

2011

# Kodiak Maritime Museum

Site Analysis Report

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## INTRODUCTION

Kodiak Maritime Museum, a nonprofit corporation, was established in 1996 with the goals of educating the public about Alaska's commercial fishing industry and maritime heritage and preserving this rich history on Kodiak's working waterfront. As part of this effort, the need for a Kodiak Maritime Heritage Center/Museum has been identified. The Museum would house artifacts and provide programming that highlights the history of maritime activities in the community. Three potential sites for locating a museum, all owned by the City of Kodiak, were selected by the Kodiak Maritime Museum Board and the City of Kodiak for the initial evaluation ([FIGURE 1](#)).

- **Site #1: St. Paul Harbor North:** This site is located on the northeast corner of St. Paul Harbor at the intersection of Shelikof Street and Marine Way. There is an existing public restroom facility and parking on the proposed site.
- **Site #2: St. Paul Harbor Tract N18:** This site is located on the southeast side of St. Paul Harbor and is currently used as harbor parking.
- **Site #3: Oscar's Spit:** This site is located on the south end of Oscar's Spit and is currently being used as harbor parking.

## SITE SELECTION CRITERIA

The purpose of this evaluation is to summarize existing data to identify the opportunities and constraints associated with each site and where additional investigation may be necessary. ***Field verification and investigations are not part of the evaluation.*** The following criteria are intended to serve as the basis for evaluating both the present and potential future characteristics of a site to determine its suitability for a museum.

### PHYSICAL (LOCATION, SIZE, LEGAL INFORMATION, AND SHAPE)

Sites should be centrally located to serve the projected attendance population and be at least large enough to accommodate the estimated building square footages defined in the Feasibility Study and Business Plan for a Kodiak Maritime Heritage Center (McDowell Group, 2010) and to allow for some flexibility in design. The configuration of the site must also be able to accommodate the museum building, required parking, driveways, and other support services. The Feasibility Study identifies three scenarios for square footage, ranging from a small to large museum: 4,285, 5,245 or 6,015 square feet. By moving storage off-site approximately 1,200 square feet could be removed from the building size. For planning purposes, it is assumed that the museum will be approximately 5,245 square feet (mid-sized less storage).

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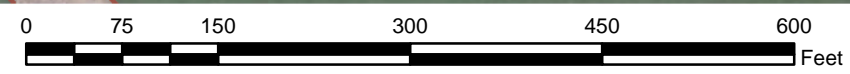


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**FIGURE 1: KODIAK MARITIME MUSEUM Candidate Sites**

Issues to consider:

- Is the parcel or group of parcels legally defined so that it can be purchased or leased without survey and platting actions? Ideally, each site should be legally defined, whether through a remainder of a lot, an entire tract, or a subdivided parcel.
- If necessary, is there sufficient area for future expansion?

## **LAND USE/RELATED PLANS AND POLICIES**

Compatibility with adjacent land uses, adopted city and borough plans, and zoning is an important consideration. The proposed museum should be consistent with current and planned development.

Issues to consider:

- Can buffers and setbacks mitigate any potential impacts to adjacent land uses?
- Given the site configuration and zoning, can Kodiak Borough Title 17 Zoning regulations be met?
- Will the site need to be rezoned?

## **TRANSPORTATION**

The most desirable site will have existing, convenient, and safe access for both vehicles and pedestrians. Traffic impacts to surrounding businesses and associated downtown streets should be minimized.

Issues to consider:

- How many driveways for ingress and egress are possible?
- What improvements to the roads might be required to accommodate future museum traffic?
- Will increased traffic adversely impact adjacent land uses?
- Are safe pedestrian routes achievable?

## **ENVIRONMENTAL (TOPOGRAPHY, VEGETATION, HABITAT, WETLANDS)**

Sensitive environmental resources such as tidelands, wetlands, and any other environmental considerations should be absent from the site or easily mitigated including the presence of cultural and/or historic resources.

Issues to consider:

- What are the environmental implications of developing a museum building on the site?
- What are the regulatory permitting requirements?

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## **GEOTECHNICAL/SEISMIC/CONTAMINATION**

The site should be relatively level and well-drained with stable soil conditions and no natural or introduced site hazards.

Issues to consider:

- Is the site in a mapped seismic/tsunami zone?
- What are adjacent land uses that may be a potential source of contamination?
- Will soils/geotechnical conditions require specialized building foundations?

## **UTILITIES**

The availability of utilities can significantly affect the cost of development and long-term operations and maintenance costs for a museum.

Issues to consider:

- Are there existing utilities in close proximity to the site or is it anticipated that utilities will be extended to the site within the planning horizon?
- Will development of the site require the relocation of existing utilities?

## **EXISTING DATA REVIEW**

The City of Kodiak is located near the northwestern tip of Kodiak Island in the Gulf of Alaska, 252 air miles southwest of Anchorage. Kodiak Island, located in the US. Kodiak National Wildlife Refuge, is the largest island in Alaska. The Kodiak economy is primarily based on fishing, seafood processing, retail services, and government services.

The climate has a strong marine influence. There is moderate precipitation, occasional high winds, and frequent cloud cover and fog. Severe storms are common from December through February. Annual rainfall averages 67 inches, and annual snowfall averages 78 inches. January temperatures range from 14 to 46 °F; July temperatures range from 39 to 76 °F.

All of the sites under consideration are owned by the City of Kodiak and located at St. Paul Harbor, near the downtown core. Vehicular access to the three sites is via Shelikof Street and Marine Way. St. Paul Harbor was rebuilt in 2000 as a small boat harbor with 250 slips and service docks. Upgrades also included lighting, electrical service, potable water at each slip, and a fire suppression system. Two parking lots are located on the northeast side of the harbor on both sides of the Harbormaster's office. Parking is also available along Shelikof Street. There is a public restroom in the northeast parking lot.

Oscar's Spit at the southeast end of the harbor also provides parking including pull-through trailer parking. The city's snow dump pier and water dock are located on Oscar's Spit. The snow dump pier is used by City snow removal crews to dispose of plowed snow from the streets into the channel.

Harbor users include recreational boaters, tourism charters, and commercial fishing fleets. Activities associated with the docks include loading and unloading of vessels and boat repair. Parking demand includes a mix of harbor-related users who have both long-term and short-term parking needs and adjacent downtown businesses including employees and clients.

## **RELATED PLANNING DOCUMENTS AND LAND USE REGULATIONS**

### **KODIAK ISLAND BOROUGH COMPREHENSIVE PLAN**

The 2008 Kodiak Island Borough Comprehensive Plan provides direction for development decisions and future growth in the Kodiak Island Borough including the City of Kodiak. Key goals, policies, and implementation strategies relevant to the proposed sites and future museum are summarized below.

- Develop a comprehensive management framework to encourage economic development while protecting coastal resources.
  - Encourage future industrial and commercial development to be sited and constructed to promote the most efficient utilization of waterfront areas and coastal resources.
- Support commercial businesses and areas within the Borough, including downtown Kodiak.
  - Plan for land uses, transportation facilities and public improvements in commercial areas in a way that supports the viability of local businesses.
  - Support efforts by local businesses and business organizations throughout the Borough to enhance existing and potential new businesses, particularly in areas that would benefit from economic revitalization.
- Enhance the Visitor's Industry's role as a significant component of the Kodiak Region's economy.
  - Support efforts to develop a Maritime/Fisheries Museum.
- Improve facilities for water transport of passengers and freight.
- Provide for public safety to minimize exposure to danger when developing coastal lands.
  - Require sound engineering and construction practices to ensure the safe design and construction of public and private facilities.

### **KODIAK WATERFRONT MASTER PLAN JULY 2010**

The Waterfront Master Plan was prepared to assist the City with planning for future use and development of waterfront properties and facilities.

- *Providing Adequate Parking for Waterfront Users.* The plan recommends addressing options to provide additional parking at St. Paul Harbor and in the downtown core area. There is currently competition for parking spaces between downtown business patrons and harbor users.
- *Providing amenities for harbor users.* In order to attract growth in the fishing industry and provide services to the growing tourism industry, amenities (restrooms, showers, laundry) should be improved and developed.

Recommendations in the Waterfront Master Plan specific to St. Paul Harbor include:

- Shower amenities at Fisherman’s Hall or in the existing restroom building north of the Harbormaster Office. Restrooms should also be considered at the Shelikof Street access ramp.
- To address parking issues, continue the bulkhead along Shelikof Street.
- Permanent development of the south side of Oscar’s Spit is not recommended. It is a non-dedicated, general use space that is well used by a variety of user groups. Additional development would likely have an adverse effect on the current users.
- The city should consider purchasing the Alaska Fresh Seafoods property if it becomes available. It would provide additional parking and a potential location for a cold storage facility.

### **LANDSCAPE MASTER PLAN 2010**

The 2010 Landscape Master Plan for the Water, Sewer and Storm Water for Downtown Kodiak recommends pedestrian zones, cultural areas, pathways, a parking plan, and other improvements throughout the downtown harbor area to highlight the culture, history, and fishing-based industry. The plan recommends a historic boat display with benches at St. Paul Harbor.

### **KODIAK ISLAND BOROUGH TITLE 17 – ZONING**

The Kodiak Island Borough has zoning authority for all land in the Borough, excluding state and federally-owned land. Title 17 regulates land use and development. The regulations address zoning, subdividing, and development standards such as setbacks, landscaping, drainage, and parking. Title 17 is in the process of being updated and although, the revisions have not yet been adopted by the Assembly, they could impact future development. Sites 1 and 3 are zoned Public Use Lands (PL). Site 2 is zoned Industrial (I).

#### **PUBLIC LANDS ZONING**

The Public Land/Public Facilities zoning district is established as a land use district for publicly- owned land containing recreational, educational and institutional uses. Museums are a by-right allowed use (Title 17.130. Permitted Uses).

The minimum lot size is 7,200 square feet (0.165 acres) with a minimum width of 60 feet. The following setbacks apply:

- The minimum front yard is 25 feet.
- The minimum yard required on each side of a principal building is 10 percent of the lot's width but need not exceed 25 feet.
- The minimum required side yard on the street side of a corner lot is 25 feet.
- The maximum building height is 50 feet [Ord. 83-18-O §2, 1983. Formerly §17.33.060].

### **INDUSTRIAL ZONING**

The principal use of land zoned Industrial is for business, manufacturing, processing, fabricating, repair, assembly, storage, wholesaling, and distributing operations. It encourages the continued use of the land for business and industrial purposes.

- Allows public uses including museums.
- Minimum lot area is 20,000 square feet.
- Minimum rear yard cannot be less than 20 feet. There must be at least a 20 foot side yard on each side of the principal building. There must be a front yard of not less than 30 feet.
- The maximum height of a structure is unrestricted.

### **PARKING**

In all zoning districts there must be off-street parking to serve the building or use (Title17.175).

- Parking must be available free of charge for the use of the occupants, employees, and patrons of the building.
- All parking must be on the same lot or any contiguous lot in common ownership. If it is found that this is impracticable, parking may be on any lot within 600 feet of the principal building; however, the lot must be in common ownership or a long-term easement, license, or permit for use of the alternative parking must be obtained.
- All parking spaces must be located in a zoning district that permits the use they serve.

The off-street parking requirement for museums is not specified; therefore, parking demand characteristics are to be determined by the Community Development Department. Typically, parking requirements from similar uses will be applied but in all cases a minimum of three spaces shall be required.

Parking requirements do not apply within the designated core area of downtown Kodiak. The core area is bound by Rezanof Drive West, Center Avenue, Marine Way East, and Marine Way West (defined as blocks 4 through 13 of New Kodiak Subdivision). The harbor is just outside of the core area.

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All applications for zoning compliance must include a plan for any parking area to be constructed. Requirements for parking including any area used for vehicular circulation, storage, parking spaces, aisles, turning and maneuvering areas, driveways, and points of ingress and egress, include:

- Minimum driveway widths are 24 feet for two-way traffic with a maximum width of 32 feet.
- The minimum distance between two adjacent driveways on the same parcel measured along the right-of-way line between the adjacent edges of the driveways is 75 feet on arterials (Marine Way).
- Driveways must be at least 60 feet from the Marine Way and Shelikof Street intersection.
- Parking stalls must be 9 feet wide, 18 feet in depth with a 12 to 24 foot aisle width, depending on the angle of parking.
- Handicapped-accessible parking must be provided.
- In all use districts, an off-street loading space must be provided.

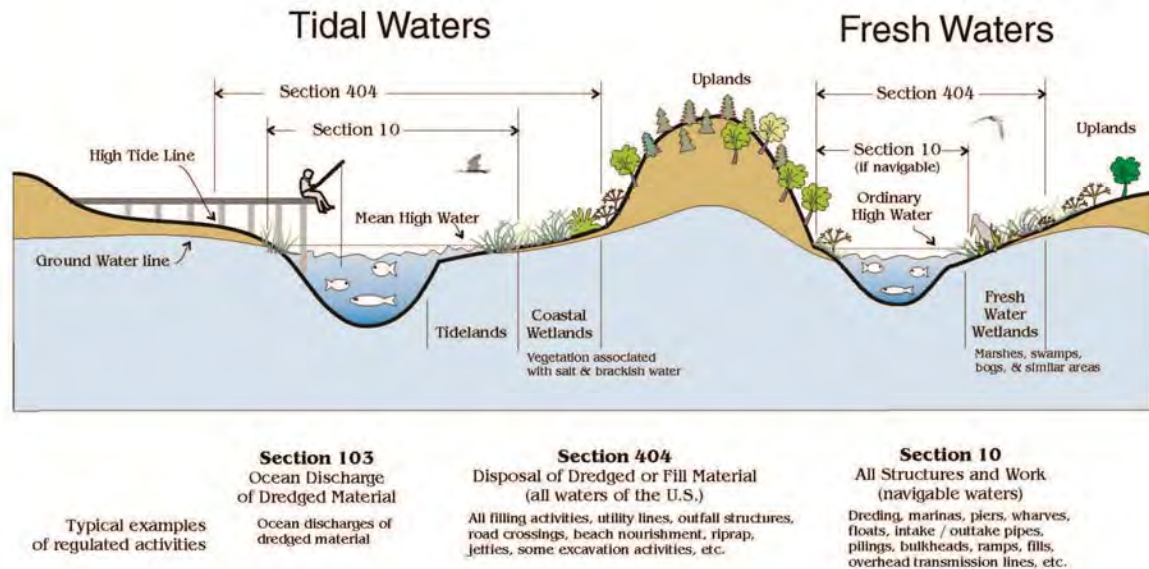
#### **VARIANCES**

Variations to the zoning district requirements may be possible. The Planning and Zoning Commission determines if a variance is permissible based on the following:

1. That there are exceptional physical circumstances or conditions applicable to the property or to its intended use or development which do not apply generally to other properties in the same land use district;
2. That the strict application of the provisions of this title would result in practical difficulties or unnecessary hardship;
3. That the granting of the variance will not result in material damage or prejudice to other properties in the vicinity nor be detrimental to the public's health, safety or general welfare;
4. That the granting of the variance will not be contrary to the objectives of the comprehensive plan; and
5. That actions of the applicant did not cause special conditions or financial hardship or inconvenience from which relief is being sought by a variance.

## REGULATORY PERMITTING

Based configuration of the proposed sites, it is possible that a portion of the Museum building would be supported on pile foundations that may extend into waters regulated by the U.S. Army Corps of Engineers (Corps). Section 404 of the Clean Water Act requires permit authorization to discharge dredged or fill material into the waters of the United States, including wetlands (see figure below).



Section 10 of the Rivers and Harbors Act of 1899 requires approval for any work in, over, or under navigable waters of the United States. It also requires approval for work that may affect the course, location, or condition of the waters. Typical activities requiring authorization under Section 10 include:

- Construction of piers, breakwaters, jetties, weirs, marinas, ramps, floats, intake structures.
- Work such as dredging or disposal of dredged material.
- Excavation, filling or other modifications to navigable waters of the U.S.

Since the pilings would likely be located in close proximity to tidal waters, the best way to avoid the need for a permit is to design the structure so that pilings are above the high tide line and avoids wetlands or other water-bodies. A Preliminary Jurisdictional Determination should be requested from the Corps to determine where the high tide line and other regulated waters are in relation to the proposed sites. If the project area contains waters of the U.S. and the project is a regulated activity, a permit will be required. When reviewing project, the Corps will assess the public need for the proposed project, the availability of alternative sites, and mitigation measures taken to minimize and avoid impacts. Permitting typically takes between three and six months.

## GEOTECHNICAL

Based on existing as-builts, bedrock appears to be within several feet of the existing ground on Site 1. Further investigation into the extent of bedrock in this location should be performed to determine the possible impacts to foundation design and construction. Portions of Sites 2 and 3 appear to be constructed on imported fill. The quality and type of fill is unknown. Any foundation design should incorporate additional geotechnical investigations to determine the suitability of the existing fill material to support a structure.

## UTILITIES

The City of Kodiak Public Works Department owns and maintains existing water and sewer facilities in and around St. Paul Harbor. Much of the City's existing system was installed about 40 to 50 years ago and requires upgrading. As a result, the *City of Kodiak-Downtown Water, Sewer and Storm Drain Master Plan* is currently being developed. At the time of this report, future infrastructure plans for the harbor area were not available.

An existing 6-inch ductile iron water main runs along the east side of Oscar's Spit and the south side of Marine Way. Water service to any of the three sites can be provided through this main. An existing sewer mains run along Marine Way. Sites 1, 2 and 3 can be directly served by this main; however, sewer service to Sites 2 and 3 will likely need to include a lift station since the elevation of the existing main may not allow for a gravity sewer. There is a large storm drain outfall that discharges at the northwest corner of Site 1.

Kodiak Electric Association provides electrical service to St. Paul Harbor. Existing underground electrical distribution lines run along the south side of Marine Way and along the east side of Oscar's Spit. All three sites can access this power system. Service connection to the existing underground electrical line will require excavation of a shallow trench across the existing parking lots.

Alaska Communication Systems provides underground telephone service in the area through underground cables located on the south side of Marine Way and the east side of Oscar's Spit. Service to any of the three sites can be provided through these underground cables.

## SITE COMPARISON SUMMARY

Given the proximity of the sites to one another, there are not significant differences in their suitability for a future museum. The sites are shown in Figures 2, 3 and 4. Following the figures is Table 1 – Site Comparison Matrix. The matrix presents a comparative evaluation of the three candidate sites based on readily-available data and ranks them using a (+) for a positive attribute, (-) negative attribute, or (0) for neutral. In summary, the three candidate sites have the following in common:

- The City of Kodiak owns the land and the sites are centrally located near the downtown core at St. Paul Harbor;
- Museums are permitted uses according the zoning districts;
- Variances to the zoning regulations for development would be required;
- They are located within a mapped Tsunami Zone and high seismic area.
- They are situated on imported fill. Additional geotechnical investigations are necessary to determine the suitability of the imported material to support a structure.
- All utilities are in close proximity and are currently being evaluated as part of the Downtown Water, Sewer and Storm Drain Master Planning effort.
- Development of any of the sites would result in loss of harbor parking.

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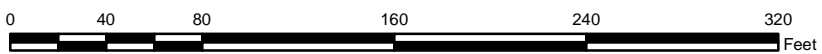


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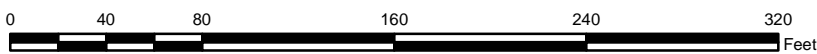


**FIGURE 2: KODIAK MARITIME MUSEUM  
SITE 1: ST. PAUL HARBOR NORTH  
(5,245 Sq. Ft. BUILDING FOOTPRINT)**

- Legend**
- Public Land
  - Parcels



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**FIGURE 3: KODIAK MARITIME MUSEUM  
SITE 2: ST. PAUL HARBOR TR N18  
(5,245 Sq. Ft. BUILDING FOOTPRINT)**



- Legend**
- Public Land
  - Parcels

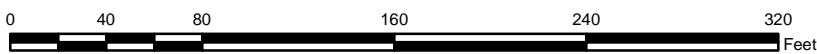


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**FIGURE 4: KODIAK MARITIME MUSEUM  
SITE 3: OSCAR'S SPIT  
(5,245 Sq. Ft. BUILDING FOOTPRINT)**

- Legend**
- Public Land
  - Parcels

Selection Criteria		Site 1: St. Paul Harbor North		Site 2: St. Paul Harbor TR N18		Site 3: Oscar's Spit
<b>Physical</b>						
Location	+	Northeast corner of St. Paul Harbor	+	St. Paul Harbor Spit, southeast corner, north of landing craft area	+	Southeast end of Oscar's Spit
Legally-defined parcel	-	No. – Public right-of-way, not platted parcel.	+	Yes, ATS 49 TR N-18	-	No. – Public right-of-way, not platted parcel.
Adequate in size	-	Would require construction below the existing grade of the main site resulting in the need for fill or a pile foundation. Does not meet size requirement under Title 17.	0	Yes. Depending on building siting, may require construction below the existing grade of the main site resulting in the need for fill or a pile foundation.	-	Would require construction below the existing grade of the main site resulting in the need for fill or a pile foundation. Does not meet size requirement under Title 17.
Legal Owner	+	City of Kodiak	+	City of Kodiak (Parcel ID- 14856)	+	City of Kodiak
Centrally located	+	Yes	+	Yes	+	Yes
Room for future expansion	-	No	0	Future expansion may be feasible.	-	No
<b>Land Use</b>						
Zoning District	+	Public Land/Public Facilities (PL) - Museums are permitted.	+	Industrial (I)- Museums are permitted. Would require variances to Title 17 to develop.	+	Public Land/Public Facilities (PL) -Museums are permitted. Would require variances to Title 17 to develop.
Title 17 Standards	-	Would require variances to Title 17 to develop.	0	Appears to be developable in accordance with standards.	-	Would require variances to Title 17 to develop.
Existing Use	0	Would result in loss of harbor parking and public restrooms.	0	Parking lot for harbor access. Would result in loss of harbor parking.	0	Parking lot for harbor access. Would result in loss of harbor parking.
Surrounding Land Uses	+	Commercial/Business.	+	Industrial/Light Industrial and Commercial/Business. A landing craft area is adjacent to the southeast side of the site.	+	Commercial/Business. A landing craft area is adjacent to the northeast end of the site.
<b>Accessibility</b>						
Site Access	+	Vehicular access is via Shelikof Street and Marine Way. Also accessible by boat or other watercraft.	+	Vehicular access is from Marine Way through harbor driveways and parking lots. Also accessible by boat or other watercraft.	+	Vehicular access is from Marine Way through harbor driveways and parking lots. Also accessible by boat or other watercraft.
Walking routes	+	Adjacent to existing sidewalks around perimeter of harbor. Sidewalks would not be impacted by the proposed facility.	0	Adjacent to existing sidewalks around perimeter of harbor. Building placement would require re-routing of sidewalk on the southeast portion of the parcel.	0	Adjacent to existing sidewalks around perimeter of harbor. Building placement would require re-routing sidewalk on the eastern side of the building site.
Public Transportation	0	Not served.	0	Not served.	0	Not served.
<b>Environmental</b>						
Topography	0	Flat, with drop off on the west side to the water	0	Flat, with drop off on the south side to the water	0	Flat, with drop off on the east side to the water
Stable subsurface & bearing capacity	0	Unknown. Geotechnical investigations will need to be conducted to determine building foundation requirements. Existing as-builts indicate bedrock in the vicinity of Site 1 and imported fill.	0	Unknown. Geotechnical investigations will need to be conducted to determine building foundation requirements. Antidotal evidence indicates site is on imported fill placed after the 1964 earthquake.	0	Unknown. Geotechnical investigations will need to be conducted to determine building foundation requirements. Antidotal evidence indicates site is on imported fill placed after the 1964 earthquake.
Seismic	-	City of Kodiak is situated between the Kodiak Island Fault and the Narrow Cape Fault. High seismic area.	-	City of Kodiak is situated between the Kodiak Island Fault and the Narrow Cape Fault. High seismic area.	-	City of Kodiak is situated between the Kodiak Island Fault and the Narrow Cape Fault. High seismic area.

Selection Criteria		Site 1: St. Paul Harbor North		Site 2: St. Paul Harbor TR N18		Site 3: Oscar's Spit
Tsunami	-	Within mapped Tsunami Zone that was rebuilt after the 1964 Earthquake.	-	Within mapped Tsunami Zone that was rebuilt after the 1964 Earthquake.	-	Within mapped Tsunami Zone that was rebuilt after the 1964 Earthquake.
Environmental Constraints	0	If structure extends beyond the existing fill limits of the harbor, foundation pilings and/or fills may impact jurisdictional tidelands or waters of the U.S.	0	If structure extends beyond the existing fill limits of the harbor, foundation pilings and/or fills may impact jurisdictional tidelands or waters of the U.S.	0	If structure extends beyond the existing fill limits of the harbor, foundation pilings and/or fills may impact jurisdictional tidelands or waters of the U.S.
Contamination	0	<i>St Paul Boat Harbor, Shelikof Street and Marine Way.</i> Contamination was identified with dredging of harbor. Reportedly associated with old asphalt used for fill and/or underground storage tanks in the vicinity of the intersection. Status: Cleanup Complete 2003.  <i>Kraft's Department Store/Small Boat Harbor, Marine Way &amp; Shelikof Street.</i> Heating oil was reported to be seeping into the Small Boat Harbor from an underground storage tank. Status: Cleanup Complete 2008.	0	No listings	0	No listings.
<b>Utilities</b>						
Availability of water and sewer	0	Yes. Development will need to avoid the City of Kodiak stormwater outfall at northeast corner of site.	0	Yes. A lift station may be required for sewer service, increasing cost of site development.	0	Yes. A lift station may be required for sewer service, increasing cost of site development.
Gas, electric, communications in close proximity	+	Yes	+	Yes	+	Yes
<b>Other Considerations</b>						
Harbor Parking	0	Would result in loss of parking at Harbor at the same time as adding a use that would potentially increase parking.	0	Would result in loss of parking at Harbor at the same time as adding a use that would potentially increase parking. Structure could impede access to boat trailer parking.	0	Would result in loss of parking at Harbor at the same time as adding a use that would potentially increase parking. Structure could impede access to boat trailer parking.
<b>Cost</b>						
Cost Considerations		Because of space constraints, it is likely construction on this site will require pile foundations. Requires demolition of existing building.		May require sewer lift station.		Because of space constraints, it is likely construction on this site will require pile foundations. May require sewer lift station.