

Ketchikan Comprehensive Housing Assessment Project (CHAP): APPENDIX

PREPARED FOR:

Ketchikan Gateway Borough

January 2019

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Ketchikan Infrastructure, Facilities, Services, Recreation, and Other Assets

Ketchikan's role as regional center for southern Southeast Alaska is reflected in the level of facilities, services and retail options available in the community. The following overview of these and other assets highlights amenities that are important in making Ketchikan a livable community for residents, as well as those considering relocating to Ketchikan.

Infrastructure

Roads

Within the Borough, the State of Alaska and City of Ketchikan are responsible for highways, streets, and roads. The Alaska Department of Transportation and Public Facilities (DOTPF) maintains the 36 miles of highway that runs from the south end, through the City of Ketchikan, and 20 miles north to the end at Settler's Cove. The highway is known by a series of names depending on the location including South Tongass Highway south of city limits; Stedman Street, Mill Street, Front Street, Water Street, and Tongass Avenue within the downtown area; and North Tongass Highway out to the end of the road. DOTPF is responsible for the maintenance, snow removal and repair of the highway as well as adjacent sidewalks, storm drainage, and street lighting. The City of Ketchikan has road powers and is responsible for public streets within the City limits with the exception of the State highway. They provide snow removal, maintenance, repair for streets as well as sidewalks, storm drainage, and street lighting at some locations. Housing developers are required to build new streets to City standards, and if approved, they will be maintained by the City. These standards are not excessively high and do not require paving or sidewalks.

Outside the city limits, developers are required to build new roads to Borough standards. Housing subdivision service areas can be organized to oversee subdivision roads including maintenance, repair, and street lighting.

Utilities

Ketchikan was the first city in the United States to own and operate all three of its own utilities: electric, telephone and water. Ketchikan Public Utilities, created in 1932, provides almost all city residents standard utilities such as water, wastewater, storm drainage, and telecommunications systems such as fiber optics, internet, television, telephone systems, hosted data, and 4G/LTE coverage. Outside the city limits, Ketchikan Public Utilities provides electric and telecommunication services to Borough residents at nearly all locations on the road system.

In 2017, KPU provided electrical service to 7,799 residential and commercial customers (an increase of 6 percent from 2008), water to 3,220 customers (roughly the same number as in 2008), and 5,351 telecommunications lines (a decline of 34 percent from 2008). KPU reports that the decline in telecommunications lines is primarily due to competition from GCI and AT&T. The utility suffered net operating losses from 2012 to 2016. A one-time rebate for the telecommunications division resulted in net income for 2017. KPU management has expressed

concerns over the adequacy of current utility rates to finance the cost of operations, capital expenditures, maintenance, and unfunded state and federal mandates.

Ketchikan Gateway Borough's Public Works Department operates, maintains, and manages water and sewer utility services outside the City of Ketchikan and the City of Saxman in limited service areas, mostly south of the city. Wastewater treatment, collection, and sewage disposal is performed under the Borough's non-area-wide sewage disposal powers. A Borough wastewater treatment system serves the area south of the city from the Shoup Street neighborhood to Roosevelt Drive. The Forest Park neighborhood will soon be added to this system. Areas south of Roosevelt Drive and north of the city all are required to have engineered on-site septic systems approved by the Alaska Department of Environmental Conservation. For resident's on-site systems, the Borough provides pumping of tanks every three years per residential unit. The Borough also provides sampling of effluent for marine outfall systems that are on record as having been approved by the State. There are existing marine systems that have not been engineered and approved, and these are not monitored.

For water service, the Borough operates the South Tongass Water System on behalf of the South Tongass Service Area which provides water to residents from the Shoup Street neighborhood to Herring Cove. Borough residents north and south of this area are required to use an on-site rainwater catchment system, which they have to maintain themselves. During times with little rainfall, residents may need to have water delivered and their tanks filled.

The City of Saxman has their own water and wastewater systems for residents of Saxman with the wastewater collected by the Borough system.

Ketchikan International Airport

Owned by the State of Alaska and operated by the Ketchikan Gateway Borough, the Ketchikan International Airport is the fifth-busiest airport in Alaska and the sole landing strip in the area. There is daily jet service as well as smaller commuter plane service. Located on Gravina Island across the Tongass Narrows from Ketchikan, the airport is accessible by the airport ferry, which runs daily from 6:15am to 9:30pm. On Gravina Island, the Ketchikan International Airport offers a variety of passenger services including paid public parking, a gift shop, lounge, and snack bar. The Ketchikan International Airport averaged about 98,500 inbound passengers and 96,500 outbound passengers annually from 2012-2016. The airport facility also has air freight services and aircraft maintenance hangers.

Alaska Marine Highway Terminal

The headquarters for the Alaska Marine Highway System is located in Ketchikan. The Marine Highway, operated by the State of Alaska, is an integral part of the State transportation infrastructure. From the Ketchikan Terminal located in the west end of downtown, ferry passengers can travel south to Prince Rupert, British Columbia or onward to Bellingham, Washington. To the north, the ferry system travels the Inside Passage to Southeast Alaska's other communities including Wrangell, Petersburg, Sitka, Juneau, and other small communities. This route is the country's only marine route that has been designated a National Scenic Byway and All-American Road. A small ferry also offers near daily service to the community of Metlakatla on Annette Island.

The Alaska Marine Highway Terminal in Ketchikan is shared by the Inter-Island Ferry Authority (IFA), which offers daily service to Prince of Wales Island and the communities of Hollis, Craig, and Klawock and other small communities.

Public Harbors

The City of Ketchikan operates five public harbors in the Ketchikan area, which provide berthing, launch, haul-out, and other services for Ketchikan's commercial vessel fleet as well as recreational boaters. Bar Harbor North, Bar Harbor South, Casey Moran City Float, and Thomas Basin are all located within the city. Two smaller harbors, Hole-In-The-Wall and Knudson Cove, are located south and north of town. Collectively, Ketchikan's public harbors offer 13,000 linear feet of both reserved and open moorage space. Amenities offered include boat launch ramps, tidal gridirons, 72-hour parking lots, limited electricity, potable water, restrooms, dumpsters, telephones, marine supply and tackle shops, fuel docks, and more. There are consistently active waitlists at all public harbors in Ketchikan. For vessels exceeding 32 feet, a wait of two to five years can be expected before mooring is available. During summer, open moorage can be difficult to find for visiting vessels.

Bar Harbor is the largest of Ketchikan's harbors and can accommodate up to 517 vessels. Located in the west end, the harbor is a hub for commercial fishing and other maritime activities throughout Southeast Alaska. The harbor is divided into two separate docks, North and South. The older southern dock (constructed in the late 1960s) has 10 floats that provides moorage space for up to 280 vessels, while the North dock (built in early 1980s) contains seven floats, capable of accommodating 237 vessels. Bar Harbor also has a boat launch ramp and tidal gridiron available to for boats weighting up to 100 tons for vessel maintenance. The Harbormaster's Office is located at Bar Harbor and offers bathrooms and showers in addition to the administrative offices.

Built in the 1930s, Thomas Basin Harbor is located at the south end of downtown adjacent the Stedman-Thomas Street Historic District. The harbor is capable of accommodating 300 vessels, including reserved moorage for 202 boats with a maximum length of 65 feet. There is also an open moorage area of 417 linear feet for boats up to 65 feet in length. Combined with the Bar Point Harbor, the docks are used by more than 100 transient fishing boats as a seasonal base of operations.

In the Newtown area and adjacent the cruise ship docks is Casey Moran Harbor. Formerly known as City Float, the harbor was reconstructed in 2007 and provides reserved moorage for 14 boats with a length of up to 20 feet. Open areas include 1,280 linear feet, adequate for boats up to 90 feet in length. The Berth 3 Float acts as the breakwater for the harbor, and the loading areas are used for lightering of cruise ship passengers in summer.

Eight miles south of the city, the Hole-In-The-Wall Harbor provides moorage space for 25 boats. Constructed in 1969, the small harbor has a total of 60 linear feet of moorage for boats up to 40 feet. Knudson Cove, located 16 miles north of Ketchikan in Clover Pass, was constructed in the 1960s, and reconstructed in 2008; it has space for 50 boats of up to 30 feet in length. There is 80 linear feet of open moorage space suited for vessels up to 40 feet in length.

Public Parking

As with other communities, many Ketchikan residents would like to see more public parking. In summer, public parking in the downtown area is at a premium. On-street and public parking lots are primarily limited to two-

hour parking without a parking permit offered by the City of Ketchikan. Downtown parking lots include Downtown Berth 3, Centennial Lot, Spruce Mill, and the Southeast Alaska Discovery Center lot. There is a special assessment district to provide off-street parking facilities in the Central Business District where parking is not provided on site. This approach has funded several parking lots, and additional lots could be developed in the future.

The harbors all have public parking lots with the exception of Casey Moran City Float Harbor. These lots offer some 72-hour parking spaces and spaces for vehicles with trailers where boat launches are located.

There is paid parking for the Airport Ferry of \$1 a day for the parking lot located in the west end, with another lot on Gravina Island.

Public Transit

Ketchikan has a relatively simple layout with one main road that stretches 30 miles along the coast. For those without a personal vehicle, downtown Ketchikan is compact and easily walkable, while getting to the outskirts of town often requires additional services such as the public transit system, taxis, or ride-sharing services.

Ketchikan's public transit system offers an efficient and cost-effective alternative, offering bus service seven days a week (service is hourly except on Sunday). Municipal bus fares are \$2 for adults, \$1 for youths, and 50 cents for children 11 and younger. An unlimited day pass can be purchased for \$5 for an adult and \$2.50 for youths 17 or younger. A free downtown shuttle bus is offered May through September. The transit system operates regular, fixed-route, and complimentary paratransit services in the City of Ketchikan, Village of Saxman, and throughout the Ketchikan Gateway Borough. The Transit's service ends at the intersection of Franklin Road and Roosevelt Drive on the south side, and at the Clover Pass Church going north.

In addition to the municipal transit, there are numerous taxi services available to those in Ketchikan, including Sough Dough Cab, Yellow Taxi, and Alaska Cab. Each passenger service company employs seven to 10 people, although there is significant overlap among the employees of each service.

Ketchikan does not have an ordinance prohibiting ride-sharing companies such as Uber and Lyft from operating within city limits. Although both ride-sharing companies are technically active in the Ketchikan Gateway Borough, there aren't enough drivers for residents and visitors to confidently depend on the services.

Public Safety

Fire and Rescue

Like most governmental departments in Ketchikan, fire safety and rescue is split between the City and Borough. The City of Ketchikan maintains the Ketchikan Fire Department, which has a staff of 19 full-time employees, including four administrative personnel, supplemented by approximately 15-25 volunteers at any given time. The department responds to about 1,650 calls per year and operates on three shifts that work a 48/96 shift schedule. The department consists of three fire stations: the main station downtown, and two stations to the north. While they primarily operate within the city limits, there is cooperation with the Borough departments when appropriate.

The Ketchikan Gateway Borough maintains two volunteer fire departments; the North Tongass Volunteer Fire Department and the South Tongass Volunteer Fire Department. Collectively, the Borough fire departments maintain three fire stations. The North department operates out of two stations located 7 and 12 miles north of Ketchikan; the South department maintains one station five miles south of town. Each department consists of three full-time and cross-trained employees as well as about 25 volunteers. None of the fire departments operating within the Ketchikan Gateway Borough reported any seasonal increases in employment apart from their annual recruitment and training programs offered in the late summer.

Police and Troopers

Ketchikan's public safety is handled by two law enforcement agencies, the Ketchikan Police Department and the Alaska State Troopers.

The Ketchikan Police Department is the primary policing entity in the City of Ketchikan. The department is comprised of 20 sworn officers plus 12 full-time and 1 part-time civilian employees. (The department is currently short two officer positions but anticipates filling the positions by summer of 2019.) The police department primarily polices Ketchikan's city center and immediate surrounding areas. The police force's jurisdiction ends south of town in the 1700 block of the South Tongass Highway, and on the north side at the 5800 block of the North Tongass Highway.

The Alaska State Troopers provide public safety services in the borough from a Trooper post located at approximately seven miles North Tongass Highway. They employ 10 troopers that serve in a variety of capacities ranging from Alaska Wildlife Troopers to Fire and Safety officers. They employ an additional nine civilian employees and two court service officers (CSOs). Because of their association with the State of Alaska, the Troopers have no limits to their jurisdiction and can respond to any call throughout the Borough, though a representative from the Ketchikan post did note that Troopers will avoid areas served by the Ketchikan Police Department.

Educational Facilities

Ketchikan School District

ENROLLMENT

The Ketchikan Gateway Borough School District offers K-12 public education through 10 schools to over 2,200 students. Educational facilities include five elementary schools, two middle schools, a traditional high school, an alternative high school, and additional options through distance and blended learning.

Between 2010 and 2018, Ketchikan's school enrollment increased by 7 percent, from 2,100 to 2,220.

Within the school district, average dropout rates are at 3.5 percent, nearly half as much as the national average (6.1 percent in 2016). About 40 percent of students enrolled in the school district are identified as low-income, and 14 percent required special education services. The district's historical attendance rate has averaged 93 percent over the past five school years.

Table 1. Ketchikan Gateway Borough School District, Student Enrollment, 2008-2018

School	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change 2008-2018
Houghtaling Elementary	407	362	333	344	309	323	313	327	336	381	370	-9%
Fawn Mountain Elementary	222	228	242	271	247	245	266	249	256	260	273	+23%
Point Higgins Elementary	225	194	207	216	239	240	218	230	255	256	256	+14%
Ketchikan Charter School	174	173	179	177	188	186	160	166	188	186	170	-2%
Tongass Arts & Sciences	154	151	151	150	151	128	167	162	155	157	155	+1%
Schoenbar Middle School	300	259	294	273	275	298	284	261	252	285	297	-1%
Ketchikan High School	626	626	575	536	560	552	579	623	616	606	609	-3%
Ketchikan Reg. Youth Center	10	10	10	10	10	10	10	10	10	0	0	-100%
Revilla High School	134	67	109	106	124	119	127	116	107	98	90	-33%
Total traditional	2,252	2,070	2,100	2,083	2,103	2,101	2,124	2,144	2,175	2,229	2,220	-1.4%
Correspondence	17	0	57	0	0	0	5	4	0	0	0	-100%
Fast Track	0	0	0	38	70	99	70	81	63	68	65	71%
Total enrollment	2,269	2,070	2,157	2,121	2,173	2,200	2,199	2,229	2,238	2,297	2,285	+1%

Source: Ketchikan School District.

Ketchikan Indian Community Tribal Scholars Program

The Tribal Scholars program is aimed at preparing tribal youth for postsecondary education. Transition planning from high school is a key component, providing students clear pathways to either additional education or employment directly after graduation. All courses are taught by Alaska-certificated educators at Ketchikan Indian Community's facility at the south end of downtown. The goal of the program, which can serve up to 550 Southeast Alaska Native students, is to increase the number of Native students who enroll in either college or career and technical education program with some course credits already completed prior to enrollment.

University of Alaska Southeast, Ketchikan

Outside of its main hub in Juneau, the University of Alaska Southeast (UAS) maintains and operates an alternate campus in Ketchikan. Located near Ketchikan High School, UAS Ketchikan offers educational courses delivered both face-to-face and via distance education. With a focus on maritime education, UAS Ketchikan has been training students for highly skilled jobs in the maritime industry for 30 years. Students can specialize in welding and fabrication, diesel mechanics, hydraulics, refrigeration, port and harbor management, and related fields. On average, the UAS Ketchikan campus enrolls a total of 650 students including 400 full-time students. The campus employs 55 full- and part-time staff.

Table 2. Student and Staff Population by Year, University of Alaska Southeast Ketchikan, 2013-2017

	2013	2014	2015	2016	2017
Faculty and staff	55	56	52	55	59
Students	626	609	711	684	620
Full-time equivalent	404	396	461	429	340

A significant level of the campus' enrollment is online. The Ketchikan campus does not have student housing. The campus staff reported they have very few non-resident students taking semester-based classes, averaging

5 to 10 students at any given time. Whether a lack of housing reduces demand from full-time students outside the community is unknown, but staff reported that they knew of a few students that ultimately didn't come to Ketchikan because the campus does not have housing.

Student housing demand overlaps with seasonal workforce housing needs (primarily the visitor industry) in the fall when classes start in late August.

The campus does generate short-term housing demand for non-residents taking voc-tech classes that can last from a few days to a few weeks.

Services and Retail

Ketchikan acts as a regional center for southern Southeast Alaska which is reflected in the level of year-round services and retail options available in the community. Health care services are extensive for a community of Ketchikan's size with local clinics, visiting physicians, and the hospital offering general, specialized, and emergency medical care. There are three full-service pharmacies. Other services offered in Ketchikan include everything from dentists and veterinarians to engineers, architects, and physical therapists.

Retail options include three grocery stores in the downtown area and a Walmart to the north. There are many year-round specialty stores offering everything from apparel, sporting goods, and furniture to office supplies. Marine supply and building materials are available in Ketchikan and reflect the importance of the commercial fishing and construction industries to the region. For summer visitors, Ketchikan is noted for having over 100 individual shops and galleries, located mostly in the downtown area.

Child Care

Provider Types

Child care options are limited in many Alaska communities and can be a strong consideration for families considering moving to Ketchikan. There are three types of licensed child care providers in Alaska: child care centers (13 or more children), group homes (nine to 12 children), and homes (up to eight children). Additionally, there are approved child care providers, approved relatives, and in-home providers. Approved providers can care for a maximum of five children including their own, though restrictions based on ages of the children can reduce the maximum capacity. These facilities are licensed by the Alaska Department of Health and Social Services.

Table 3. Provider Type and Regulated Capacity

Type of Provider	Number of Children
Licensed Child Care Home	8
Licensed Child Care Group Home	9 to 12
License Child Care Center	13 or more
Approved Child Care Providers	Up to 5

Source: Alaska Department of Health and Social Services.

Ketchikan Providers

According to a recent McDowell Group study, of the approximately 1,000 children under six years old in Ketchikan, about 500 are typically in some type of early learning and care facility, and 225 are not in need of child care services (as they stay home with a parent or other caregiver), leaving almost 200 children in need of care but are not typically receiving it. Children who have unmet needs for care include those who live in a household where all available adults are in the labor force or in a household in which an adult would enter the labor force if early care and learning services were available. (Care for school-age children is not included in these figures and represents additional need.)

Early care and learning services in Ketchikan are offered by a mix of providers, including state or tribally-licensed or approved facilities, preschools, and other services not licensed or approved and therefore not quantified. As of December 2018, there were 13 state-licensed child care facilities in Ketchikan with a capacity for 280 children.

Table 4. Ketchikan State-Licensed Child Care Providers

	Number of Providers
Approved Relative	1
Licensed Center	6
Licensed Group Home	3
Licensed Home	3
Total providers	13

Source: Alaska Department of Health and Social Services
<https://dpaworks.dhss.alaska.gov/FindProviderVS8/zSearch.aspx>

Providers that are exempt from state licensing include the U.S. Coast Guard and tribally-approved or certified facilities. Facilities not counted in the state-licensed total serve approximately 108 children. USCG Base Ketchikan does not provide child care services. Rural CAP Head Start serves approximately 60 children three to four years of age, and Tlingit & Haida Head Start in Ketchikan serves approximately 20 children. The federal Indian Education Act grant funds two district preschools for Alaska Native and American Indian students. The preschools are located at the Ketchikan Pioneers Home and Fawn Mountain Elementary School, with 28 students enrolled between them.

Other private preschools provide care, including Clover Pass Christian Preschool-Daycare, which provides preschool, toddler, and infant care. Public pre-K programs operate at Fawn Mountain and Houghtaling elementary schools, as well as at the Tongass School of Arts and Science charter school.

For school-age children, a number of after-school programs are offered, including sports programs, clubs, and other activities provided by the school district, Ketchikan Indian Community, Boys and Girls Club, Parks and Recreation department, religious organizations, non-profits, and others. Enrollment information for these programs is not available.

Early Care and Learning Services Gap

Unmet need for early care and learning services in Ketchikan is significant.¹

UNMET NEED

- Ketchikan ranks above the statewide average of children in need of services: 19 percent of children under 6 years of age have an unmet need in Ketchikan, versus 13 percent statewide.
- Ketchikan providers have a high percentage of waitlisted children compared to other areas of the state. Regions with the highest percentage of providers with waitlisted children were Ketchikan (66 percent), Fairbanks (59 percent), and Juneau (53 percent).² (Note: The same child may be on multiple waitlists.)

COSTS

- Licensed early care and learning service fees for Ketchikan families amount to 12 percent of average annual household income. For single-parent households, this number jumps to over one-quarter of household income (28 percent for male and 27 percent for female single parents).

Labor Force Participation and Community Impacts

Early care and learning services allow caregivers to participate in the workforce, providing opportunities to earn more household income and to spend more money in the community. This extra income circulates through the community, providing direct and indirect impacts as families spend in Ketchikan.

For each household with a child in care, at least one adult is able to earn wages they otherwise may not be able to without services. In Ketchikan, this amounts to a conservative estimate of approximately 500 households in which at least one adult is in the workforce due to access to care. While families are composed in a number of different ways, an estimate of the value of the availability of care for a family with two parents in the household provides an indication of the financial importance of early care and learning services: mean family income in Ketchikan for a family with two workers (husband and wife) is \$117,000. Mean income for families with one worker is \$70,000, a difference of \$47,000 for each household.³

Conversely, a lack of adequate child care can have a negative effect on community employment and may result in out-migration as families are not able to fully participate in the workforce.

¹ Alaska's Early Care and Learning Data Dashboard, developed for Thread by McDowell Group, 2017. <http://www.mcdowellgroup.net/wp-content/uploads/2018/04/thread-methodology-1.pdf>

² 2017 Alaska Child Care Market Price Survey Report, conducted by the DHSS Child Care Program Office. For rate regions with more than two providers. Waitlists were reported on Dec 5, 2017.

³ American Community Survey, 5-year estimates, 2013-2017.

Community Recreation Opportunities

Ketchikan provides a host of both outdoor and indoor recreation opportunities, helping make it a livable and active community and attracting new residents. Following is a brief overview of primary recreation options. Specific recreational opportunities are presented under area amenities in the community overview section of this study.

Outdoor Recreation

SPORTFISHING, PLEASURE BOATING, KAYAKING, AND OTHER WATER-BASED ACTIVITIES

Ketchikan's location provides a myriad of water-based recreational opportunities including world-class sportfishing, pleasure boating, kayaking, sailing, and other types of boating. Residents may have their own boats or rent skiffs and kayaks from local businesses or hire a sportfishing charter service.

Saltwater near Ketchikan holds five species of salmon, halibut, and various bottom fish, as well as Dungeness crabs and shrimp. Fresh water lakes and streams offer the opportunity to harvest salmon returning to spawn, as well as steelhead and other trout.

Hiking Trails and Bike Paths

There are an estimated two dozen trails/walking paths in the Ketchikan Gateway Borough and accessed from the road system. They range from paved coastal trails such as the downtown Waterfront Promenade to steep and challenging trails such as the Deer Mountain/Silvas Lake trail. The Ward Lake Recreational Area has miles of easily accessible trails for hiking or trail running including Ward Lake Trail, Ward Creek Trail, Perseverance Lake Trail, Connell Lake Trail, Salvage Trail, and Pipeline Trail. There are also several dozen more remote trails accessible by boat or plane from Ketchikan.

Although there are paved bike paths in north and south of Ketchikan, they are not continuous and force riders to share the narrow highway with cars and buses. Other options for riders include mountain biking on local trails. MapMyRide lists nearly 120 road and off-road bike routes in the community.⁴

Hunting

The Tongass National Forest, State of Alaska lands, and privately held lands surrounding the Ketchikan Gateway Borough provide excellent hunting opportunities. Big game opportunities relatively close to the community include Sitka Blacktail deer, black bears, mountain goats, water fowl, and grouse. Elk and moose are present in areas accessible from Ketchikan. Abundant fur-bearing animals provide opportunities for trappers. Most hunting areas are accessed by boat or floatplane, although there are some areas accessible on foot or by off-road vehicle. Hunting areas accessed from Ketchikan include Gravina Island, Cleveland Peninsula, Misty Fjords, Prince of Wales Island, and Revillagigedo Island.

⁴ <https://www.mapmyride.com/us/ketchikan-ak>

Remote Cabins

The U.S. Forest Service maintains approximately 75 recreational cabins accessible by boat or floatplane from Ketchikan. These cabins are located on remote lakes, streams, rivers, and saltwater beaches. The Alaska Department of Natural Resources maintains cabins on Grindall Island and at Settlers Cove. Cabins offer a safe, comfortable location in remote settings for hunting, fishing, hiking, and other types of outdoor recreation.

Parks, Playgrounds, and Sports Facilities

Ketchikan's parks, playgrounds, and sports facilities contribute to the health and livability of the community and help attract people to the area. The Public Works Department maintains and operates the Borough's outdoor recreation and sports facilities, including gardening and beautification, facilities maintenance, scheduling, and performing capital improvements. The Borough's Parks & Recreation Department offers activities, programs, and events.

PARKS AND PLAYGROUNDS

Within the City limits, Borough parks and playgrounds include Alder Park, City Park, Grant St. Park & Playground, Lund Street Playground, Triangle Park & Playground, Monroe St. Tot Lot, Ketchikan Skate Park, Whale Park, Eagle/Tunnel Park.

To the south of downtown is Rotary Beach Park & Playground and the South Tongass Fire Dept. Playground. To the north there is the Point Higgins Playground and South Point Higgins Beach Park.

The US Forest Service and State of Alaska parks within the Borough include the Ward Lake Recreational Area, Settlers Cove State Park, Totem Bight State Historic Park, and Refuge Cove State Park. The Naha Recreational Area and Black Sands Beach Park are accessible by boat or floatplane only. Marine parks include Betton Island State Marine Park and Grant Island State Marine Park.

SPORTS FIELDS

Sport fields in the Borough provide facilities for baseball, softball, soccer, football, track and field, and other activities. These include Dudley Field, Norman Walker Weiss Field, Ester Shea Fawn Mt. Track and Field, Valley Park field, and Houghtaling Elementary School Field. Ketchikan High School has two tennis courts that can be used by the community.

INDOOR RECREATIONAL FACILITIES

Public indoor recreation facilities are important in an area known for its inclement weather and well used by residents. Public facilities managed by the Borough through the Parks and Recreation Department include:

Gateway Recreation Center: The facility is located in the Bear Valley neighborhood near downtown and features two gymnasiums used for basketball, soccer, pickleball, roller skating, tot gym, and fitness classes. A running track circles the two gyms on an upper level. The Center also has courts used for racquetball, squash, and wally ball, as well as weight and cardio rooms. A variety of classes are available through including aerobics, yoga, Zumba, Pilates, martial arts, dance, and a variety of arts and crafts.

Gateway Aquatic Center features a full-size competition pool, recreation pool, and waterslide. The pool is heavily used by School District and club swim teams.

Other indoor recreation opportunities and facilities includes Ketchikan School District Gymnasiums, Saxman Community Center Gymnasium, several private gyms and fitness facilities, and the Ketchikan Gymnastics Club. There is also a movie theater downtown.

The Arts

Ketchikan has earned a reputation as a vibrant arts community based on the number, diversity, and quality of resident artists and performers, and has been recognized as one of “The 100 Best Small Arts Towns in America.” The arts positively impact Ketchikan’s economy, quality of life, and the desirability of the community as a place to live.

The following overview of the arts in Ketchikan includes excerpts from the *Impacts of Ketchikan Arts in the Visitor Industry*, prepared by McDowell Group for the Ketchikan Visitors Bureau in 2010.

Ketchikan’s Arts Community

VISUAL/TANGIBLE ARTS

The community is involved in the arts on many levels including arts education and appreciation, hands-on classroom training, arts groups, festivals, “art walks,” and many musical and live performance events. These events are supported by the Ketchikan Area Arts and Humanities Council, and several other nonprofit and for-profit arts organizations. Ketchikan is home to a significant number of part-time and full-time performance artists and artists that create tangible art, many of them exceptional at their craft.

An estimated 450 artists engage in some form of visual/tangible art including design; drawings; acrylic, pastel, and watercolor paintings; print making; photography; sculpture and carving of wood, stone, metal, and other materials; ceramics; glass; weaving and other textiles; beading and sewing; jewelry and metal-working; and art made with found objects. An estimated one-quarter to one-third of these artists earn some income from the production of tangible artwork.

Northwest Coast Native art occupies a prominent place in Ketchikan. As a symbol of the rich history and culture of the region, historic and contemporary Northwest Coast Native art is highly visible in the community including totem poles, masks, paddles, drums, weavings, and jewelry. Northwest Coast form-line designs are incorporated into signage, advertising, and artwork sold in galleries and other retail venues.

A significant collection of totem poles can be viewed at the Saxman Totem Park, Potlatch Park, Totem Heritage Center, Totem Bight State Park, and Alaska Rainforest Sanctuary; visitors can observe Native artists as they carve totems and other items at most of these venues. The Southeast Alaska Discovery Center and the Tongass Historical Museum feature extensive collections of historical, cultural, and art objects made by Native artists in addition to Native carving demonstrations.

The Alaska Silver Hand Program promotes authentic Alaska Native art. Use of a specially designed Silver Hand seal indicates that item has been created by hand in Alaska by an Alaska Native artist. Ketchikan is home to more than 50 Silver Hand artists.

PERFORMANCE ART

Ketchikan’s performing arts community is thriving and includes activities generated by the following nonprofit arts organizations: Haida Descendant Dancers, Cape Fox Dancers, Ketchikan Theatre Ballet, BOOMbal Dancehall, Ketchikan Community Chorus, First City Players, Ketchikan Community Concert Band, Ketchikan Community Chorus, The Ketchikan Orchestra Project, The Monthly Grind, the Wearable Art Show, and many activities of the Ketchikan Area Arts and Humanities Council. For-profit performance activities include Studio Max Dance, Creek Street Cabaret, and musical performances at local restaurants and bars. Lastly, the City of Ketchikan has created a summer performance series for the visitors on the docks that runs May through August.

An estimated 600 residents perform in Ketchikan annually, with several thousand others in the audiences.

Ketchikan Arts Events and Activities

Ketchikan hosts many arts events and activities including: Festival of the North Spring Performance by the Ketchikan Theatre Ballet, Fish Pirate’s Daughter performances, Blueberry Arts Festival, Wearable Art Show, Winter Arts Faire, The Nutcracker Ballet, Fall Musical Performance by First City Players, Rainy Day Quilters Show, Winter Art Walk, Festival of Jazz and Cabaret, Giggletee Dance Festival, Celebration of the Sea Art Walk, Hummingbird Festival Art Show, Main Street Gallery art exhibits, Monthly Grind performances, Ketchikan Community Concert Band performances, Ketchikan Community Chorus performances, and multiple options for other types of live music.

Importance of the Arts in Ketchikan

The arts have both an economic and quality of life component. The sale of tangible arts and live performances generate income for individuals and organizations. A vibrant arts community also increases the attractiveness of the community for residents, visitors, and businesses – and especially young adults who may be considering relocating to Ketchikan. Communities that have a strong arts presence are more likely to attract individuals, businesses, and investment.

As important as economic impacts are to the community, also significant, but more difficult to measure, are qualitative effects of arts. Qualitative impacts include:

- Improving individuals’ sense of belonging or attachment to a community
- Building interpersonal ties among community members
- Building community identity, pride, image, and status
- Increasing sense of self-esteem
- Increasing cultural capital
- Ability to share the unique history and qualities of the area with visitors.

Historic Assets

The Ketchikan area has the most historic properties of any community in Alaska with 20 properties on the National Register of Historic Places (including three historic districts in the downtown area), which give it a unique character. Founded in the late 1890s, Ketchikan experienced tremendous growth from 1910 through the 1920s, and many of Ketchikan’s hillside neighborhoods and housing was built at this time. The distinct character of the community is reflected in elements such as steep stairway streets, totems, wood trestle roads, storefront facades, and historic harbors that is making it attractive to both residents and visitors.

Transient Housing in Ketchikan

Hotel, Motels, and Lodges

Ketchikan’s major hotel, motels, and lodges provide 544 rooms. Remodeling and other factors aside, approximately 70 percent of these rooms are available year-round.

Table 5. Ketchikan Major Hotel, Motel, and Lodges

Property	Rooms
The Landing	107
Super 8 Motel	82
Cape Fox Lodge	72
My Place Hotel	56
Salmon Falls Resort	52
Rodeway Edgewater Inn	47
Gilmore Hotel	34
Clover Pass Resort	30
Inn at Creek Street	24
Silver King Lodge	18
Cedars Lodge	12
Bayside Hotel	10
Total	544

Source: Ketchikan Visitors Bureau

Ketchikan’s most recent hotel/motel/lodge occupancy rate (2017) was 51 percent, about equal to the 10-year average of 52 percent (see table, next page). Rates fluctuated significantly over the 10-year period, ranging from a low of 45 percent (2009) to a high of 67 percent (2012).

An analysis of seasonal occupancy for 2017 shows that summer occupancy (May-September) averaged 58 percent, while the remainder of the year averaged 46 percent.

Annual occupancy rates and rooms sold varies significantly by property based on fluctuating demand, property closures for remodeling, and the addition of new properties. Overall, there appears to be sufficient room capacity at the present time. The exception may be during the peak visitor season in July and August. There is

certainly excess capacity in the off-season. A review of the actual number of rooms sold shows an increase of 43 percent between 2013 and 2017.⁵

Table 6. Ketchikan Major Hotel, Motel, and Lodges, Annual Occupancy 2008-2017

Year	Occupancy Rate
2008	53%
2009	45%
2010	49%
2011	46%
2012	67%
2013	50%
2014	52%
2015	57%
2016	54%
2017	51%
Average	52%

Source: Ketchikan Visitors Bureau

A review of selected properties for a standard room with double occupancy in December 2018 shows that the range of average rates is about \$110 to \$168. The lowest rate for December was \$84 per room, and the highest was \$227. For July 2019, the range of average rates is about \$170 to \$235. Lowest rates for July are \$105 per room, and the highest is \$325.⁶

Bed & Breakfasts, AirBnBs, VRBOs, and Hostels

The total number of B&Bs, AirBnBs, VBROs, and other accommodations in Ketchikan is unknown. Based on an online search and interviews conducted with property managers and others in the community, McDowell Group estimates that there are at least 100 of these types of units and perhaps as many as 150. Rental rates for these properties are highly variable based on quality, size of the unit, number of occupants, location, season, and other factors. On the whole, they are comparable to mid-to-high range hotel rates.

There are two hostels in Ketchikan. The Ketchikan Hostel is located downtown in the Methodist Church and open seasonally from June through August. The facility can accommodate 19 people in separate male and female dormitories. The facility has showers, kitchen, and a common area. Rooms are modestly priced at \$20 per night. The privately-owned Eagle View Hostel typical accommodates five people. Current rates are \$28 per night.

Camping and RV Facilities

There are approximately 100 designated campsites and 110 RV spaces located in public and private facilities accessible from the Ketchikan road system. Sites include: Signal Creek Campground, Ward Lake Campground, Last Chance Campground, Three C's Campground, Salmon Bake RV Park, and Clover Pass Resort and RV Park.

⁵ The actual number of rooms sold is withheld due to confidentiality.

⁶ This rate analysis excludes discounted rates and promotions. Rates are not reflective of any individual property.

Housing Profile by Area

This section provides a profile of each of six areas, including their zoning, infrastructure, amenities, services, and other characteristics pertinent to housing. The six areas were based on geography and commonly recognized neighborhoods, seen in the table below.

In order to assess housing conditions, the study team conducted a windshield survey of 240 housing units to gather information on the general observed condition of the housing in each area. Specific units were selected based on reviews of KGB assessor’s data, Google Earth, and local team knowledge of the community to be as representative of each area as possible. The surveys were conducted in September to November of 2018. The surveyor recorded observable housing unit information and took photos of a sample of units. Additionally, comments of specific characteristics of the unit and observed conditional issues were recorded. The KGB planning department will be provided a separate document containing detailed survey data, comments for each unit surveyed, and photographs.

Table 7. Housing Condition, Surveys by Area

Area	# of surveys
North Tongass	47
Downtown	79
Forest Park	36
Saxman	21
South Tongass	28
Gravina and Pennock Islands	29
Total	240

North Tongass

OVERVIEW

The housing in the North Tongass area is almost exclusively single-family homes on large lots reflecting the Low Density Residential (RL) and Suburban Residential (RS) zoning. There are no overall public water or wastewater services in this area. Homeowners are responsible to put in their own water catchment and wastewater system which has necessitated low density development. Residents of the area cite the recreational opportunities as well as the low density of housing as a draw for the area.

BOUNDARIES

- The area includes North Tongass Highway from Ward Cove north and adjacent streets.
- Neighborhoods include the following:
 - The Ward Cove neighborhood is an older residential area extending along the highway from approximately Mile 6 to Mile 9 and includes both waterfront and upland properties accessed from the highway and local roads.

- The Sunset Drive neighborhood is an older residential area along the waterfront and adjacent uplands and includes Refuge Cove State Park.
- D-1 Loop and D-2 Loop Road neighborhood is an established residential area located above North Tongass Highway and consists of mainly single-family homes with a few duplexes. The newly developed White Rock Estates Subdivision is located nearby.
- Vallenar View Mobile Home Park has approximately 70 mobile home spaces on the waterfront site.
- The Pond Reef Road neighborhood extends from the highway to the waterfront and encompasses approximately 100 lots with a mix of older and newer homes, many with water views.
- The South Point Higgins area is an established neighborhood with a mix of housing styles and conditions extending from the highway to the waterfront and includes South Point Higgin Beach Park.
- The North Point Higgins and Knudson Cove area is an established residential neighborhood with a mix of housing styles and conditions. The neighborhood includes undeveloped beaches accessed from trails and North Point Higgins Elementary School. Several small housing subdivisions are being developed along the North Tongass Highway at Mile 13.
- Waterfall Creek Subdivision at Mile 16 North Tongass Highway has 50 residential lots on the hillside above the highway. The service area has road powers within the subdivision. The subdivision was developed in 1982, and more than half the sites are developed.

ZONING

- The housing in this area is zoned Low Density Residential (RL) and Suburban Residential (RS), which allow a mix of single-family dwellings and duplex housing with a lot size minimum of 15,000 sf. A small area of Medium Density Residential (RM) encompasses the Vallenar View Trailer Court.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- All residential areas have electrical, telephone, and internet service. Water is primarily on-site roof catchment systems with some subdivisions providing water and wastewater treatment to marine outfall.
- Public safety services include North Tongass Fire Department and Alaska State Troopers.
- Residents are responsible for taking their solid waste to the Ketchikan landfill.

HOUSING CHARACTERISTICS AND CONDITION

- Housing units range in age from newly constructed to 70+ years.
- Housing is primarily single-family homes with some duplexes. Waterfront residences and view properties tend to be larger, with smaller homes or duplexes inland.
- Housing is a mix of styles which vary greatly in size, quality, age, and condition. There are a few older homes which have traditional style architectural elements such as wood siding and wood trim. The more recent subdivisions such as Waterfall and Refuge Court have newer single-family homes. The North and South Point Higgins neighborhood include some areas of basic affordable housing at inland areas.

- In most cases, single-family housing is standard wood construction with wood, cement board, or vinyl siding and metal roofing panels or composition shingles. While there are some larger custom homes, primarily along the waterfront and within the newer subdivisions, most of the homes are basic in form and detail reflecting the builders' focus on affordability.
- All homes have garages or on-site parking.
- The survey sample included 47 units that reflect a variety of single-family housing in the area. The housing conditions survey showed that overall, housing is in good to average condition on the exterior with a few exceptions, and all were occupied. Outbuildings were common. In some areas, the lack of building codes was evident with substandard foundations and structure apparent.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- Housing in this area has few neighborhood amenities such as sidewalks, bike paths, or street lighting except along the highway.
- There are small areas of commercial and industrial development located along North Tongass Highway and the waterfront.
- North Point Higgins Elementary School is located in this area and the school grounds offer several ball fields, Frisbee golf course, a playground and support features such as bleachers. There are also several church-affiliated private schools.
- Commercial development is limited and primarily located along the highway. Amenities include several small grocery stores, gas stations, a coffee roaster, liquor store, beauty salon, nursery and greenhouse, lodges, fishing charter companies, kayak tours and rentals, restaurants, and several churches.
- Industrial development includes rock pits, small sawmill, marine services and commercial boat lifts, steel salvage yard, and an industrial park offering a variety of services. The Alaska Marine Highway has their administration offices and lay-up dock at Ward Cove.
- Many of the Ketchikan Gateway Borough's recreational amenities are located in the North Tongass area. These include Settler's Cove State Park with beach access, campground, cabin, covered picnic shelters, and a trail system along Lunch Creek; Ward Lake Recreational Area with campgrounds, covered picnic areas, extensive trail system, and fishing; Coast Guard Beach Trail; South Point Higgins Beach; Refuge Cove State Park; Totem Bight State Park; Harriet Hunt Lake; shooting range; and small boat harbors, boat launches and boat rentals at Knudson Cove and Clover Pass.

Downtown Ketchikan

OVERVIEW

Ketchikan has a compact, walkable downtown, and the area offers all types of housing from dense neighborhoods of single-family homes and duplexes to large multi-family buildings, reflecting the variety of people and incomes in the area. In almost all cases, public water, wastewater and electric services are available. Residents of downtown cite being close to work and schools as well as the services and amenities offered in the City as the reason they chose to live here.

The downtown area was split into two distinct areas for this survey: Historic Downtown and the West End.

Historic Downtown

BOUNDARIES

Neighborhoods include the following:

- The historic downtown area includes the downtown residential district, the central commercial district, and the historic Newtown & Old Town areas bordered by Tongass Narrows and Water Street, Front Street, Mill Street, and Stedman Street. The waterfront area includes Thomas Basin.
- The Bear Valley neighborhood includes the Bear Valley housing subdivision and housing accessed from North Yorktown and Nordstrom Drive to the east of downtown.
- The midtown area extends from Schoenbar Road at the south to Jefferson Street to the north with residential areas on the hillside above the waterfront. This area also includes two concrete high-rise housing towers constructed during the 1950s as worker housing for the Pulp Mill and newer multi-family housing along the waterfront.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- All residential areas have City of Ketchikan water and sewer, and electrical service with the exception of larger undeveloped properties. Telephone and internet services are also available.
- Public safety services include City of Ketchikan Police Department, and Fire Department with a downtown station.
- City of Ketchikan Solid Waste Collection Division provides collection of municipal solid waste which is disposed of at the Ketchikan landfill.

ZONING

- The housing in the downtown area is zoned primarily Medium Density Residential (RM) with smaller areas of High Density Residential (RH) and Low Density Residential (RL) and which allows a mix of single-family dwellings, duplex, and multi-family housing. There are also some mixed-use buildings in the downtown area with housing located above retail space.

HOUSING CHARACTERISTICS AND CONDITION

- Housing units generally range in age from 15 to 100 years with an average age of 40+ years.
- Housing is a mix of types which vary greatly in size, quality, age, and condition.
 - The downtown historic districts and midtown have the oldest homes and structures which range in age from 70 to 100 years, many with distinctive architectural elements. Many of the larger homes include accessory apartments.
 - The Bear Valley area was developed in the 1970s and 1980s, with some newer infill housing. This area includes basic affordable housing, both single-family, duplex, and multi-family structures.

- Single-family housing in the historic district is of standard wood construction with wood siding, windows, and doors and reflect the Craftsman, Shingle, and Bungalow styles popular in the early 1900s. Original wood shake roofing has been replaced by composition shingles in most cases. Housing subdivisions constructed in Bear Valley in the 1970s to 1990s are of standard wood construction with wood or vinyl siding, vinyl windows, and doors. The homes are basic in form and detail reflecting the developers' focus on affordable housing. Multi-family housing is a mix of building sizes and units.
- Due to the steep topography, many residences in Ketchikan are accessed by exterior stairs and elevated decks. In the historic downtown neighborhoods, streets tend to be narrow, and housing may not have direct street access, with homes accessed only by stair streets. Many older residences, including multi-family structures, do not have garages or on-site parking.
- The survey sample included approximately 147 residential units in 48 structures of all housing types. The housing conditions survey showed that most homes were in average to good condition on the exterior, and overall were older than housing in other areas of the Borough.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- The historic downtown area includes the pedestrian-oriented central commercial district, downtown waterfront, cruise ship docks, and Thomas Basin harbor. At the south end along Tongass Narrows are several fish processors and the U.S. Coast Guard Base.
- Public schools located in this area include Schoenbar Middle School, Tongass School of Arts & Science Elementary School, and Ketchikan Charter School. The school grounds offer ballfields and playgrounds. The Robertson Building of the University of Alaska Southeast is located along the waterfront at the south end of downtown.
- The commercial district includes a variety of retail shops, grocery stores, gas stations, professional and medical offices, arts and entertainment venues, movie theater, hotels, restaurants, bars, and churches. The central commercial district near the cruise ship docks has become focused on visitors with many gift and souvenir shops, art galleries, restaurants and hotels. Many visitor-oriented businesses operate seasonally. A shopping mall is located on the waterfront towards the West End.
- The downtown area includes local, state, and federal government offices including the State and Federal Courthouses.
- Recreational amenities include the Ketchikan Recreation Center, the Aquatic Center, ballfields, City Park, several playgrounds, and waterfront activities at Thomas Basin and Casey Moran harbor. The trailhead for Deer Mountain trail system and one end of the Rainbird Trail are also located in the downtown area.

West End Downtown

BOUNDARIES

- Neighborhoods include the following:
 - The West End neighborhoods include housing subdivisions developed on the hillside above Tongass Avenue extending from Jefferson Street at the south and Cambria Drive to the north with

- a mix of single-family, duplex, and multi-family developments. The Ketchikan Pioneer Home is located within this area as well as some affordable housing developments.
- The Cambria housing subdivision is located above Tongass Narrows; it was developed in the early 2000s and consists primarily of large, custom, single-family homes.
 - The Shoreline neighborhood extends along Tongass Narrows north to Ward Cove and is bordered by Tongass Highway on the upland side.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- With the exception of the Shoreline neighborhood and housing along North Tongass to Ward Cove, all residential areas in the West End have City of Ketchikan water, sewer, and electrical overhead service. Telephone and internet service is also available.
- Public safety services include City of Ketchikan Police Department, and Fire Department with a station in the West End.

ZONING

- The housing in the West End area is zoned Medium Density Residential (RM) and High Density Residential (RH) which allows a mix of single-family dwellings, duplex, and multi-family housing.

HOUSING CHARACTERISTICS AND CONDITION

- Housing units generally range in age from 15 years to 100 years with an average age of 40+ years.
- Housing is a mix of types which vary in size, quality, and condition. The West End has housing subdivisions that were developed for the newly opened Ketchikan Pulp Mill in the mid-1950s and are modest, single-story and two-story single-family homes. Two large multi-story multi-unit concrete housing towers were also developed as worker housing at this time. Housing in the Shoreline neighborhood and along North Tongass is a mix of older and newer single-family homes. The Cambria subdivision is primarily large, single-family, custom homes.
- Most residences in this area have off-street parking, carports, or garages.
- The survey sample included approximately 62 residential units in 31 structures of all housing types. The survey showed that most homes were in average to good condition on the exterior, and there are more single-family homes than in the historic downtown area.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- Commercial amenities (primarily located along Tongass Avenue and the waterfront) include a variety of retail shops, grocery stores, gas stations, professional and medical offices, Ketchikan General Hospital, a Native health center, hotels, restaurants, bars, and churches.
- The Alaska Marine Highway and Inter-Island Ferry Terminals are located in the West End along with ferry access to the Ketchikan International Airport. Industrial development is located along the waterfront and Tongass Ave. and includes the Ketchikan Shipyard, gravel pits, and a concrete plant.

- Public and private schools are located in the West End including Ketchikan High School, Revilla Alternative High School, Houghtling Elementary, and Holy Name Catholic School. The school grounds offer several ballfields and playgrounds. The Ketchikan Campus of the University of Alaska Southeast is located in the neighborhood close to the high school.
- Recreational amenities include Bar Harbor and launch ramp, Alder Park, and several playgrounds. The trailhead for Carlanna Lake trail system and one end of the Rainbird Trail are also located in the area.

Forest Park

OVERVIEW

The housing in Forest Park Subdivision is a balance of single-family homes and duplexes on large lots. There is no overall public water system, but wastewater services are available. Residents of the area cite the low density of housing and the proximity to Downtown Ketchikan for work and amenities as draws for the area.

BOUNDARIES

- Forest Park is located approximately 2 miles south of downtown Ketchikan and outside the City limits. The area is bordered by South Tongass Highway to the south, undeveloped land (zoned Future Development) to the north and west, and Saxman to the east.
- The subdivision has much of the existing native vegetation and trees, with the land sloping steeply up the hillside. Forest Park Drive creates a loop from the paved entry on South Tongass Highway, with smaller roads at intermediate locations.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- Forest Park is a service area that provides for the construction, maintenance, and operation of roads and street lighting.
- Electrical, telephone, and internet service are available. Service is primarily overhead.
- There is no public water system; each property has its own roof catchment system and cistern.
- Wastewater treatment for the subdivision is provided and will soon be tied into the Ketchikan Gateway Borough system.
- Public safety is provided by Alaska State Troopers and South Tongass Fire Department.

ZONING

- Forest Park is zoned Low Density Residential (RL) which allows one- and-two family dwelling units on a minimum 15,000 sf lots. This zone was established to provide for residential development in a rural setting and prevent health hazards in areas not served by public water and sewer.

HOUSING CHARACTERISTICS AND CONDITION

- The subdivision was developed in the mid-1970s. Housing is a mix of single-family homes and duplexes which vary greatly in size, quality, age, and condition. Residences along the south edge and to the north

at the top of Forest Park Drive have outstanding water views and tend to be larger (2,000-3,500 sf), well-maintained homes with attached garages, paved driveways and landscaped yards. Some residences in the lower section to the west are smaller (700-1,200 sf), poorly constructed, and in poor or deteriorated condition. Abandoned vehicles, boats, and other debris litter the yards at some locations.

- Homes range in age from 15 to 40 years, with most constructed between the mid-1970s and early 1990s.
- Due to the sloping site, most residences are accessed by stairs and elevated decks.
- Residences are of standard wood construction, one or two stories in height, primarily rectangular in shape with a gable roof and clad in wood or vinyl siding. Most structures are simple and basic, with little trim or architectural elements. There are some small manufactured homes to the west of the subdivision.
- The survey sample included 58 residential units in 44 structures. The housing conditions survey showed that most homes were in average to good condition on the exterior.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- There is no commercial development within the subdivision.
- There are greenbelts throughout the subdivision where no development can take place. There are no developed parks or recreational areas.

City of Saxman

OVERVIEW

The housing in the Village of Saxman is primarily single-family homes standard lots with two multi-family senior housing centers. There are is a public water and wastewater system. Residents of Saxman cite the sense of community and cultural identity as a draw for the area. Residents of the subsidized housing must be a member of a federally recognized tribe and under 80 percent MFI to qualify for this housing.

BOUNDARIES

- The village of Saxman is located 2 miles south of downtown Ketchikan and encompasses 1 square mile of land. Saxman is a 2nd Class city, and the Organized Village of Saxman is a federally recognized tribe. The City is bordered by South Tongass Highway along the waterfront, undeveloped land to the north, and Forest Park subdivision to the west.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- Electrical, telephone, and internet service are available. Service is primarily overhead.
- The City of Saxman has a water and wastewater system that serves the community. In the future, the systems will tie in to the Ketchikan Gateway Borough systems.
- Solid waste refuse is collected by a private company and disposed of at the Ketchikan landfill.

- Public safety is provided the Village Public Safety Officer, Alaska State Troopers, and South Tongass Fire Department.

ZONING

- The majority of Saxman is zoned Medium Density Residential (RM) which allows one- and two-family dwelling units on a minimum 5,000 sf lot. There are several lots zoned Low Density Residential (RL) at the south end of the City, and one lot zoned High Density Residential (RH) where one of the senior housing centers is located. Commercial and industrial development is focused along the highway and Totem Way.

HOUSING CHARACTERISTICS AND CONDITION

- Housing is a primarily small, single-family homes. Most housing was developed by Tlingit Haida Housing Authority, with the first housing tract constructed in the late 1970s, followed by a tract of housing in 1989 and one in 1999. Several waterfront homes are larger in size and have more design features. Two senior housing facilities provide 29 units for independent living.
- Most homes range in age from 20 to 40 years, with very few historic homes still standing or occupied.
- Residences are of standard wood construction, primarily single-story, rectangular in shape with a gable roof and clad in wood or vinyl siding. Most structures are simple and basic, with little trim or architectural elements.
- The survey sample included approximately 41 residential units in 21 structures. The housing conditions survey showed that most homes were in average to poor condition on the exterior with the exception of the new senior housing center and several new homes on the waterfront.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- The community is famous for its outstanding collection of totem poles. Saxman Totem Pole Park includes a carving house and the Beaver Clan House.
- Other community amenities include a large cultural and community center with gym, City Hall, Cape Fox Heritage Building, Village Safety Officer, Head Start Preschool, and playground.
- There is some commercial development within the city including a coffee shop, gas station with convenience store, gift shop, and take-out restaurant. Industrial development includes a dock and commercial barge off-loading facility at the Saxman Seaport. Existing boat moorage is minimal, but planning is underway for development of a harbor.

South Tongass

OVERVIEW

The housing in the South Tongass area is almost exclusively single-family homes on large lots reflecting the Low Density Residential (RL) and Suburban Residential (RS) zoning. There is public water and wastewater services in portions of this area which has encouraged more housing development. Residents of the area cite the recreational opportunities as well as the low density of housing as a draw for the area.

BOUNDARIES

- The South Tongass Highway area includes the neighborhoods and housing approximately 3 miles south of downtown Ketchikan to the end of the road at Mile 12. Utilities are limited in these areas, and most housing has its own water catchment system and marine outfall for wastewater.
- Neighborhoods include the following:
 - The Shoup Street neighborhood has housing on the waterfront and adjacent uplands approximately 3 miles south of downtown Ketchikan. The area has newly constructed water and sewer systems.
 - The Gold Nugget Subdivision is located on the upland side of South Tongass Highway approximately 3.5 miles south of downtown Ketchikan above Martin Bugge/Rotary Beach Park. The subdivision has its own wastewater system. Water is provided by roof catchment systems. The subdivision has much of the natural vegetation left in place, and most homes have water views.
 - The Emerald Forest Subdivision is located adjacent to Fawn Mountain Elementary School and has the newest homes in the area with some currently under construction. The subdivision is on the upland side of South Tongass Highway approximately 4 miles south of Ketchikan and has its own water and wastewater system. There is little natural vegetation surrounding the homes, but all have water views.
 - The Mountain Point neighborhood, located approximately 5 miles south of downtown Ketchikan, is a mix of older and newer homes along the waterfront and adjacent uplands.
 - The Roosevelt, Ravenwood, and Seawatch Subdivision neighborhoods are located on the upland side of South Tongass Highway approximately 5.5 to 7 miles south of downtown Ketchikan. This area is a mix of older and newer homes.
 - The Herring Cove neighborhood is located approximately 8.5 miles south of Ketchikan and has primarily older homes along the waterfront with some new commercial development focused on the visitor industry.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- All residential areas have electrical, telephone, and internet service. Except for the Seawatch subdivision and some individual lots, the South Tongass area is served by the South Tongass water system. Those not served by South Tongass water system primarily use roof catchment systems.
- The Mountain Point sewer system serves all properties from Shoup Street to the limits of the Roosevelt Drive neighborhood, with individual on-site wastewater treatment utilizing drain fields or oceanic outfalls for those properties past Roosevelt Drive.
- Public safety services include South Tongass Fire Department and Alaska State Troopers.
- Residents are responsible for taking their solid waste to the Ketchikan landfill.

ZONING

- The housing along South Tongass Highway is zoned primarily Low Density Residential (RL) which was established to preserve the residential and rural quality and to prevent health hazards in areas not served by public water and sewer system. This zone allows single-family homes and duplexes on 15,000 sf minimum lots. There are a few smaller areas of Medium Density Residential (RM) and High Density Residential (RH) which allows smaller lots and multi-family housing in addition to single-family homes.

HOUSING CHARACTERISTICS AND CONDITION

- Housing generally ranges in age from newly constructed to 75 years.
- Housing is a mix of types which vary greatly in size, quality, age, and condition. The homes along the water are the oldest in age ranging from 10 to 80 years. Older homes often have traditional style architectural elements such as wood siding and Craftsman-style wood trim. The more recent subdivisions such as Seawatch and Emerald Forest have newly constructed single-family homes. The Roosevelt neighborhood includes areas of basic affordable housing adjacent to industrially zoned areas.
- In most cases, single-family housing is standard wood construction with wood, cement board, or vinyl siding and metal roofing panels or composition shingles. While there are some larger custom homes, primarily along the waterfront and within the newer subdivisions, most of the homes are basic in form and detail reflecting the builders' focus on affordable housing.
- All housing has garages or on-site parking.
- The survey sample included approximately 36 residential units in 28 structures. The housing conditions survey showed that most homes were in good condition on the exterior.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- Fawn Mountain Elementary School is located in this area. School grounds offer an artificial turf soccer/football field, running track, playground, and support features such as bleachers and changing room.
- Commercial development is limited and primarily located along the highway. Development includes visitor facilities such as lodges and B&B housing, wildlife viewing, zipline tours, historic cannery tour, waterfront bar, and several churches. Industrial development includes rock pits, hydropower facilities, and a fish hatchery.
- Recreational amenities include Martin Bugge/Rotary Beach Park and a small harbor and boat launch. A paved bike path extends from Rotary Beach Park to Mountain Point along the Tongass Narrows. The trailhead for Silvas Lake Trail is located at the end of the highway at Mile 12, with a short trail going up to Heckman Lake Dam located at Mile 9. There are opportunities for shore fishing at Herring Cove.

Pennock and Gravina

OVERVIEW

Homes on Pennock Island and Gravina Island must be accessed by boat and are almost exclusively single-family homes or cabins on large lots. There are no public water and or wastewater services on the Islands, but electric and telecommunication is provided by Ketchikan Public Utilities. Residents of Pennock and Gravina cite the waterfront, low density of housing, and the off-the-road-system way of life as draws for the area.

BOUNDARIES

- The survey of this area includes housing located on the shoreline of Gravina and Pennock Islands across the City of Ketchikan. Access to homes is by boat.
- Neighborhoods include the following:
 - Gravina Island is 21 miles long and about 9.5 miles wide, with a land area of 94.81 square miles. Housing is located primarily along the waterfront mostly located across Tongass Narrows from Downtown Ketchikan, with some cabins at other locations. The population in 2000 was 50 people.
 - Pennock Island lies directly across from Ketchikan at the eastern end of Tongass Narrows dividing the waterway into its East and West Channels. The island is primarily residential, with most housing located on the east and north shores facing Ketchikan where the shoreline is gently sloped and wooded. The island is about 3 miles in length, 0.25 miles to 0.625 miles in width, and has no roads.

INFRASTRUCTURE, UTILITIES, AND PUBLIC SAFETY

- Some of the residential areas on Pennock and Gravina Islands have electrical, telephone, and internet service provided by Ketchikan Public Utilities. Water is provided by on-site roof catchment systems and on-site wastewater treatment to marine outfall.
- Public safety is provided by Alaska State Troopers.
- Residents are responsible for disposing of their solid waste on site or taking it to the Ketchikan landfill.

ZONING

- The housing in this area is zoned Rural Residential (RR) and Low Density Residential (RL) which provides for a variety in sizes of lots and allows only single-family dwellings. These zones seek to preserve the rural, open quality of the environment and prevent health hazards associated with areas not served by public water and sewer.

HOUSING CHARACTERISTICS AND CONDITION

- Housing units range in age from recent construction years to 70+ years. Many of the historic homes and associated boat houses are in disrepair or have been demolished.
- Housing is primarily single-family homes or cabins with many residences having their own dock for access.

- Housing is a mix of styles which vary greatly in size, quality, age and condition. There are a few older homes which have traditional style architectural elements such as wood siding and wood trim, but most were simple in form and basic in details.
- In most cases, single-family housing is standard wood construction with wood metal siding and metal roofing panels or composition shingles. While there are some larger custom waterfront homes, most of the homes are basic in form and detail reflecting the challenge of building off the road system.
- The survey sample was conducted by boat and included 29 single-family homes on the waterfront. The housing conditions survey showed that all were single-family homes, with perhaps some seasonal rentals. Most homes were in good condition on the exterior, and overall, smaller than many of the houses on the road system.

AREA AMENITIES, COMMERCIAL, AND INDUSTRIAL USE

- Commercial development includes the Ketchikan International Airport facility on Gravina Island. Airport access is provided by a ferry that operates on the half hour from approximately 5:30am to 10:00pm daily. There are several lodges on Pennock Island.
- The Gravina Island Industrial Complex has a permitted log transfer facility (LTF) and is the only permitted LTF on Gravina Island.
- Gravina Island may be suitable for a mining product processing facility.
- Industrial development includes rock pits, a small sawmill, marine services and commercial boat lift, steel salvage yard, and an industrial park offering a variety of services.
- There are several gravel roads in the area extending north and south providing access to additional industrial and logging sites.

Housing Case Study Communities

Like Ketchikan, Juneau and Sitka struggle with available, affordable housing. A review of housing programs in these communities is helpful in identifying potential housing measures for Ketchikan. This section also includes a brief overview of initiatives from other communities outside Alaska.

Juneau Housing

CBJ established an Affordable Housing Commission (AHC) in 2006 with the goal of addressing Juneau's housing issues and homelessness. The commission includes local government representatives, realtors, contractors, social service providers, and other members of the public.

The Juneau Economic Development Corporation (JEDC) conducted Juneau Housing Needs Assessments in 2010 and 2012. The study found a critical shortage in housing. The CBJ incorporated the assessment findings in the 2013 CBJ Comprehensive Plan Update. One of the key Comp Plan recommendations was development of a Housing Action Plan (HAP) for the community.

Work on the HAP began in 2015 and included an outside consultant, the CBJ, AHC, JEDC, housing providers, developers, real estate and finance professionals, with AHC serving as the steering committee. The group's work was presented at a series of meetings to gather public input. The HAP was completed in 2016. Key findings from the study include:

- Juneau needs to develop a comprehensive housing strategy.
- Inefficient land use policies are an issue.
- The HAP should be formally adopted into the Comprehensive Plan.
- An affordable housing fund with a meaningful level of funding needs to be developed.
- CBJ should create and fund a full-time housing director position.
- Existing affordable housing should be preserved.
- New CBJ land-use policies linked to specific housing needs should be developed.
- CBJ zoning regulations should be updated to address specific housing needs.
- Specific policies to address housing issues in the downtown core should be developed.

In addition to the HAP, CBJ activities related to housing included the CBJ Assembly Taskforce on Homelessness. The taskforce developed a list of recommendations for the Assembly:

- Do not invest more resources in campgrounds; instead invest in the Juneau Coalition on Housing and Homelessness proposals.
 - Warming center for weather below 32 degrees
 - Scattered site Housing First
 - Assertive community treatment team (a team of medical, behavioral health, and rehabilitation professionals who coordinate to serve individuals with severe and persistent mental health needs)

- Hire a CBJ Housing and Homeless Services Coordinator to coordinate local housing and homeless services with community partners, such as the Juneau Coalition on Housing and Homelessness, mainstream service providers, and members of the community to build capacity and pursue additional taskforce recommendations. The position would also put a coordinated entry referral process into place.

CBJ Homeless Programs and Projects

Two recent projects developed in response to these planning efforts have had a significant impact on homelessness in Juneau.

HOUSING FIRST

Juneau Housing First Collaborative opened in late 2017, with 32 units of permanent, supportive housing for the homeless. JAMHI Health and Wellness opened a Healthcare Clinic at Housing First as well. Funding is now available for more housing as part of Housing First in scattered sites.

COLD WEATHER WARMING SHELTER

CBJ operates a warming shelter from November 15 to April 15 on nights when the temperature dips below 32 degrees. The 20-bed shelter was established in 2017 and is open from 11pm to 6:30am as needed.

CBJ Housing Program

Currently, CBJ operates a Housing Program. The program includes two positions at the City dedicated to housing: a Chief Housing Officer and a Housing and Homeless Services Coordinator. These positions oversee a number of programs designed to impact Juneau housing availability and affordability along with Planning Department staff.

CBJ HOMEOWNER ACCESSORY APARTMENT INCENTIVE GRANT PROGRAM

This CBJ-funded grant program provides \$6,000 in grant funding for homeowners who add an accessory apartment to their home.

CBJ MOBILE HOME DOWN PAYMENT ASSISTANCE PROGRAM

CBJ partnered with True North Federal Credit Union to provide low-interest loans to qualified residents for up to 50 percent of the down payment on a mobile home. Residents must match the remaining down payment. Loans are available at a low interest rate (1 percent) with a maximum five-year payback period and may not exceed \$10,000.

JUNEAU AFFORDABLE HOUSING FUND

In 2010, the CBJ passed an ordinance to create the Juneau Affordable Housing Fund to leverage creation of affordable housing in the community through a community match. The fund was funded with \$400,000, for administration by the Affordable Housing Commission. The commission reviews, evaluates, and recommends applications for CBJ Assembly approval.

SMALL LOTS AND FLEXIBLE BUILDING STANDARDS

The CBJ Assembly is currently considering an ordinance recommended by the Planning Commission to amend the land use code to create standards and procedures for small-lot residential communities in which all or some of the lots do not conform to minimum requirements for a traditional subdivided lot.

According to CBJ reports, “This ordinance also permits flexibility in the use of land desired by the community; encourages small-lot residential communities; encourages a different type of housing option; encourages development of quality affordable housing; and encourages residential developments that are in harmony with the surrounding area.” For more information see draft ordinance: Ordinance 2018-41(c) An Ordinance Amending the Land Use Code Relating to Alternative Residential Subdivisions.

Community Resources

Housing issues in Juneau are addressed on a variety of fronts outside of municipal government including independent non-profit and private programs.

Temporary and emergency housing is provided by a number of entities, including AWARE for those in domestic violence emergencies, the Glory Hole shelter, and Juneau Youth Services (for youth up to 21 years of age). Transitional housing is provided by St. Vincent DePaul, Gastineau Human Services, Tlingit and Haida Regional Authority, and Juneau Youth Services.

Housing vouchers are available through Tlingit-Haida Regional Housing Authority (through Veterans Administration Supportive Housing). Alaska Housing Finance Corporation also offers housing assistance through vouchers, low-income placements, and other programs.

Affordable Housing units in Juneau include Volunteers of America Terraces at Lawson Creek Phase II, which set three units aside for homeless preference and is opening a warming shelter, and housing for seniors at the AHFC Mountain View Complex and St. Vincent DePaul Smith Hall.

Sitka Housing

Faced with the highest median home prices in Alaska (35 percent higher than the rest of the state) and the highest rental rates in Southeast aside from Juneau, Sitka plans to focus on housing as an important development issue. Almost half of Sitka residents (approximately 44 percent) rent housing, while wages for the average renter are less than needed to be housed affordably.⁷

The *Sitka Comprehensive Plan 2030* includes a chapter dedicated to housing, with an overall goal to “Expand the range, affordability, and quality of housing in Sitka while maintaining attractive, livable neighborhoods.” The plan includes an assessment of the number of dwellings in Sitka by type, building permits, vacancy rates, and the housing and rental markets. The plan concludes that approximately one-third of residents are cost-burdened by housing (housing expenditures exceed 30 percent of household income). Critical needs include:

⁷ Alaska Coalition on Housing and Homelessness.

- More affordable homes for sale and rent
- More year-round rentals
- Manufactured home and home park improvements
- Housing for aging population
- Temporary (transitional) safe housing for homeless persons.

Government Initiatives

The City and Borough of Sitka was selected (through an application process) to receive a Smart Growth America sustainable land use code audit technical assistance workshop. The purpose of the audit, conducted by Smart Growth America and Clarion Associate in September 2017, was to “identify potential revisions to the zoning code and other provision of the city code to promote community sustainability goals related to housing choices.” The final report from this process, titled *Sustainable Land Use Code Audit*, includes a number of suggestions and next steps that pertain to housing.

ACCESSORY DWELLING UNITS (ADUs)

In 2013, the City and Borough of Sitka passed the Accessory Dwelling Unit Ordinance. The ordinance allows construction of accessory dwelling units in certain residential zones in the community. However, additional steps have been identified to refine standards to make it easier to build ADUs in Sitka.

SHORT-TERM RENTALS

Short-term rentals are impacting rental availability for Sitka residents, reducing availability of affordable units and increasing housing costs. The CBS zoning code makes short-term rentals a conditional use already; however, such rentals can be hard to track, and the code is reportedly not followed by all homeowners.

LOT SIZE

Sitka has a relatively high minimum lot size (8,000 sf) compared to many towns with limited room for residential development.⁸ The Smart Growth America audit recommends reducing minimum lot size in all Sitka residential districts to 6,000 square feet. The audit also recommends new Planned Unit Development (PUD) standards to allow smaller lots in PUDS in exchange for some affordable unit provisions.

OFF-STREET PARKING

The audit also recommended reducing parking requirements in the CBS code to one space per unit for affordable, multi-family housing.

Housing Programs in Sitka

SITKA COMMUNITY LAND TRUST

The Sitka Community Land Trust provides affordable homeownership to low- and moderate-income households in Sitka. Houses in the program are owned by the individual, and the land is leased to the homeowner for 99

⁸ Smart Growth America and Clarion Associates Memo, *Sustainable Land Use Code Audit*, September 12-13, 2017.

years. SCLT owns one property in Sitka currently, with plans to construct seven cottages. The cottages are a mix of one-, two-, and three-bedroom homes. Homes have been designed and are ready for identification of a pre-approved buyer before construction. The SCLT is seeking homebuyers at the 80 percent of median income level.

BARANOF ISLAND HOUSING AUTHORITY

Baranof Island Housing Authority runs programs for Sitka tribal citizens and other Sitka residents to help Sitkans with affordable housing opportunities. These include low-rent and senior housing rental programs, mortgage and closing cost assistance, weatherization, tribal citizen home repair, and student housing vouchers.

The Housing Authority also operates low-income housing complexes in Sitka. The first phase of housing was completed in 2009 and included two four-plexes. Construction was completed on the second phase of the project, another two four-plexes, in 2011.

SITKA HOMELESS COALITION

The Sitka Homeless Coalition is working to provide a winter homeless shelter.

YOUTH ADVOCATES OF SITKA

Youth Advocates of Sitka recently won a three-year grant aimed at providing stable, permanent shelter for homeless youth in the community. The home-based transitional living program serves children 16 to 21 years of age. YAS also provides “therapeutic foster care” to clients and runs the Hanson House, a residential program for youth 10 to 18 years of age that supports clients with mental health issues. Approximately 30 children of all ages are homeless in Sitka at any given time.⁹

SITKANS AGAINST FAMILY VIOLENCE

Sitkans Against Family Violence (SAFV) provides transitional living shelter for 24 women and children (6 bedrooms) for those experiencing violence.

Other Communities’ Housing Initiatives

Following are some examples of how some other communities are addressing housing issues.

- The Yukon-Kuskowim Delta has a severe housing shortage, with nearly half of current housing overcrowded. Coastal Village Region Fund (CVRF) is testing a pilot program building tiny housing (320 sq. ft.) in Eek. The test home has one bathroom, one bedroom, and a common area with kitchen and is well insulated for energy efficiency. The overall cost of construction is estimated at \$75,000 with monthly costs of \$200. Design and construction allow for expansion in the future.
- The City of Olympia, Washington amended their development regulations in 2018 to allow greater density within their existing single-family home neighborhoods. Their revisions to zoning included encouraging accessory dwelling units and duplexes in single-family zones; allowing triplexes and four-

⁹ Sitka School District.

plexes in transitional zones between single-family residential and commercial zones; and reducing limitations on townhouses and other multi-family development. Single room occupancy or congregate residences are also being encouraged with the revised regulations.

- Rossland, BC is a growing community similar to Ketchikan with an aging stock of single-family homes and lack of affordable rentals suitable for a low- to moderate-income workforce and independent seniors. The City recognized the need to expand housing options for both of these groups, which has translated into support for multifamily development proposals and density allowances for centrally located sites with services. The City acknowledges that economies of scale in a multifamily building can result in a financially viable project and have worked to foster an awareness of the importance of affordable housing in driving economic vitality to gain support from residents for these projects.
- Seattle is seeking to revise their zoning in single-family neighborhoods by allowing duplexes and triplexes within single-family home zones; parking reforms; liberalization of rooming house rules; and legalization of accessory apartments and backyard cottages. Seattle has recently passed legislation limiting the number of housing units that owners can rent short-term (i.e. through Airbnb or as B&B), in order to prevent the city's housing stock from being converted into de facto hotels or short-term seasonal rentals.
- Portland, Oregon and Vancouver, B.C. are developing proposals to allow multi-family housing in areas zoned for single-family housing (including duplex, triplexes, fourplexes). These types of units had been prohibited in areas zoned single-family.