

# 2030

## COMPREHENSIVE PLAN UPDATE

### VOLUME I

# CITY OF SEWARD



**Adopted: May 30, 2017**

*prepared by:*  
**PDC Engineers**

**Sponsored by:** Planning and Zoning Commission  
**First Public Hearing:** May 8, 2017  
**Second Public Hearing:** May 22, 2017  
**Third Public Hearing:** May 30, 2017

**CITY OF SEWARD, ALASKA  
RESOLUTION 2017-028**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SEWARD,  
ALASKA, ADOPTING AND RECOMMENDING THE KENAI  
PENINSULA BOROUGH APPROVE VOLUMES I AND II OF THE  
SEWARD 2030 COMPREHENSIVE PLAN TO INCLUDE THE FUTURE  
LAND USE PLAN MAP**

**WHEREAS,** the 2020 Seward Comprehensive Plan was approved by City Council on August 8, 2005; and

**WHEREAS,** the Comprehensive Plan is a document the Council uses to manage and facilitate the decisions made in the growth of our community; and

**WHEREAS,** during the last twelve (12) years the community of Seward has experienced significant growth and change; and

**WHEREAS,** in January 2015 the City applied for and received Kenai Peninsula grant funding to assist with the update of the 2020 Comprehensive Plan; and

**WHEREAS,** through the RFP process the City selected PDC Engineers to gather public input, work with the Planning and Zoning Commission and City staff to complete the update of the 2020 Comprehensive Plan; and

**WHEREAS,** over the last two years the Planning and Zoning Commission has held thirteen (13) public work sessions and meetings working on the updates; and

**WHEREAS,** PDC Engineers has completed the update and submitted the final draft of the 2030 Comprehensive Plan including the Future Land Use Map for approval by the City Council and the Kenai Peninsula Borough; and

**WHEREAS,** all amendments to the City Comprehensive Plan must be approved by Ordinance of the Kenai Peninsula Borough, as per KPB Ordinance 21.01.025, A; and

**WHEREAS,** having complied with the public notification process on April 18, 2017 the Seward Planning and Zoning Commission held the required public hearing and approved Resolution 2017-06, recommending the City Council adopt and recommend the Kenai Peninsula Borough approve volumes I and II of the Seward 2030 Comprehensive Plan to include the Future Land Use Plan Map.

**CITY OF SEWARD, ALASKA  
RESOLUTION 2017-028**

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**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEWARD, ALASKA that:**


**Section 1.** The Seward City Council hereby approves the 2030 Comprehensive Plan, to include the Future Land Use Plan Map.

**Section 2.** The Council further recommends the Kenai Peninsula Borough approve the 2030 Seward Comprehensive Plan.

**Section 3.** This resolution shall take effect immediately upon adoption.

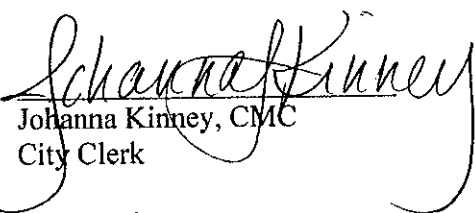
**PASSED AND APPROVED** by the City Council of the City of Seward, Alaska, this 30<sup>th</sup> day of May, 2017.

**THE CITY OF SEWARD, ALASKA**

  
\_\_\_\_\_  
**Jean Bardarson, Mayor**

AYES: Keil, Altermatt, McClure, Bardarson  
NOES: None  
ABSENT: Slater, Casagrande, Squires  
ABSTAIN: None

**ATTEST:**

  
\_\_\_\_\_  
Johanna Kinney, CMC  
City Clerk

(City Seal)



## PREFACE

This document was prepared for the City of Seward over the period 2015 - 2017. Development of the 2030 Seward Comprehensive Plan was based on continued involvement with the City of Seward as well as research and review of the existing documents by the consultants. The elements of the 2030 Plan incorporate information gathered during public meetings, Planning and Zoning Commission meetings, and information from numerous background documents.

The 2030 Plan was presented to the City of Seward for public review in 2017.

### **City of Seward**

P.O. Box 167  
Seward Alaska 99664

### **City Council**

Jean Bardarson	Mayor
Marianna Keil	Vice Mayor
Ristine Casagranda	Council Member
Sue McClure	Council Member
David Squires	Council Member
Eric Slater	Council Member
Deborah Altermatt	Council Member

### **Planning and Zoning Commission**

Cindy Ecklund	Chair
Martha Fleming	Vice Chair
Gary Seese	Commission Member
Margaret Anderson	Commission Member
Tom Swann	Commission Member
Craig Ambrosiani	Commission Member
David Carlton Jr.	Commission Member

### **City Administration**

Jim Hunt	City Manager
Donna Glenz	Planner
Dwayne Atwood	Planning Technician

### **Citizens of Seward**

The involvement of many Seward residents in preparation of the 2030 Seward Comprehensive Plan is gratefully acknowledged.

### **Kenai Peninsula Borough**

144 North Binkley  
Soldotna, Alaska 99669

### **Consultant**

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# 1 INTRODUCTION

## 1.1 A GUIDE TO THE USE OF THE SEWARD 2030 COMPREHENSIVE PLAN



The 2030 Seward Comprehensive Plan Update (2030 Plan) is organized into two volumes. Volume I identifies the goals, objectives, and implementation action items, updated and developed for each comprehensive plan element. Volume II presents background information and planning issues identified for each of these elements.

The nine comprehensive plan elements include: economic development, land use, housing, transportation, port and harbor development, recreation, public facilities and services, natural hazards, and quality of life. The planning issues are community issues that have developed over time and are necessary to consider in implementing new projects that follow from the plan.

The intent of Volume I is to provide a readily useable guide to aid the City of Seward and its citizens in the preparation, adoption, amendment, revision, and implementation of specific plans, programs and regulations that derive from the vision embodied by the goals and objectives. In this introduction, the accomplishments of the 2020 Plan are listed as a baseline from which to proceed. The overall community vision and values follow immediately from the introduction. In the final section, the heart of

the 2030 Plan, the goals, objectives and implementation action items are listed for the each of the plan elements.

Volume II briefly describes the history, setting, and demographics of Seward, and then presents the background and analysis of each plan element identified in Volume I. The intent of this volume is to supply important supplemental information to assist the City of Seward in attaining the goals and objectives set forth in Volume I.

## 1.2 PURPOSE OF THE SEWARD COMPREHENSIVE PLAN

The community of Seward has seen a significant amount of change since it was established as a port and selected as the southern terminus for the Alaska Railroad in the early 1900s. Over the past two decades, the community has experienced the increases in the cruise ship industry, increases in charter boat and railroad bookings, the opening of the Alaska SeaLife Center (ASLC), and intermittent coal shipments to various locations, primarily Korea. These changes have had significant effects on the land use, economy, and character of the community.



The continuing challenge is to retain Seward's unique historic, small-town character, while pursuing modern economic development opportunities and accommodating changes in business services, public facilities, and affordable housing. The 2030 Plan is the community's guide for managing this process.

Seward is among the most active communities in Alaska in planning projects using the public process. The 1998 community vision project, which culminated in the development of the 1999 strategic plan, recommended revising the comprehensive plan in accordance with the goal: "Maintain Comprehensive and Land Use Plans that reflect and achieve the community's vision." The city has utilized the information gathered in previous community surveys, plans, the Partnership 2000 process, and the strategic plan visioning process to revise the present comprehensive plan.

As dictated by the Seward City Code, the 2030 Plan contains both advisory and binding elements. The advisory elements include strategies for improving public services and facilities, promoting economic development, and maintaining and enhancing the quality of life. The binding element is the land use plan, which can be changed only by amendment, upon petition by the land owners or at the initiation of the Planning and Zoning Commission. The land use plan forms the basis for updating land use regulations and policies.

Title 29 of the Alaska State Statutes requires that zoning regulations be based on a current comprehensive plan. The updated 2030 Plan helps to evaluate discrepancies between existing land use and what the plan has identified as preferred land use; thereby dictating what changes should be made to the existing zoning ordinance.

Additional purposes for updating a comprehensive plan are that it will:

- Anticipate trends in the community; forecast needs for land use, city infrastructure, public services, and economic development; and develop strategies to achieve community goals and objectives.
- Provide guidance on how land use and infrastructure decisions can create opportunities for economic development.

- Guide the city on how to best use lands it owns through municipal entitlement under the Alaska Statehood Act.
- Develop priorities and justify funding requests to the local community, Alaska State Legislature, United States Congress, and public agencies for capital and transportation improvements.
- Maintain the health and safety of residents and visitors.
- Coordinate and involve public agencies affecting the economic and social life of Seward.
- Preserve and enhance the town's best features.
- Foster participation of Seward residents in making public decisions, evaluating community progress, and developing community consensus on the future of the city.

This plan has been prepared with the assistance of City Staff, community members, and representatives of relevant organizations through a series of public meetings. In the spirit of achieving long-term objectives for the greatest common benefit, the 2030 Plan addresses private as well as public lands, facilities, and services. It anticipates future needs and opportunities for the city. It is designed to ensure that Seward is a better place for people to live and work.

## 1.3 ACCOMPLISHMENTS OF THE SEWARD 2020 COMPREHENSIVE PLAN

### 1.3.1 ECONOMIC DEVELOPMENT

**Goal:** *Strengthen and diversify the economy of Seward by working with the private sector and other governmental units.*

- Completion of Army and Air Force military recreation camp enhancement projects.
- Construction of a new cargo dock by Alaska Railroad Corporation (ARRC).
- Continued development of the Seward Marine Industrial Center (SMIC).
- Development of heritage tourism and other historic heritage opportunities.
- Replaced the University of Alaska Fairbanks (UAF)-operated UNOLS research vessel.



### 1.3.2 LAND USE

**Goal:** *Maintain Seward's Land Use Plan as the primary local tool to ensure quality community land use arrangements, growth, and development to the year 2010.*

- Constructed new Community Library and Museum.
- Constructed North Forest Acres Levee and Transfer Facility Road.
- Adopted All Hazard Mitigation Plan, 2010.
- Adoption of Floodplain Management Ordinance, Amended 2013 and 2016.
- Reviewed and updated the Sign Code.
- Consolidated, reviewed and updated all definitions in Title 15 of the city code.
- Updated the Seward Marine Industrial Center (SMIC) Plan.
- Adoption of Municipal Lands Management Plan in 2014

### 1.3.3 TRANSPORTATION FACILITIES

**Goal:** *Maintain Seward's Transportation Plan as the primary local tool to ensure safe and convenient transportation facilities that address the needs of Seward residents, businesses and visitors to the year 2010.*

- Completed construction of a new road from the Seward Highway to the transfer facility that bypasses the Forest Acres Subdivision.
- Updated city code provisions for driveway widths.
- Constructed a new road to Seward Mountain Haven long-term care facility.
- Constructed a new SMIC breakwater to create a harbor basin.
- Upgraded the electrical service to the SMIC north dock.
- Harbor expansion, including float replacement and electrical upgrades.

### 1.3.4 PUBLIC FACILITIES AND SERVICES

**Goal:** *Continue to improve the quality of public facilities and services made available to the residents of Seward.*

#### 1.3.4.1 Utilities

- Completed construction of an electric emergency generation plant and warehouse.
- Continued placement of utility lines underground throughout the service area.
- Completed electric utility rates study.
- Major upgrade of Third Avenue water main.
- Construction of new 600,000 gallon water storage tank.

#### 1.3.4.2 Waste Management

- Major upgrade and dredging of sewer lagoons at Lowell Point and SMIC.

#### 1.3.4.3 Health Care & Social Services

- Completed new long-term care facility.
- Explored the feasibility of providing veterans care locally.
- Established federally qualified health center clinic to provide more affordable access to primary health care.

#### 1.3.4.4 Public Safety

- ADA public sidewalk improvements, ongoing.
- Supported Alaska Department of Fish and Game's Bear Safe Community Program.
- Purchased a ladder truck for the fire department.
- Relocated U.S. Coast Guard building a moorage to enhance response time and capability.

#### 1.3.4.5 Governmental Services

- Continued review of sites to identify an alternative location for the city shop facility.
- Compiled, distributed, and posted on the City's web site a City of Seward directory of information.

#### 1.3.4.6 Parks and Recreation

- Platted, zoned, and dedicated for park purposes, Two Lakes Park, Waterfront Park, and Benny Benson Memorial Park.
- Continued efforts to refurbish the Seward Community Cemetery and Woodlawn Cemetery.
- Continual yearly beautification of Hoben Park and Kawabe Park.





- Completed automation of campground pay stations.
- Continued to work with ALPAR, the Kenai Peninsula Borough and other agencies in the cleanup and reduction of trash and litter.

#### 1.3.4.7 Cultural Facilities

- Options studied on refurbishing the Jesse Lee Home with local advisory board and recommendations lined out in Historic Structure Report.

#### 1.3.5 EDUCATIONAL FACILITIES

**Goal:** *Support efforts to continually improve the quality of educational facilities located in Seward and ensure that these facilities continue to enhance the community.*

- Adjoined campuses for the pre-K-12 schools complex with a new bike path.
- Replaced middle school.
- AVTEC construction of new dormitory, new culinary arts facility, new heavy equipment and diesel mechanic facility, marine fire training facility and maritime simulator facility.
- Constructed a city-owned live fire structural simulator.

#### 1.3.6 COMMUNITY APPEARANCE

**Goal:** *Improve the appearance of the entire community through increased landscaping, beautification and litter control efforts, through more attention to sign control and through promoting the preservation of Seward's historic architecture. (See Parks and Recreation for accomplishments meeting this goal concurrently.)*

- Many private businesses and residences along the Seward Highway/Third Avenue corridor and in the entire community landscaped their properties.
- Installation of three new community signs: Welcome to Seward, Small Boat Harbor, and Downtown signs along the Seward Highway/Third Avenue corridor.
- Removal of numerous abandoned and dilapidated buildings by both city and private property owners.
- Improved pedestrian pathway for access to and from schools.
- Upgraded downtown decorative lights to LED.



# 2 SEWARD COMMUNITY VISION AND VALUES

## 2.1 COMMUNITY VISION AND VALUES FOR 2030



Building on its impressive heritage and natural setting, the community’s vision for itself includes:

*an attractive, healthy, vibrant community; a strong diverse economy with quality business, educational and recreational opportunities; a process for orderly growth; and an appreciation of local history, culture and community.*

- the type and quantity of human activities in the area as shown by economic indicators, vital statistics and population data, education and health statistics, and other data;
- the opinions and experiences that the community collectively embodies.

In order to maintain or improve the overall quality of life, these underlying community values must be known and respected. The following are key community values identified by the citizens of Seward with supporting directions for the plan.

### 2.2.1 Small Town Feel and Atmosphere

*We value the “small town feel” and friendly atmosphere.*

## 2.2 COMMUNITY VALUES

The values of a community reflect and drive the quality of its life. This quality is also impacted by such factors as:

- geographic, cultural and historic features that are unique to a community;



The following items have been identified by citizens as contributing to Seward's small town atmosphere:

- people are friendly and you know your neighbors
- a comfortable, relaxed attitude
- a dynamic historic downtown and a thriving boat harbor
- a high level of citizen commitment to the community
- convenient access throughout town; a pedestrian friendly downtown
- pride in our historic downtown district and historical surrounding areas
- an attractive community appearance
- Strive to meet or exceed standards and regulations for compliance with state and federal environmental regulations.
- Develop a beach erosion and storm surge protection program.
- Protect our ecosystem and public health.
- Preserve and protect the scenic views of the mountains and Resurrection Bay.
- Seek ways to protect the watershed and mitigate development impacts on the slopes of Bear Mountain, Marathon Mountain, Mount Benson and the Mount Alice bench.
- Encourage education and support our environment.

### 2.2.2 Natural Environment and Open Space

*We value clean air, clean water and a healthy, natural environment for people and wildlife. We value natural open spaces and the scenic views of the surrounding undeveloped mountains. We value quiet in our residential neighborhoods. We practice environmental leadership and act as environmental stewards.*

- Consider how to best design construction that can be maintained over time without damaging the environment, balancing near-term interests with the protection of future generations.
- Recognize the interdependence of environmental quality, economic growth and social justice.
- Plan for the careful use of natural resources in order to prevent depletion, prevent pollution and to do no harm to the environment.
- Strive to reduce energy consumption, waste generation, our dependence on fossil fuels and production of greenhouse gases.
- Work to clean up environmentally impacted lands that impede a sustainable environment.

### 2.2.3 Community Appearance

*We value a clean, well-maintained community, beautification through landscaping, and restoration of our historic structures.*

- Encourage citizens as well as the city to take an active role in beautifying the community.
- Maintain a clean, litter-free community.
- Support an effective recycling program.
- Continue to require landscaping plans for conditional use permits as feasible.
- Continue the enforcement method for violations of city codes affecting community appearance.
- Support activities initiated by the Seward Historic Preservation Commission (SHPC).
- Implement aesthetics when designing and maintaining roadways.
- Encourage historic conservation and preservation within our city.

### 2.2.4 Recreation

*We value diverse, year-round, indoor and outdoor recreational opportunities and facilities for residents and visitors of all ages.*



- Update the 1993 City of Seward Parks Master Plan and encourage regular updating.
- Include a dog park in the Parks Master Plan.
- Support the development of indoor and outdoor recreational facilities.
  - ◊ Explore development of a community center.
  - ◊ Complete construction of new restroom at Williams Park.
  - ◊ Expand utility sites in campgrounds, based on demand.

2.2.5 Education

*We value a community that will ensure that pre-K-12 and post-secondary education institutions have the resources and programs to provide quality educational opportunities to our children and residents.*

- Support the return of a Community Schools concept for adult education.
- Support a safer traffic route among the three schools by supporting the development of adjoining campuses for a pre-K-12 schools complex.
- Support a local Head Start program.
- Support the development of local University of Alaska campus (UAF-College of Fisheries and Ocean Sciences), the University of Alaska Anchorage (UAA)-Kenai Peninsula College (KPC) Resurrection Bay Extension Site, associated courses and degree programs.
- Support infrastructure for the R/V *Sikuliaq* and their research.
- Support the mission and programs of the Alaska Vocational Technical Center to develop the workforce.
- Support educational opportunities which are enhanced by Seward’s physical geography and economic activities.
- Support the efforts of all educational organizations and government agencies, including the Seward Community Library and Museum, Alaska SeaLife Center, National Park Service (NPS), and US Forest Service (USFS), to provide educational opportunities

- that incorporate community resources into education programs.
- Support quality after-school education programs, including the Boys & Girls Club.
- Support adequate funding for education, including intra-school district sports and art and music programs.

2.2.6 Health Care

*We value effective, accessible, and affordable healthcare.*

- Explore the feasibility of a borough health care service area.
- Support additional beds and short-term stay beds at the hospital.
- Support co-location of long-term care facility and medical center.
- Explore the feasibility of providing veterans care locally.
- Support medical health care professionals to relocate to Seward.
- Pursue affordable health care insurance through borough, state and federal sources.
- Encourage cooperation between all health care providers.
- Support educational, preventative and rehabilitation social services.
- Retain Seward as the hub for social services on the Eastern Kenai Peninsula.
- Continue to support Independent Living Center, SeaView Community Services and Seward Senior Center and other similar organizations.
- Explore the After Birth Services for families in Seward.
- Pursue program for restoring ground ambulance service between Seward and Anchorage.
- Maintain status of federally qualified health center, which provides federal funding and access to affordable health care for the uninsured and underinsured.





### 2.2.7 Community Partnerships

*We value the contributions of the various organizations and individuals who work to better our community.*

- Encourage all citizen participation in community organizations.
- Continue support for active city/borough relationships in areas of mutual interest that impact our community.
- Continue supporting community organizations and their private grants that enhance our community.
- Approve resolutions of support for endeavors and projects of various organizations and individuals which benefit the community.
- Continue community support for the collaboration between the Seward Library & Museum and the Resurrection Bay Historical Society (RBHS), and the Seward Community Library Association.

### 2.2.8 City Government

*We value an open, responsive city government based on a high level of citizen input and community involvement. We value a fiscally sound government that provides high quality services.*

- Keep up-to-date the City of Seward directory of information on the City's web site.
- Continue to review and update the city code.
- Develop practical enforcement procedures for code violations.
- Recommend the development of a policy and procedure manual for each department.
- Explore the possibility of annexing surrounding areas, studying economic and social effects.
- Support for continued legislative services and lobbyists.
- Create a funding mechanism for the repair and replacement of city infrastructure.

- Replace outdated technology to improve productivity and public service.

### 2.2.9 Public Safety

*We value a safe community and a feeling of security.*

- Support adequate police services and equipment.
- Periodically review, evaluate, update, and conduct simulations of all emergency plans, especially the Emergency Preparedness Plan, training core city staff and community members.
- Support a safe house for victims of domestic violence.
- Maintain an effective public safety communications network in Seward, including an enhanced emergency 911 system and corrected street addresses.
- Encourage annual reporting of crime statistics, analysis of crime incidents, and recommendations for solutions.
- Encourage marine safety activities.
- Establish additional north-south routes throughout the community for emergency evacuations.
- Identify & support an appropriate site for a new animal control shelter.
- Ensure a high level of fire protection within the community by periodic evaluation and update of the Fire Master Plan.
- Continue support of Seward Volunteer Ambulance Corps. Anticipate future demands for their services and how to best meet those needs.
- Support the installation of ambulance warning lights at the intersection of Third and D Street.
- Continuously plan for future police services to ensure the highest level of public safety within the community.
- Review, update and support the Hazard Mitigation Plan.
- Continue to support Alaska Department of Fish and Game's Bear Safe Community Program.
- Continue support of the Seward/Bear Creek Flood Service Area Board.
- Improve and increase the availability of public parking.
- Improve the safety of city-owned buildings.
- Improve pedestrian and street lighting.
- Support fire services, volunteer fire fighters and equipment.



- Support upgrading fire station, and addition of annex station.

**2.2.10 Land Development**

*We value orderly growth and balanced development that is driven by community consensus in conformance with the land use plan.*

- Develop a land use plan for the former Air Force Recreation Camp property.
- Ensure all adopted codes reflect community values.
- Encourage home ownership opportunities.
- Develop a land use plan for the east side of Resurrection Bay.
- Enable a more viable property use at Fifth Avenue and B Street by encouraging the relocation of the State maintenance facility.
- Enable a more viable property use at the site of the existing public works facility by encouraging the valuation of the public works facility.

**2.2.11 Economic Base**

*We value a stable economic environment, economic diversity, year-round businesses, environmentally responsible industry, and employment that promote a high standard of living.*

- Support adoption and incorporation of the Chamber of Commerce Economic Growth Plan.
- Provide modern communications infrastructure.
- Explore ways to reduce energy costs.
- Encourage the development of infrastructure expansion plans for currently undeveloped residential and commercial property.

- Promote infill development by encouraging and promoting construction on vacant sites in areas of the city which are already established
- Explore incentives to attract more year-round private sector industries to augment the tax base.
- Support the promotion of sporting, cultural events, conventions and other activities year-round.
- Support an aggressive Chamber of Commerce marketing campaign highlighting the quality of life and diverse resources that make Seward a desirable place to live and establish a business.
- Expand maritime trade for commercial fishing, including the addition of a crane and grid.
- Support Seward schools to attract and retain families.
- Support expansion of the IMS UAF-CFOS-Seward Marine Center and R/V *Sikuliaq* infrastructure.
- Improve and expand port facilities to attract more maritime trade.
- Continue development of SMIC as a revenue source with year-round employment opportunities.
- Encourage the prudent management of resources for healthy commercial and sports fishing industries.
- Promote and protect wild salmon habitat to reduce dependency on hatchery-raised salmon smolt.
- Promote expansion and development of local marine entrepreneurial businesses.
- Maintain haul out facilities for all vessels.
- Educate and encourage historic economic incentives.
- Support expansion course and degree offerings in Seward by the University of Alaska through either UAF-CFOS or KPC-RBE.

**2.2.12 Transportation Facilities**

*We value diverse transportation facilities including road, rail, air, pedestrian, and water routes that meet the needs of residents, businesses and visitors.*

**2.2.12.1 Traffic Management**

- Develop a transportation plan for Seward.



- Designate truck and bus routes to minimize traffic in residential neighborhoods.
- Support enhanced public transportation throughout the community.

#### 2.2.12.2 Parking, Loading Areas, and Transportation Facilities



- Assure adequate public parking and loading areas for the harbor slip-holders.
- Encourage safe on-site loading areas for service vehicles in commercial and institutional zones.

#### 2.2.12.3 Road construction

- Support adequate funding to maintain safe roads year round.
- Support forward funding for major road repairs and upgrades.
- Enforce sight triangles at major intersections to improve traffic and pedestrian safety.
- Work with the Alaska Railroad Corporation to improve local railroad crossings.

#### 2.2.12.4 Sidewalks, Bike Paths and Rights of Way

- Approve a sidewalk and pathway policy to enhance pedestrian mobility and safety.

- Support efforts to maintain integrity of the waterfront bike path.
- Support efforts to extend the bike path out the Seward Highway.
- Extend boardwalk to the South harbor uplands.
- Support reconstruction of the Benny Benson Lagoon boardwalk.

#### 2.2.12.5 Air traffic

- Establish flight corridors to minimize intrusions on the community's quality of life.
- Support commercial commuter service.
- Support the State's airport improvement plan.

#### 2.2.12.6 Marine

- Support establishment of Alaska Marine Highway System service.





# 3 GOALS, OBJECTIVES AND IMPLEMENTATION ACTION ITEMS

## 3.1 ECONOMIC DEVELOPMENT



### 3.1.1 Attract new business and industry to the greater Seward area.

#### 3.1.1.1 Develop an active marketing campaign that highlights the diverse resources and quality of life that makes Seward an attractive place in which to live and to establish a business or industry.

- Support efforts of village and regional Alaska Native corporations to expand business activities and services.
- Encourage the enhancement of private businesses in downtown Seward as the community's traditional retail core.
- Promote seasonal and year-round tourism, including heritage tourism.
- Promote year-round sporting events, cultural productions, conventions and other activities.
- Support Alaska Native cultural events and activities.

### 3.1.1.2 Update and expand infrastructure for commercial and industrial properties that are currently underdeveloped.

Encourage development of Seward's Industrial Zone.

- Support railroad expansion plans and extend utilities to Alaska Railroad lands.
- Support and improve the airport.
- Improve roads within the industrial zone.
- Encourage and support downtown revitalization efforts on vacant and dilapidated buildings.
- Support development of modern communications infrastructure.
- Continue to support efforts to develop alternative energy sources.
- Improve and expand maritime facilities (see Port and Harbor Development).





### 3.1.1.3 Enhance Seward's international role in trade and tourism.

- Explore foreign trade zone.
- Develop Heritage Tourism and other historic heritage opportunities.

### 3.1.1.4 Support private sector business, employment, and programs.

- Support home businesses.
- Support and encourage the growth of business.

### 3.1.1.5 Support public sector employment and programs.

### 3.1.1.6 Support existing public institutions in their effort to maintain, expand and develop.

- Continue to advocate on behalf of the University of Alaska in their efforts to enhance research and instructional activities in Seward.
- Continue to advocate the Department of Corrections and Alaska State Legislature to expand the Spring Creek Correctional Center (SCCC).
- Continue to advocate for the growth of the Alaska Vocational Technical Center (AVTEC).
- Continue to support external funding for the Alaska SeaLife Center (ASLC).
- Support existing public institutions in their efforts to maintain, expand and develop.

### 3.1.1.7 Encourage and assist in the development of new public services and facilities.

- Support the construction of a courthouse/public safety building in Seward.
- Encourage additional military facilities that upgrade Seward as a Morale Welfare and Recreation (MWR) destination.
- Continue to explore economic renewable energy projects.

## 3.2 LAND USE



### 3.2.1 Promote residential and commercial development within the city of Seward and its vicinity in accordance with community values.

#### 3.2.1.1 Manage land use to facilitate economic development while maintaining the historic, small town character of Seward.

- Use city-owned land and tidelands to encourage feasible and sound economic development by setting development standards and performance periods through the leasing process.
- Update, as needed, the Municipal Lands Management Plan.
- Develop infrastructure and utility expansion plans for all undeveloped residential and commercial property within city limits.
- Ensure uniform and consistent enforcement of the zoning code, building code, subdivision ordinance, and city lease agreements, and evaluate potential code changes to make enforcement easier.
- Raise public awareness of development requirements in each zoning district.
- Support the on-going dialogue with the Alaska Railroad Corporation and the State of Alaska regarding the status and disposition of their undeveloped lands.
- Develop and adopt open space overlay district.



**3.2.1.2 Expand the opportunity for affordable, diverse, year-round housing through appropriate land use regulations.**

- Support mixed commercial and residential uses in the Seward downtown business district.
- Support apartments and other high density residential development, including seasonal worker housing.

**3.2.1.3 Establish an attractive highway corridor from Mile 0 to 8.**

- Coordinate with local residents and the Kenai Peninsula Borough Planning Department to develop a specific land use plan for the corridor from Resurrection River to Mile 8 and areas adjacent to the city.

**3.2.2 Continue to support and improve the capacity of the office of Community Development.**

**3.2.2.1 Maintain community vision through rigorous implementation and update of the Comprehensive and Land Use plans.**

- Regularly review, update, and affirm the Comprehensive and Land Use plans through public participation in town meetings, outreach to community groups, and increased public relations.
- Review and recommend administrative and legislative decisions for consistency with the goals of the Strategic and Comprehensive plans.
- Update the zoning code in order to implement the Comprehensive Plan and bring the zoning map into conformance with the Land Use Plan.

**3.2.2.2 Improve the capability of the office of Community Development to develop land use and other maps in Seward.**

- Continue to support and fund in-house Geographic Information System (GIS) capability by coordinating with other agencies to build on existing borough mapping that shows zoning, subdivisions, existing uses, natural hazards, and other GIS data.
- Obtain equipment, software and training necessary to produce custom maps with overlays for presenting land use information necessary for project exhibits

used in planning, code revisions, purchasing, selling, and development proposals.

**3.3 HOUSING**



**3.3.1 Encourage development of new housing in Seward.**

**3.3.1.1 Support a range of housing choices that meet the needs of people in various income and age groups.**

- Develop a comprehensive housing plan to identify specific needs, to encourage residential development within the city, and to provide a reasonable range of housing options.
- Obtain information from comparative communities throughout the nation concerning their housing processes, including subdivision development.
- Encourage the development of seasonal employee housing.

**3.3.1.2 Create incentives to provide land for housing development within the City of Seward.**

**3.3.1.3 Assess solutions to extend cost-effective utilities to home sites on land zoned for residential development.**

- Set priorities for utility extension in a manner that encourages orderly residential development within and outside city limits.
- Authorize engineering studies to determine the costs of utility extensions to developable land within the city.



- Study forming Local Improvement Districts (LIDs) to create an equitable method of paying for extensions by developers, buyers, and/or the city.
- Encourage energy efficiency.

### 3.4 TRANSPORTATION

#### 3.4.1 Provide safe and efficient vehicular transportation facilities that meet the needs of the community.

- Facilitate and develop the public right of way connection of Benson Drive through to Dora Way.
- Complete the development of the existing Hemlock Avenue right of way east from Afognak through to the Seward Highway.
- Examine and implement the development of a roundabout at the Hemlock Avenue and Dimond Boulevard intersection.
- Support enforcement/compliance of legal parking, storage and use of the public right of way.
- Improve public transportation between downtown and the harbor.
- Enforce parking consistently in the downtown and harbor areas.
- Examine and implement a range of public parking solutions in the boat harbor area including:
  - ◇ Encourage day cruise and sport fishing charter operations to provide offsite private parking for their patrons.
  - ◇ Continue to provide information on parking locations and regulations.
- Explore and improve Industrial Zone traffic route.
- Support the upgrade of Lowell Point Road.
- Pave Oak Street route to Seward Mountain Haven care facility.
- Pave Dieckgraeff Road to Dimond Blvd intersection.

#### 3.4.2 Expand and maintain existing sidewalks and the multi-purpose trail system in order to provide safe, fully accessible, pedestrian pathways throughout the city.

- Develop an improvement plan for safe pedestrian and vehicular traffic articulation, including sidewalk extensions and year-round maintenance of pedestrian pathways.
- Support the construction of sidewalks throughout the community.
- Connect schools and residential areas through the development of safe public rights of way, sidewalks and trails.
- Support the construction of a pedestrian and bike paths within the community.

#### 3.4.3 Improve the usability of the state owned airport.

- Encourage the State to:
  - ◇ Complete and implement a flood mitigation project to protect the runways from flooding.
  - ◇ Upgrade navigational aids with the latest, industrial standard technology.

#### 3.4.4 Support the return of the Alaska Marine Highway presence in Seward.

### 3.5 PORT AND HARBOR DEVELOPMENT







**3.5.1 Maintain a thriving port of Seward through harbor improvements, infrastructure expansion, and implementation of management plans.**

**3.5.1.1 Encourage the growth and development of an efficient, functional boat harbor that meets Seward’s commercial and recreational needs.**

- Ensure sound development of private and public harbor uplands with a plan that addresses the needs of harbor users and visitors by reviewing allowed uses in the harbor zoning district, including public parking and amenities.
- Continue to add public amenities and improve the look of the harbor area through landscaping, and litter control.

**3.5.1.2 Plan for adequate port infrastructure that will serve the needs of users in the main industrial/Alaska Railroad area and at the Seward Marine Industrial Center (SMIC).**

- Support the Alaska Marine Highway System and Alaska Railroad to continue intermodal dock improvements.
- Continue working with the Alaska Marine Highway System (AMHS), Alaska Railroad, and cruise ship industries to develop convenient and well-publicized local, state, and national transportation connections from the port areas.
- Coordinate with Seward Terminal and the Alaska Railroad in developing multiple uses of the coal loading dock.
- Support the SMIC Development Plan to include new market trends and modern technologies for ship repair and construction, shipping of natural resource products, boat storage, and other compatible industries, soliciting support from Alaska Industrial Development and Export Authority (AIDEA) and the US Economic Development Administration (EDA).
- Support breakwater and harbor development that would accommodate large vessels.

**3.6 RECREATION**



**3.6.1 Improve, expand and diversify year-round parks and recreational opportunities for residents and visitors.**

**3.6.1.1 Improve existing and develop additional recreational infrastructure.**

- Improve playgrounds.
- Maintain city campgrounds to include planting of native trees and shrubs, and ensures protection of the beach habitat.
- Develop a landscape plan for Waterfront Park that provides for additional green space.
- Encourage and continue development of walking and bike paths that connect residential areas to schools, parks and retail locations which are safe and as unencumbered by vehicles as possible.
- Sustain current zoning for city park lands.
- Identify, protect, and preserve scenic and natural areas for recreational enjoyment.
- Continue to protect and preserve all city parks.
- Add additional park restrooms.
- Address coastal erosion impacting waterfront campground and bike path.





**3.6.1.2 Update the 1993 Parks and Recreation Master Plan for improving and expanding recreational facilities, parks, playgrounds, day-use areas, camping areas, and trails, addressing the following items:**

- Maintain public access to beaches by continuing City ownership of tidelands and upland access points.
- Develop an acquisition strategy to identify and secure sufficient and suitable public lands for parks, sports fields, greenbelts, open space, trails, trailhead parking and other public facilities, including easements to access these public lands.
- Ensure that Municipal land acquired for or converted to long-term or permanent-park or recreational uses are officially dedicated as park land.

**3.6.1.3 Develop and promote winter tourism by expanding opportunities, creating advertisements, and marketing incentives to visit Seward during winter months.**

- Support visitor studies that eliminate the duplication of counts and provide year-round visitor counts to target marketing.
- Support and promote existing back-country activities in cooperation with state and federal park agencies, Seward Parks and Recreation, and Seward Chamber of Commerce, and plan for future opportunities.
- Encourage the expansion of cross-country skiing and snow machining trails and the development of infrastructure for alpine skiing and ice- skating/hockey.

## 3.7 PUBLIC FACILITIES AND SERVICES



**3.7.1 Support efforts to continuously improve the quality of educational facilities and services.**

**3.7.1.1 Support development of infrastructure and acquisition of land that promotes educational activities.**

- Promote improved telecom capabilities for long distance learning opportunities at the public schools, Alaska Vocational Technical Center, Alaska SeaLife Center, and other places of learning in the community.
- Continue to coordinate with the Kenai Peninsula Borough, the Kenai Peninsula Borough School District, and the community to provide limited, safe access between Seward Elementary and Seward Middle and Seward High schools for emergency and bus transport purposes.
- Continue to identify and acquire land, working with the Kenai Peninsula Borough to develop the pre-K-12 public school campus fully with adequate playing fields, safe road access, and compatible trail systems.

**3.7.1.2 Support, strengthen and develop diverse educational and research programs at various public and non-profit institutions.**

- Support continued development and dissemination of educational programs and research at the Alaska SeaLife Center.
- Support the expansion of research and public information capabilities of the Seward Marine Center, University of Alaska Fairbanks.
- Continue working with the Kenai Peninsula College, University of Alaska Anchorage to form a degree-granting branch.
- Support the life-long learning needs of community residents through a variety of formal and informal educational opportunities.
- Support the continued home porting of the research vessel Sikuliaq.
- Provide opportunities for integrating arts and culture support programs in developments throughout the community.
- Encourage the year-round use of public schools as neighborhood and community centers.



- Support the design, funding and construction of a new indoor recreation facility.

**3.7.1.3 Continue to improve the quality and efficiency of city governmental services.**

- Continue to revise and update the Seward City Code.
- Adopt a community impact review process for proposed retail developments over 15,000 square feet.

**3.7.1.4 Continue to upgrade and expand utilities to meet existing needs and encourage future development.**

- Evaluate and implement ways to equitably extend utilities to areas that are priorities for residential development (see Housing).
- Continue to conduct rate studies on utilities as needed.
- Support efficient, economic alternative sources of energy and feeding into the power grid.
- Expand customer base within the Seward Electric Utility area as a means to reduce energy costs and improve services.

**3.7.1.5 Plan to relocate and rebuild selected city facilities to improve compatibility with land uses and increase cost-effectiveness of services.**

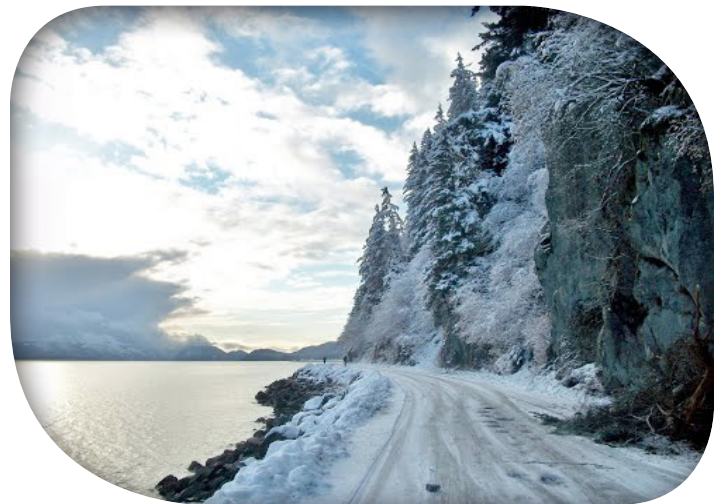
- Relocate the city shop to a more appropriate area.
- Support the design and construction of a recreation facility.
- Relocate the animal shelter facility to a more appropriate area.
- Study the feasibility of a new city hall facility that consolidates city offices, separating out the state courthouse and other state, borough and federal offices.
- Support expansion and modernization of health care facilities.

**3.7.1.6 Maintain and actively enforce a hazardous material disposal program that coordinates with Borough, State, and Federal regulatory agencies.**

**3.7.1.7 Encourage the development of cost-efficient options for renewable energy production in Seward.**

**3.7.1.8 Support and develop opportunities for individual and community health improvement.**

**3.8 NATURAL HAZARDS**



**3.8.1 Promote community safety from natural disasters through mitigation measures and preparedness training.**

**3.8.1.1 Develop an open spaces overlay district.**

**3.8.1.2 Protect citizens from natural hazards by using appropriate land use policies and regulations.**

**3.8.1.3 Create sound public uses of potentially hazardous lands.**

- Continue to identify areas subject to natural hazards with appropriate state and federal agencies and understand the nature of these hazards particularly earthquakes and tsunamis, flooding, avalanches and landslides, and saturated soils.



- Use potentially hazardous public lands for low risk uses such as open space, wildlife and bird habitat protection, and recreation activities.

#### 3.8.1.4 Mitigate flood hazards.

- Secure funding to implement a comprehensive flood mitigation plan for Resurrection River and Japanese Creek.
- Maintain the Fourth of July Creek dike system and keep channel clear of debris.
- Continue support of the Bear Creek/Seward Flood Service Area in planning, developing and implementing flood mitigation measures in adjacent areas that impact the safety and functioning of the city.
- Continue planning with USACE and Federal Delegation for replacement of the Lowell Creek diversion tunnel.

#### 3.8.1.5 Control development on lands subject to risks from seismic activity, floods, steep slopes prone to erosion, avalanches, landslides, and saturated soils.

- Support building codes and practices that allow safe utilization of potentially hazardous lands and conform to state and federal regulations.
- Investigate land trades and other mechanisms for acquisition of potentially hazardous lands.
- Advocate building standards and planning in areas outside the city working with the Bear Creek/Seward Flood Service Area to avoid inappropriate development.
- Secure funding to continually and adequately clear river channels of gravel and debris.
- Develop and implement a beach restoration program.

#### 3.8.2 Plan and prepare for disasters.

- Continue to participate in the National Flood Insurance Program.
- Coordinate with the Kenai Peninsula Borough to annually review and update all disaster emergency plans.
- Coordinate community wide disaster preparedness training and public education efforts.
- Strengthen the capacity of Seward Mountain Haven commons to serve as an alternate emergency operation center in the event of a declared disaster.

## 3.9 QUALITY OF LIFE



#### 3.9.1 Enhance the “sense of community” including its economic and historic significance among residents of the greater Seward area.

##### 3.9.1.1 Maintain Seward’s small town, family-oriented character throughout the growth process.

- Encourage citizen participation in local organizations and task forces.
- Support community engagement programs that promote positive adult-youth relationships and cross generational activities that enhance health and well-being.
- Encourage community appreciation of local history and support the continuation of traditions such as the Mount Marathon Race and other historical events.





### **3.9.1.2 Encourage the recognition, rehabilitation and preservation of prehistoric and historic sites, transportation routes, trails, buildings, objects and artifacts.**

- Support the Seward Historic Preservation Commission's (SHPC) efforts to raise public awareness regarding the inventory of local historic properties; as well as those properties listed on local, state and national registers; and benefits of placing properties on these registers.
- Evaluate incentives, procedures, and regulations to encourage continued identification, inventory, acquisition, preservation, and restoration of buildings and sites.
- Develop with SHPC appropriate information, guidelines and incentives for owners to incorporate historic preservation using the Secretary of Interior's Standards for Historic Preservation or locally determined standards.
- Add a voluntary historic resources survey as part of the application for city building and conditional use permits.
- Encourage planning and adaptive use of historic properties to promote residential, cultural, commercial, and heritage tourism purposes:
- Clarify roles of SHPC, Planning and Zoning Commission, and the City of Seward in regulating historic preservation and integrating it into the planning process.
- Encourage preservation of historic landscaping, support the Seward Historic Preservation Commission's Historic Plant and Tree Register.

### **3.9.2 Improve the appearance of and reduce unnecessary noise in the entire community.**

#### **3.9.2.1 Encourage citizens, as well as the city, to take an active role in beautifying the community.**

- Encourage the landscaping of developed property.
- Increase recycling efforts to reduce litter and impact on landfill.
- Evaluate measures to control improper signage and community "eyesores."
- Support and encourage solid waste management "3R's Reduce, Reuse, Recycle".

- Support creation of a sustainable, comprehensive recycling program.
- Support the Alaskans for Litter Prevention and Recycling (ALPAR).
- Support Parks and Recreation Volunteer Community Clean Ups.
- Support Christmas Tree Recycling for wood chips.
- Evaluate citywide curbside pickup of recyclables.
- Support community gardens.

#### **3.9.2.2 Preserve and protect the scenic views of the mountains and Resurrection Bay.**

- Seek ways to minimize development impacts on the slopes of Bear Mountain, Mt. Marathon, Mt. Benson, and the Mt. Alice bench utilizing watershed protection measures.
- Ensure zoning that maximizes park purposes along the waterfront and waterway buffer areas, in particular dedicating Waterfront Park for open space in perpetuity.
- Promote ways to increase public awareness of historic significance along Waterfront Park.

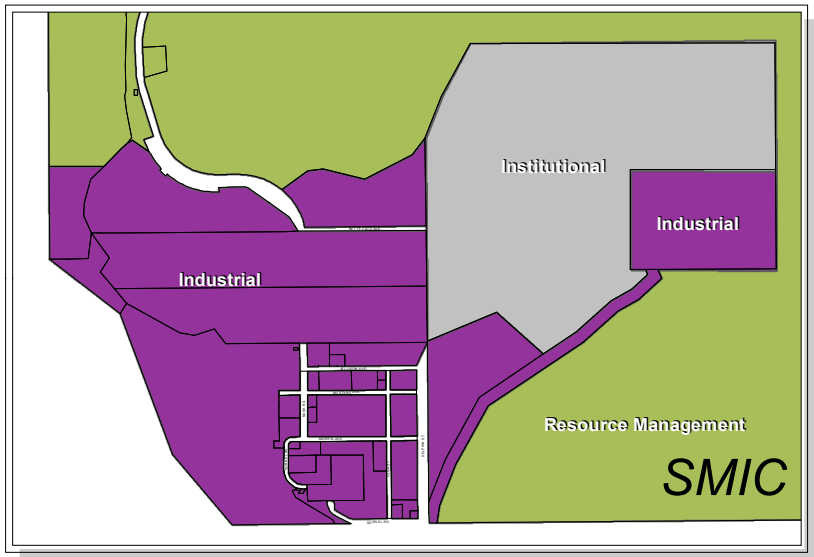
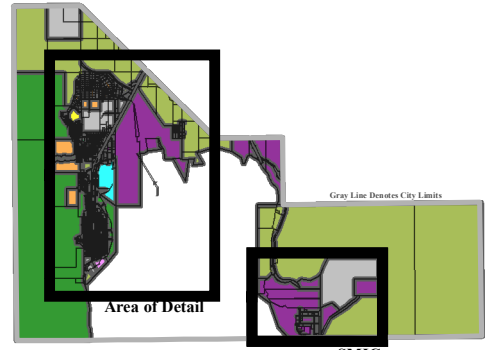
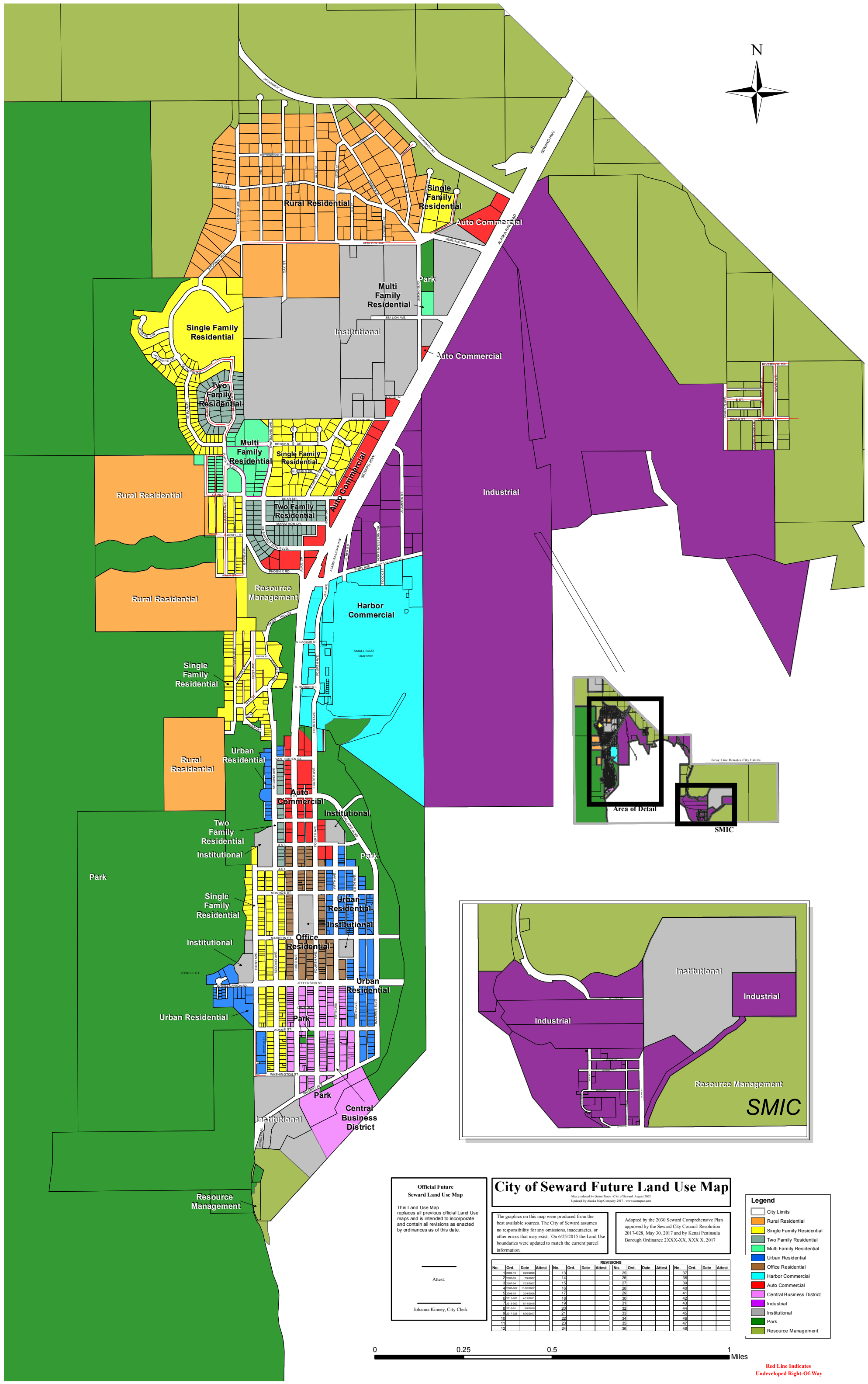
#### **3.9.2.3 Preserve the quiet of residential neighborhoods.**

- Support the ordinance on quiet hours.
- Promote soundproofing of generators, air quality control units, and other sources of noise in commercial or institutional zones adjacent to residential zones.





## Appendices - Maps



**Official Future Seward Land Use Map**

This Land Use Map replaces all previous official Land Use maps and is intended to incorporate and contain all revisions as enacted by ordinances as of this date.

Attest:

Johanna Kinney, City Clerk

**City of Seward Future Land Use Map**

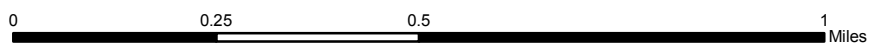
Map produced by Quinn Tracy - City of Seward August 2003  
Updated by Alaska Map Company 2017 - www.almapco.com

The graphics on this map were produced from the best available sources. The City of Seward assumes no responsibility for any omissions, inaccuracies, or other errors that may exist. On 6/25/2015 the Land Use boundaries were updated to match the current parcel information.

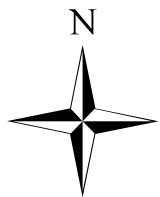
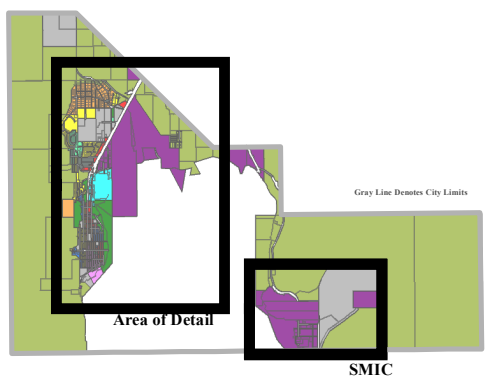
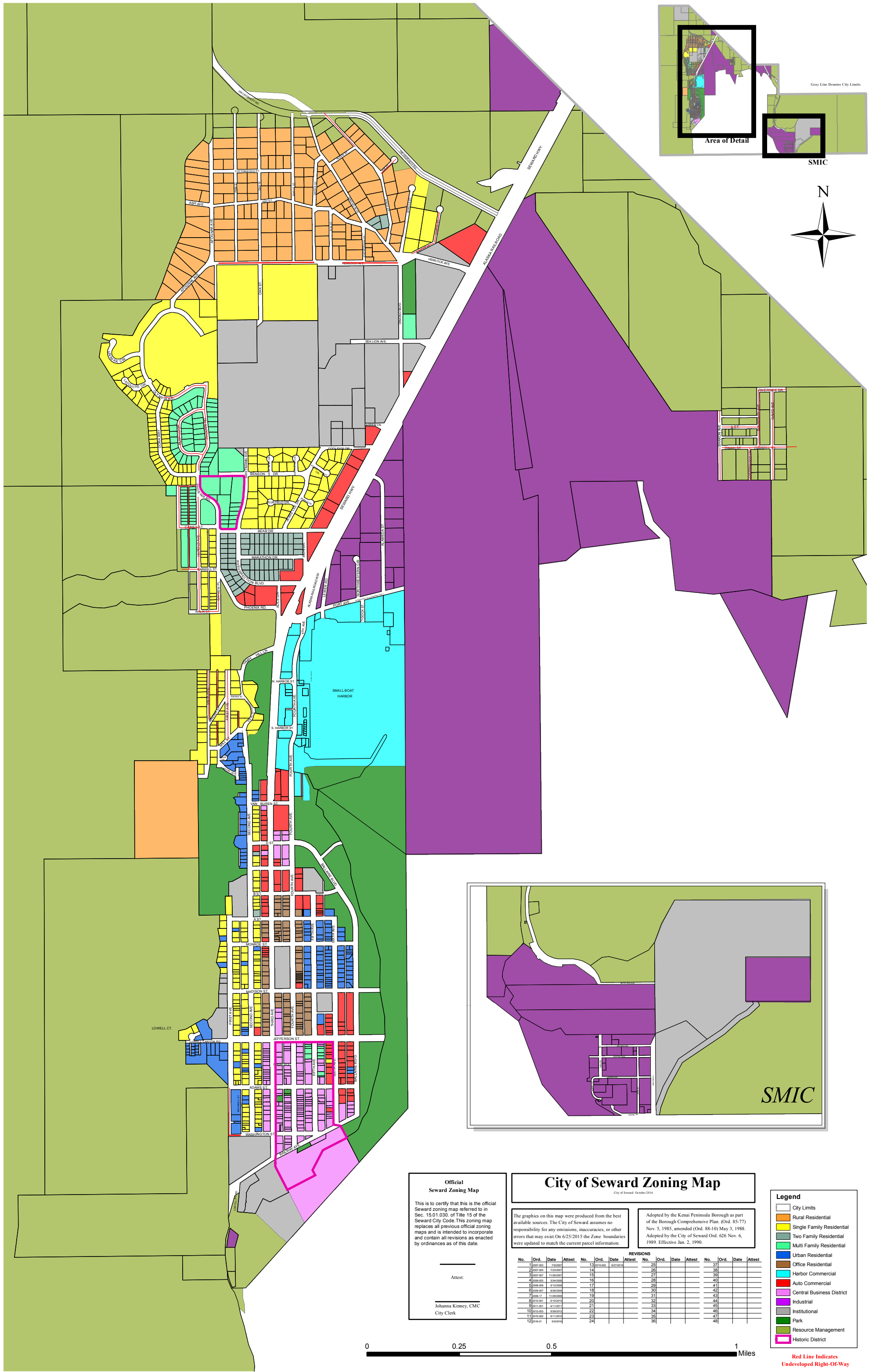
Adopted by the 2030 Seward Comprehensive Plan approved by the Seward City Council Resolution 2017-028, May 30, 2017 and by Kenai Peninsula Borough Ordinance 2XXX-XX, XXX X, 2017

REVISIONS											
No.	Ord.	Date	Attest	No.	Ord.	Date	Attest	No.	Ord.	Date	Attest
1	1000-01	10/01/00		13				25			
2	1000-02	10/02/00		14				26			
3	1000-03	10/03/00		15				27			
4	1000-04	10/04/00		16				28			
5	1000-05	10/05/00		17				29			
6	1000-06	10/06/00		18				30			
7	1000-07	10/07/00		19				31			
8	1000-08	10/08/00		20				32			
9	1000-09	10/09/00		21				33			
10				22				34			
11				23				35			
12				24				36			

- Legend**
- City Limits
  - Rural Residential
  - Single Family Residential
  - Two Family Residential
  - Multi Family Residential
  - Urban Residential
  - Office Residential
  - Harbor Commercial
  - Auto Commercial
  - Central Business District
  - Industrial
  - Institutional
  - Park
  - Resource Management



Red Line Indicates Undeveloped Right-Of-Way



**Official Seward Zoning Map**

This is to certify that this is the official Seward zoning map referred to in Sec. 15.01.030. of Title 15 of the Seward City Code. This zoning map replaces all previous official zoning maps and is intended to incorporate and contain all revisions as enacted by ordinances as of this date.

Attest:

Johanna Kimzey, CMC  
City Clerk

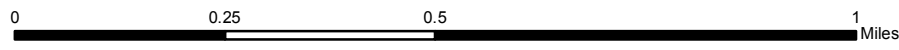
**City of Seward Zoning Map**  
City of Seward October 2016

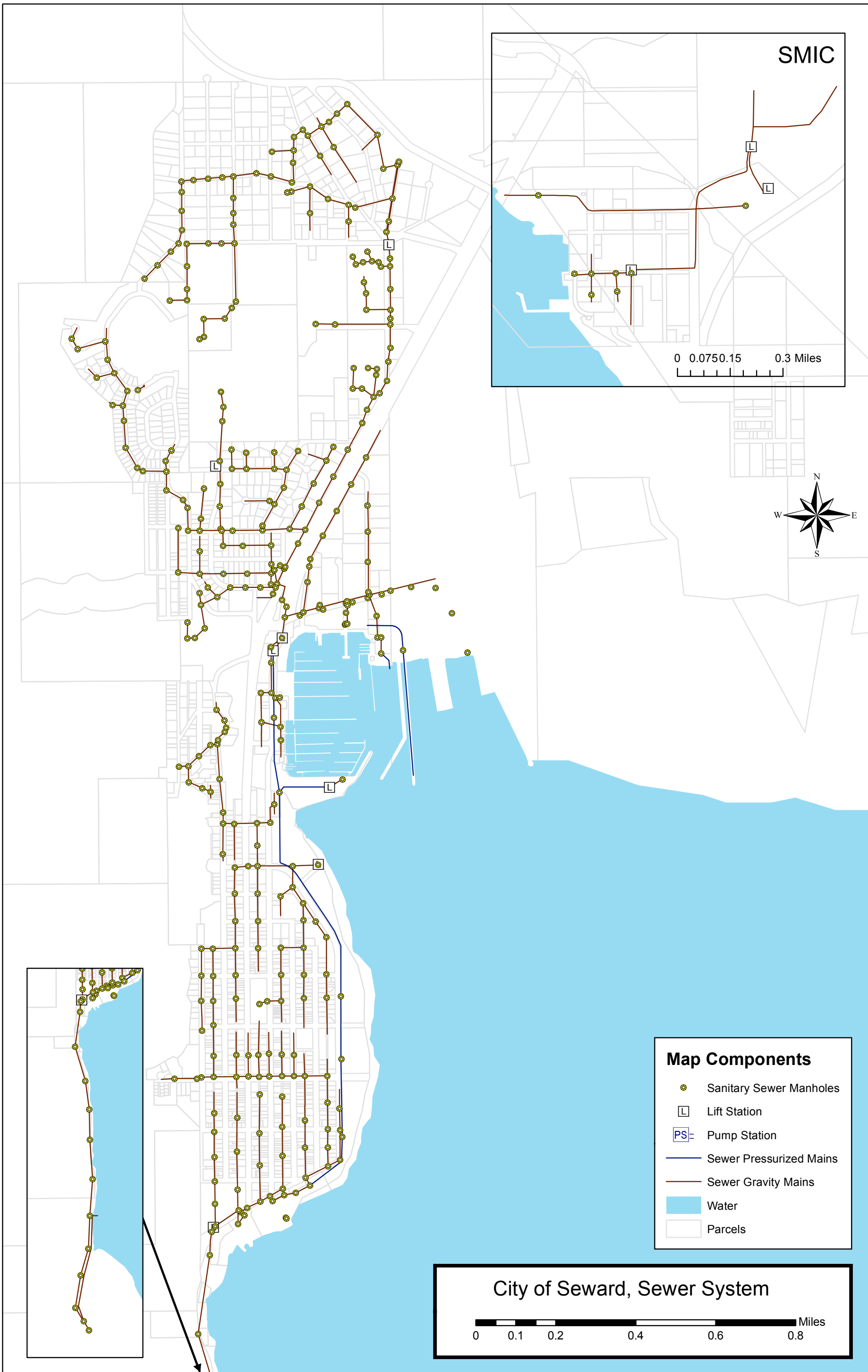
The graphics on this map were produced from the best available sources. The City of Seward assumes no responsibility for any omissions, inaccuracies, or other errors that may exist. On 6/25/2015 the Zone boundaries were updated to match the current parcel information.

Adopted by the Kenai Peninsula Borough as part of the Borough Comprehensive Plan. (Ord. 85-77) Nov. 5, 1985, amended (Ord. 88-10) May 3, 1988. Adopted by the City of Seward Ord. 626 Nov. 6, 1989. Effective Jan. 2, 1990.

REVISIONS											
No.	Ord.	Date	Attest	No.	Ord.	Date	Attest	No.	Ord.	Date	Attest
1	2007-003	7/24/2007		13	2015-005	6/23/2015		25			
2	2007-004	10/22/2007		14	2015-006	6/23/2015		26			
3	2007-007	10/22/2007		15				27			
4	2008-005	3/24/2008		16				28			
5	2008-008	6/12/2008		17				29			
6	2008-007	6/23/2008		18				30			
7	2008-017	10/28/2008		19				31			
8	2010-001	6/16/2010		20				32			
9	2011-001	4/11/2011		21				33			
10	2011-003	6/28/2011		22				34			
11	2011-002	6/11/2011		23				35			
12	2016-001	6/22/2016		24				36			

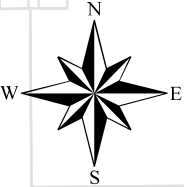
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  - Industrial
  - Institutional
  - Park
  - Resource Management
  - Historic District
- Red Line Indicates Undeveloped Right-Of-Way












SMIC

0 0.075 0.15 0.3 Miles



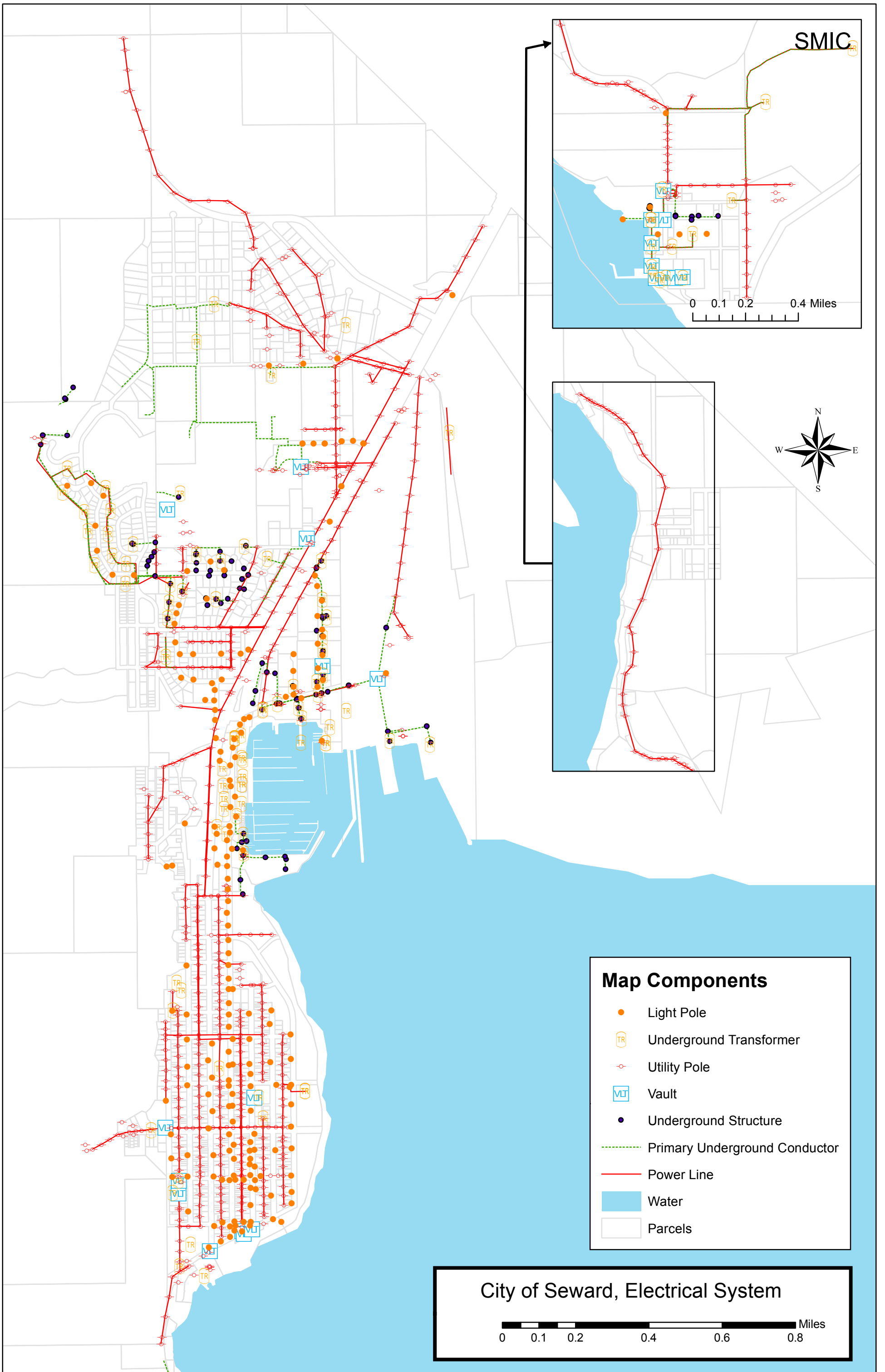
**Map Components**

-  Sanitary Sewer Manholes
-  Lift Station
-  Pump Station
-  Sewer Pressurized Mains
-  Sewer Gravity Mains
-  Water
-  Parcels

**City of Seward, Sewer System**

0 0.1 0.2 0.4 0.6 0.8 Miles





SMIC

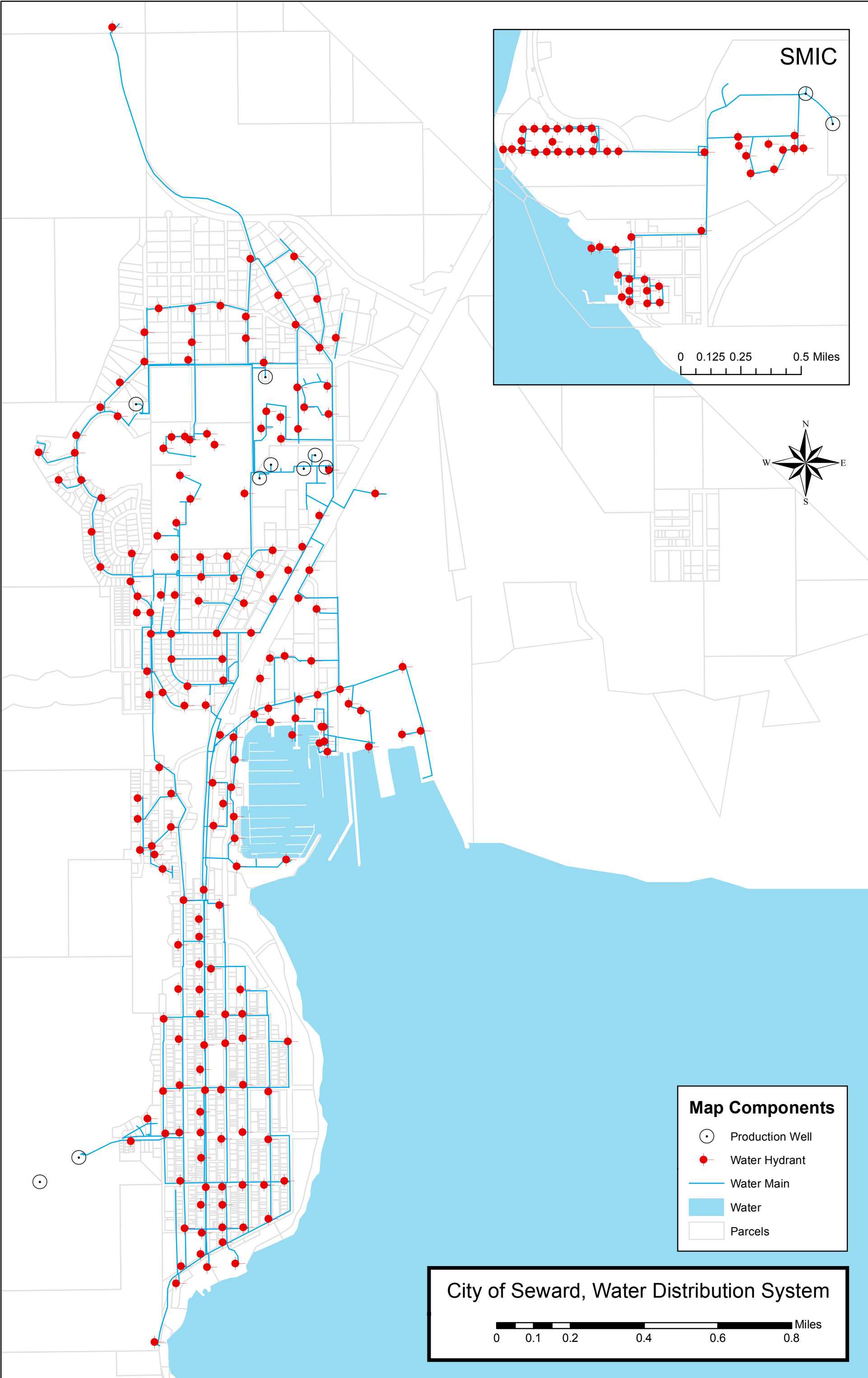
0 0.1 0.2 0.4 Miles



- Map Components**
- Light Pole
  - TR Underground Transformer
  - Utility Pole
  - VLT Vault
  - Underground Structure
  - - - Primary Underground Conductor
  - Power Line
  - Water
  - Parcels

City of Seward, Electrical System

0 0.1 0.2 0.4 0.6 0.8 Miles








SMIC

0 0.125 0.25 0.5 Miles



**Map Components**

-  Production Well
-  Water Hydrant
-  Water Main
-  Water
-  Parcels

City of Seward, Water Distribution System

0 0.1 0.2 0.4 0.6 0.8 Miles