given time. Itinerant physician specialist clinics are scheduled regularly at the Sea View clinic. However, most major medical services are provided in Ketchikan. There are three dentists in private practice on Prince of Wales Island, and at least one at the native health clinic in Klawock. The Klawock clinic has at least one physician's assistant.

The City of Craig funds the local emergency medical technician (EMT) program. The city employs one full-time EMT to administer the EMT program for training, operation of the city ambulance and other duties attendant to the EMT program.

Fire Protection. Fifteen volunteer fire fighters operate two fire trucks and associated equipment. The city has an ISO rating of 6.0.

Low Income Housing. 13 low income housing units are available in Craig. Built with HUD funds, the low income housing program is managed by Tlingit/Haida Housing Authority.

Community Services. Senior services are provided in Craig by Catholic Social Services. Funded by the State of Alaska and the City of Craig, "meals on wheels" services are provided, as is a 9-unit Senior Citizen home.

The city owns and leases several facilities to local non-profit corporations, at one dollar per year, that provide specific community services. These include the youth center building, leased to the Craig Youth Center, Inc; the Craig child care center, leased to the Craig Child Care Center, Inc.; the POWER building, leased to Prince of Wales Emergency Resources; a portion of Tract 15, USS 2611, leased to Craig Cable TV Inc.; and Tract D-1, Plat No. 99-7, leased to the Craig Community Foundation. These lease arrangements are advantageous to all involved: city residents receive additional services that do not require an increase in the number of public employees; the private non-profits focus on specific, community-needed tasks and are able to manage those tasks at their discretion and at lower costs.

Section Three

Appendices