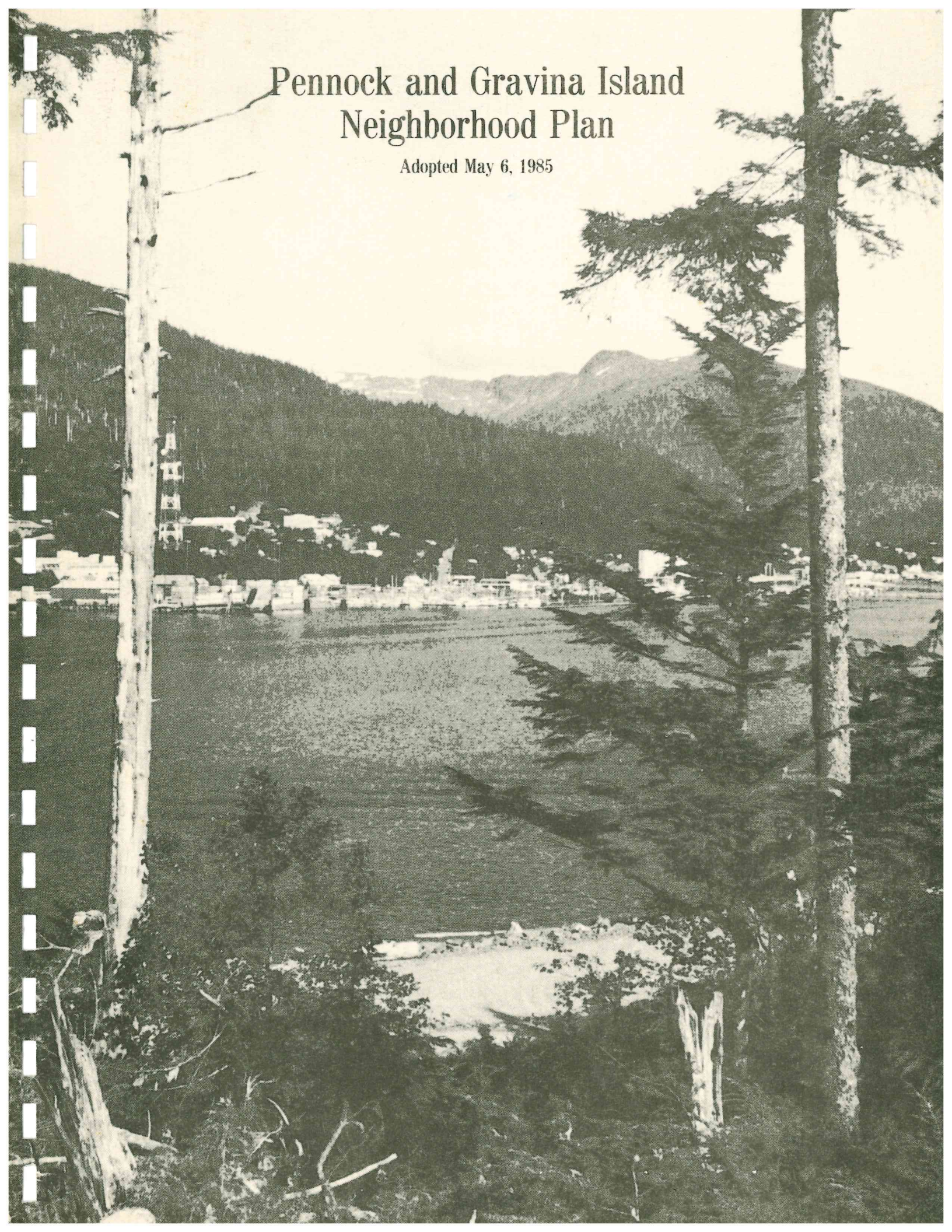


# Pennock and Gravina Island Neighborhood Plan

Adopted May 6, 1985



NEIGHBORHOOD PLAN  
FOR  
PENNOCK AND GRAVINA ISLAND

Ketchikan Gateway Borough

Adopted May 6, 1985

Table of Contents

I.	INTRODUCTION . . . . .	1
	A. History of the Pennock/Gravina Neighborhood . . . . .	2
	B. Reason for Plan and Major Objectives . . . . .	4
II.	THE PLANNING PROCESS . . . . .	6
	A. History of the Plan Preparation . . . . .	7
	B. Boundary of the Planning Area . . . . .	8
	C. Development Options Considered . . . . .	11
	D. Continuing Neighborhood Involvement . . . . .	15
III.	DESCRIPTION AND ANALYSIS . . . . .	16
	A. Economy and Growth . . . . .	17
	B. Land Use . . . . .	20
	C. Transportation . . . . .	25
	D. Community Facilities and Services . . . . .	27
IV.	RECOMMENDATIONS . . . . .	32
	A. Immediate Action Recommendations . . . . .	33
	B. Intermediate-Range Recommendations . . . . .	34
	C. Long-Range Recommendations . . . . .	35

List of Tables

1. Chronology of the Neighborhood Planning Process . . . . .	9
2. Development Options Considered . . . . .	13

List of Figures

1. Pennock/Gravina Neighborhood Boundaries . . . . .	10
2. Planning Area Map - Pennock Island . . . . .	22
3. Planning Area Map - South Gravina Island . . . . .	23
4. Planning Area Map - North Gravina Island . . . . .	24

I. INTRODUCTION

## A. HISTORY OF THE PENNOCK/GRAVINA NEIGHBORHOOD

The Atlas of the Ketchikan Region states that: "Across the channel from downtown Ketchikan are the islands of Pennock and Gravina, which have distinct communities of their own."

The history of the Pennock/Gravina neighborhood is a story of different cultures, of self-sufficiency, of autonomy, and of the growth of a certain character. These influences shaped today's way of life on the islands and are part of the perspective of the residents, as well as being a tale unique to southeastern Alaska. Though Pennock and Gravina are separated from each other by a portion of Tongass Narrows, they are connected historically by a way of life which revolved around that waterway.

It would appear that the islands were inhabited at the same time as Ketchikan's emergence as a community. Prior to the arrival of white settlers, the Native Alaskans used the area in a variety of ways stemming from their lifestyle based on hunting, fishing, and gathering. The most obvious use was ceremonial, as demonstrated by the burial sites located on the northeastern shoreline and the eastern end of Pennock. While these areas are the most recognized burial sites today, there are indications that the rest of Pennock and the shoreline of Gravina were also used as burial sites for the Ketchikan community at large.

Early photographs of Ketchikan that show Pennock indicate that Whiskey Cove, Radenbough Cove, and the North Cove were already inhabited. Because these areas were within reasonable rowing distance and afforded sheltered anchorages for small boats, they were the first outlying areas settled. Gravina's development paralleled that of Pennock, with growth centered in the sheltered coves and along good beaches. Development of the island areas began during the latter part of the 19th century, and supported the growth of the Ketchikan community.

Initial land conveyance was by Federal Homestead provisions, and original parcels varied in size from one to 360 acres. Much of the land was held in five-acre parcels, and most of the parcels greater than five acres were located on Gravina Island. As an outgrowth of these homesteads, small family-run businesses developed which served a variety of needs, predominantly centering around marine construction and repair. These small boat shops were in turn supported by sawmills and small machine shops which provided the necessary materials and fittings.

While most of the growth was confined to individual or family land ownerships, there was a community on Gravina located at what is now the north end of the Airport. Destroyed by fire in July of 1904, it was a Native community built around a sawmill. "Gravina", as it was called, was a commercial operation which furnished lumber to Ketchikan, Saxman, Metlakatla, and some fish canneries in the area.

Private enterprise, large and small, was not the only source of employment on the islands. The Federal government established boat shops on Gravina to serve the U.S. Coast and Geodetic Survey (U.S.G.S.) and the U.S. Forest Service. The U.S.G.S. facility was located in the area now occupied by the Airport. The Forest Service facility located in Clam Cove operated until the mid-1940s; it is now in private ownership.

The marine-related opportunities and the remoteness of Southeast Alaska have long proved to be attractive. As people were drawn to the area, demand was also created for some of the products available in the Lower 48. One such demand was for fresh produce. Owing to the relative ease of transporting goods across the water and the availability of reasonably suitable land, some fairly large gardens were created which provided fresh produce for sale in Ketchikan. Remnants of some of these gardens can be seen south of the Airport on Gravina, while other parcels which have remained in private hands over the years continue to be productive. In some cases, considerable effort has gone into reclaiming older garden patches from nature.

In the early part of this century, fresh milk was a luxury. Despite obstacles, two small dairies developed on Gravina; one in Clam Cove and the other about a quarter mile north of the cove. The milk was taken to town via small rowing skiffs and delivered to the various homes by cart. The dairymen and gardeners of Pennock and Gravina helped to supply Ketchikan with some of the more basic amenities of life, especially during the Depression years.

The neighborhood had a shadier side to its history. During Prohibition, and throughout the heyday of the Line on Creek Street, illegal spirits found their way up and into town via the trapdoors of the "Crik". In the days of no liquor, nothing went to waste. As the bottles went up through the doors, the empties were passed back to be recycled in Whiskey Cove, where they were filled with the smugglers' best and home brew.

Recreation of a more acceptable variety has also been a part of the neighborhood tradition. At one time, picnics for the townspeople were held on Gravina; boats and barges transported them over to the island for the day. Hunting and fishing were undertaken for subsistence as well as for sport. Plentiful fish and wildlife and proximity to town has made the Blank Inlet/Judy Hill area a prime spot for these activities. Vallenar Point has long been a major fishing ground for both sport and commercial boats. Dall Head, too, has supported a major fishery. With the advent of the fish trap and the rowing skiff hand troller, a small salmon saltery was built on Dall Head. The fishermen built camps there, and having brailled their catch, would row to town for the bright lights and necessary supplies. Suitably braced, they made their long way back to the grounds.

Recent history along the Tongass Narrows has eclipsed the hand troller and the Native fishing village. While the past 30 years have brought industry, population increases, and a highway to the Ketchikan area, they have also taken away the small semi-isolated communities on the outskirts of town. Throughout this expansion, Pennock and Gravina remain detached - retaining the autonomy, the self-sufficient population, and the water

orientation of old Southeast. The Native population continued to use their burial area on Pennock until the late 1950s, the boat shops and gardens established on the islands during the 1930s and 1940s still exist. Residents who settled during the middle part of this century had built for themselves a unique and rural neighborhood. Those who came during the 1960s and 1970s found an opportunity to establish themselves in a setting which offered a quality of life not readily available elsewhere today.

Pennock and Gravina provide one of the lifestyle alternatives which contribute to making Ketchikan a special place in which to live. The character of the neighborhood is based upon the pride of being an "islander" - of valuing what may appear to others to be the inconvenience of winter boat rides to roadless and empty islands.

The character of a neighborhood is created and then defined by its residents. As one resident has said: "We're neighbors, we're boat people, connected by a water way like other people are connected by a street." And a neighborhood furnishes a sense of belonging: "...The people who live along those shores have a camaraderie you might say, or a grouping together by the necessities of life."

#### B. REASON FOR PLAN AND MAJOR OBJECTIVES

The greater Ketchikan area has experienced significant growth in the past several years. Given the State's decision to establish a winter ferry maintenance facility in Ketchikan, the U.S. Borax Corporation molybdenum mine development planned at Quartz Hill, and the resource and commercial developments begun by Cape Fox Corporation, continued rapid growth of the community during the next five to ten years appears to be certain.

Like Ketchikan, Pennock and Gravina have seen a population increase over approximately the past five years. Many of the new island residents are former renters or homeowners from Ketchikan, drawn to the islands by the rural character, water-oriented access, and more self-sufficient lifestyle the older residents have enjoyed. Preserving the values that make the quality of life on the islands attractive, while finding ways to provide homesites to accommodate others who would enjoy the neighborhood, is the primary objective of this plan. - 1.

The initiation of the Borough land disposal process promises to make available the land base needed to accommodate the expected economic growth in the area. Of the total Borough land entitlement of 11,500 acres 4,169 acres are on Gravina Island, while 805 acres are on Pennock Island. Formulating this plan therefore involved wrestling with development opportunities and patterns. Not all Borough land has to be developed in the same way; there is sufficient land available and a sufficient diversity of needs to allow variations. Therefore, the second objective of this plan is to set a framework for the development of the Borough-selected lands on Pennock and Gravina Islands that is compatible with the current neighborhood character and values. - 2.

-3- Guiding development patterns involves more than land use classifications; access is an important factor. Access to the neighborhood is currently by private boat and it is necessary to protect those qualities that originally attracted present residents. The third objective, then, is to plan for a transportation system that provides access to interior land and unsheltered beach lots where boat moorage is not possible, while maintaining present neighborhood characteristics.

-4- The fourth and last objective is to protect the Native burial grounds and to provide a specific area to be used for this purpose in the future.

II. THE PLANNING PROCESS

## A. HISTORY OF PLAN PREPARATION

This plan was undertaken as an expression of the Pennock/Gravina neighborhood residents' desire to actively participate in the decision-making process. The opportunity to prepare a plan is made available by policies set down in the 1976 Ketchikan Comprehensive Plan.

The Comprehensive Plan states, "...As an extension of the planning process, neighborhoods are identified to define subareas which exhibit distinct characteristics and/or needs." It continues, "Neighborhood planning evolves through a series of neighborhood meetings. This provides a process which promotes citizen participation by providing individuals an opportunity to influence decisions which affect their livelihoods and lifestyles."

This document is the product of the first attempt at building a neighborhood plan for Pennock and Gravina which directly and actively involved the neighborhood residents in plan preparation. The process began during the winter of 1981. In an effort to establish a forum where the ideas and opinions of the residents could be expressed, the Pennock/Gravina Island Association was formed. Although the Association's initial mission was to focus on the issues of the present, it soon became clear that the future also demanded attention. In this regard, the members of the Association, registered voters of the Pennock/Gravina precinct, elected that their Board pursue the development of a neighborhood plan. Based on a recommendation by the Borough Planning and Zoning Commission, the Borough Assembly authorized the Planning Department to assist in the preparation of this plan.

Following guidelines established in the Comprehensive Plan, the Association began to seek public input on the nature of the issues facing the residents of the neighborhood. In November of 1981, the Board members conducted interviews with residents of various areas within the neighborhood - Clam Cove on Gravina, North End Cove on Pennock, the area between North End Cove and Radenbough Cove, Radenbough Cove to just North of Whiskey Cove, and Whiskey Cove south to Bald Head Cove. Additional efforts were undertaken to interview those who did not live within these specific areas. The purpose of the interviews was to ascertain personal viewpoints on the issues facing the neighborhood in the future.

During December of 1981, a series of local area discussion meetings were held at residences in Clam Cove, Whiskey Cove, and at a centrally located home on Pennock in an effort to more fully explore the opinions of the residents in these areas.

While a neighborhood plan is specifically designed to express the needs and desires of the neighborhood residents, it is also a public document which becomes part of the Borough Comprehensive Plan. Because the public, through prospective Borough land entitlements, is expected to be the largest single land owner within the neighborhood, an open public

meeting was held on January 21, 1982 at the Moose Lodge in Ketchikan. This meeting was widely publicized (by television, radio, and newspaper) and invitations to comment by mail or in person were sent to all property owners. The purpose of this meeting was to seek public comment on a variety of topics, including the type of development that should be undertaken, the type of access that should be provided, the appropriate boundary for the neighborhood planning area, and other issues of concern. At this meeting, the development options presented in Section II-C were displayed, and maps delineating options for the boundary of the planning area were shown. Forty-six people attended the meeting; their comments and those of others over the course of the last six months served as guidance for the preparation of this document.

A chronology of the neighborhood planning process is displayed in Table 1.

#### B. BOUNDARY OF THE PLANNING AREA

A significant amount of discussion surrounded the selection of the appropriate boundary for the neighborhood planning area. At the public meeting on January 21, 1982, three options for the planning area were presented:

1. Pennock Island, and Clam Cove on Gravina Island;
2. The area in (1) and the Judy Hill-Blank Inlet peninsula on Gravina Island; and
3. The area in (2) and the north end of Gravina Island.

Public testimony on the subject was mixed. Attention focused on the third alternative, with approximately equal numbers favoring and opposing the inclusion of the North Gravina area. Ultimately, private land on the north end of Gravina was included in the planning area for the following reasons:

- o The residents of the area requested inclusion;
- o The residents of the area are presently forced to break the law if they live on their land (zoned for Future Development) year round;
- o The entire area is included in the Pennock-Gravina Island voting precinct.

The plan therefore encompasses the following geographical areas, as delineated in Figure 1:

1. The Gravina shoreline north of the Airport to Vallenar Point.

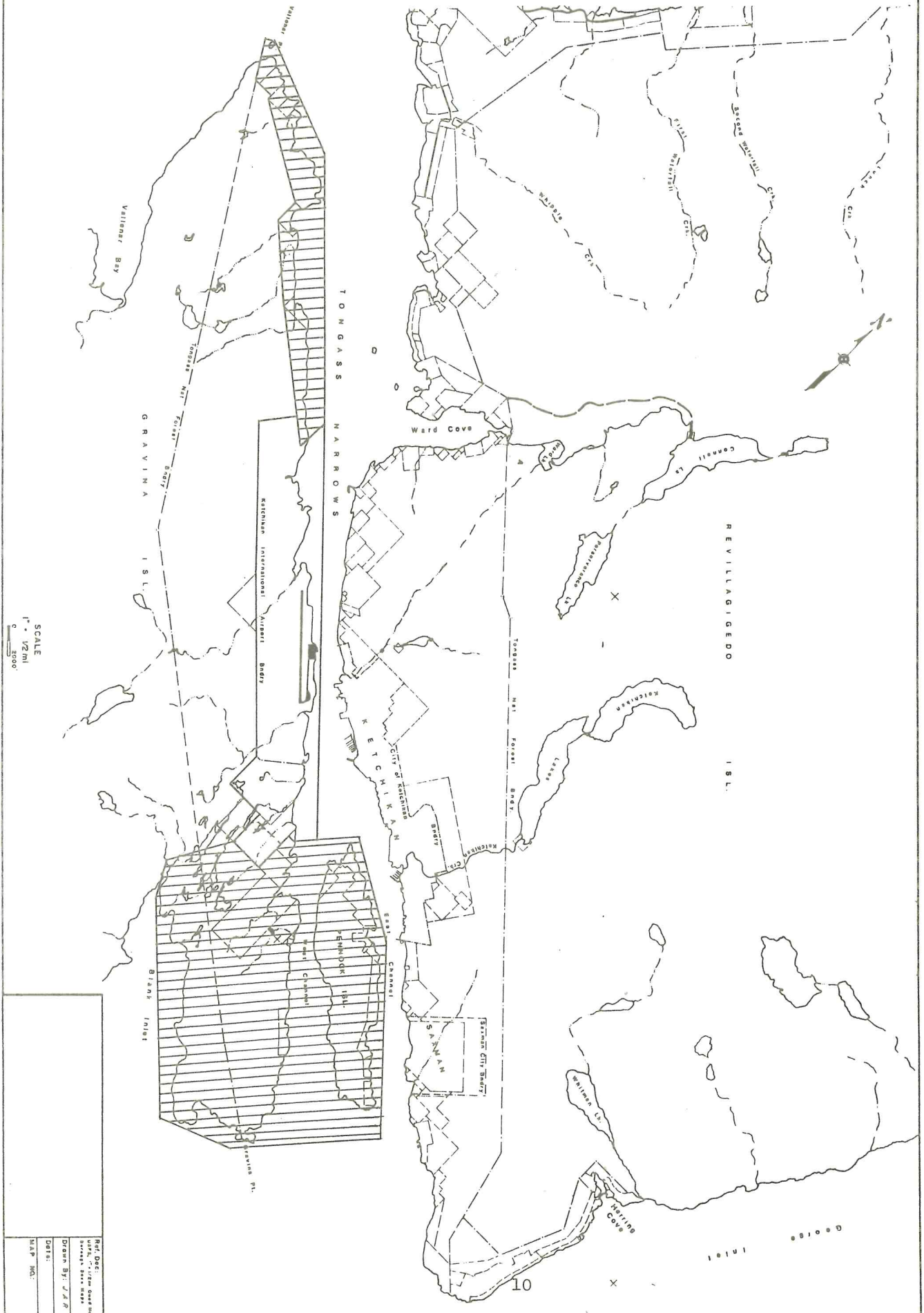
2. The peninsula on Gravina Island created by drawing a line from the Airport boundary south along the north side of Blank Inlet to Gravina Point.
3. Pennock Island in its entirety.

The greater population density in the planning area is in the Pennock Island-South Gravina area; consequently, this area has received the greatest amount of attention in the neighborhood plan. The plan deals with North Gravina only to the extent necessary to provide for year-round occupancy by residents and to establish zoning which is believed to be consistent with the State land subdivision practices in the area and the intent of the Ketchikan Comprehensive Plan.

Table 1  
Chronology of the Neighborhood Planning Process

<u>TIME PERIOD</u>	<u>ACTIVITY</u>
January 1981	Pennock/Gravina Island Association created at public meeting held at the Moose Lodge.
March 1981	Public meeting of the Association to determine the desire to develop a plan.
July 1981	Public meeting on Pennock Island to begin issue identification.
November 1981	Interview process to specify issues and desires begins.
December 1981	Local discussion meetings held in areas within the neighborhood and with some non-resident property owners.
January 21, 1982	Public meeting held at the Moose Lodge to discuss neighborhood boundaries and development options.
February 21, 1982	Draft Neighborhood Plan previewed at neighborhood meeting; comments received.
March 9, 1982	Submittal of draft Neighborhood Plan to Borough Planning Department.

FIGURE 1  
PENNOCK / GRAVINA NEIGHBORHOOD BOUNDARIES



SCALE  
1" = 1/2 MI  
0 1000'

<p>                 PLOT NO.:                  DATE: 1/17/80                  DRAWN BY: J.A.B.                  DATE: 1/17/80                  MAP NO.:             </p>
--

### C. DEVELOPMENT OPTIONS CONSIDERED

Over the past several years, a wide range of development patterns, access modes, facilities, and public service system improvements have been proposed for Pennock and Gravina Islands. Each proposal suggested has had its proponents and opponents; at times the public controversy has been intense. Usually, however, discussions have been limited to broad generalities regarding the "optimal" future of the islands. The ramifications of particular approaches to planned development have seldom been itemized.

In an attempt to focus discussions relating to the content of the neighborhood plan on specifics, and to assure that participants in the planning process were thoroughly aware of the implications of their choices, four development options were prepared which were responsive to needs and desires expressed by various interested parties during the issue identification phase of the planning process. The four alternatives presented for public consideration were as follows:

1. Maintenance of Current Conditions
2. Low-Level Development
3. Medium-Level Development
4. High-Level Development

As shown in Table 2, each development option was arrayed by topical categories which roughly parallel subsections of the Comprehensive Plan, such as residential density and zoning, public services to be provided, access modes, etc.

After a great deal of debate had occurred, and the many public comments received had been reviewed, several conclusions were reached:

1. Development is an evolving process - no one option could be expected to remain totally stable over protracted time periods.
2. The majority of the neighborhood property owners favored maintenance of present conditions or low-level development in the short-range.
3. The majority of the neighborhood property owners were greatly opposed to any long-range development which exceeded the Medium Development Option.

Therefore, this Neighborhood Plan for Pennock and Gravina Islands is designed to promote phased residential development of the neighborhood,

at appropriate time intervals, up to and not to exceed the Medium Development Option.

The remainder of the Plan describes and analyzes the phased development processes and support facilities and services, as well as recommending immediate, intermediate, and long-range policies and actions.

Table 2  
Development Options Considered

TOPICS	PRESENT	LOW DEVELOPMENT	MEDIUM DEVELOPMENT*	HIGH DEVELOPMENT
Access to Islands	By Private Boat	By Private Boat	By Private Boat with Staging Area and Boat Docks; Future Consideration of Ferry	Hard Access
Access to Lots	Walk-In	Owner-Constructed Path	Publicly-Provided Trail System	Roads
Density/ Zoning	Low-Density Residential, and Future Development	Suburban Residential or Future Development with Year-Round Residency Allowed	1st Tier: Suburban Residential 2nd Tier: Rural Residential I 3rd Tier: Rural Residential II	Low Density Residential with Medium Density Residential Subdivisions
Sewage Disposal	Outhouses/Some Flushers	State Approved On-Site Disposal	State Approved On-Site Disposal	Publicly-Provided Centralized Collection and Treatment
Electrical/ Telephone Service	Maintenance of Existing Services	Upgrade Existing Services to meet Future Demand	3 Phase Electrical Service Throughout Neighborhood; Upgraded Telephone Service	3 Phase Electrical Service Throughout Neighborhood; Upgraded Telephone Service
Public Facilities	None	School Boat	School; Playground; Public Rock Quarry	School Bus to Island School; Public Rock Quarry
Economic Development	None	Cottage Industries; Livestock Raising	Cottage Industries; Livestock Raising	Commercial/Industrial or Residential Development

\* The medium development option was selected to guide development. Since compromise was involved in this selection, several recommendations on pages 33-35 of this plan differ from the recommendations summarized in this table.

Table 2  
Development Options Considered  
(Continued)

TOPICS	PRESENT	LOW DEVELOPMENT	MEDIUM DEVELOPMENT	HIGH DEVELOPMENT
Recreation	Public Access to Beaches; No Controls	Hunting and Fishing Reserves; Natural Study Areas	Trail Access to Recreation Sites from Airport to Blank Inlet; Hunting and Fishing Reserve Areas	Recreation Areas of 1 Acre or Less, User Restricted with Limited Access, and No Overnight Camping or Service Facilities; Boat Ramps; Access to Beaches for Firewood Collection; Play Areas.
Alternate	Variance Needed to Construct and Operate Facilities	Alternative Energy Systems Allowed	Alternative Energy Systems Allowed with Agreement of Adjacent Property Owners	Variance Needed to Construct and Operate Facilities
Gravesites	Preservation and Protection to be Decided	Saxman should Receive Title to the 400 Acres Requested	Historical Preservation with 1000 Ft. Buffer Zones* Established	Gravesites to be Protected According to State and Federal Guidelines; 10 Ft. High Physical Barrier Around Burial Areas

\*The initial recommendation of a 1,000 foot buffer zone was later reduced and adopted as a 500 foot buffer zone.



#### D. CONTINUING NEIGHBORHOOD INVOLVEMENT

The residents and property owners of Pennock and Gravina Islands are very involved with and concerned about their neighborhood. This concern is most graphically demonstrated by the development and presentation of this plan, the result of a neighborhood-wide effort with contributions from many people. The Pennock Gravina Neighborhood may therefore form a planning advisory committee.

The committee will represent the neighborhood and advise the Borough Planning and Zoning Commission on the suitability and effect of the detailed measures requested by this plan, zoning and subdivision actions affecting the area, and services and assistance needed in the area. In general, the committee will promote good communication and coordination between the Borough government and neighborhood residents. This plan should not be revised or updated without the review of the Committee.

### III. DESCRIPTION AND ANALYSIS

## A. ECONOMY AND GROWTH

Historically, Pennock and Gravina Islands' principal economic base has been small boat construction, maintenance, and repair, with some welding and machine shop support facilities. Several carriage sawmills have also operated intermittently over the past 50 years. Of these businesses, only one boat building and repair facility is active today.

The option to continue activities such as small boat shops, sawmills, and machine shops should be preserved in order to provide some full-time employment on the islands and to permit other residents to supplement their regular incomes. Therefore, an overlay zone for cottage industries should be created and applied to residential zones throughout the neighborhood. Small-scale businesses would then be allowed to operate the following, and other appropriate, types of enterprises:

1. Small boat (generally less than 40 feet in length) construction
2. Boat repair
3. Small sawmills
4. Welding shops
5. Handcraft manufacturing
6. Cabinet shops
7. Photographic studios
8. Small livestock raising for sale
9. Hanging, repair, and storage of fish nets

The work force of any particular cottage industry endeavor would be limited to the immediate family members in residence, plus one full-time non-family employee (or the equivalent).

The cottage industry zone would be overlaid on the other zones recommended in the Land Use section of this neighborhood plan. All zoning restrictions not directly related to the cottage industry overlay would still apply, with the sole exception that additional buildings which meet the restrictions and setbacks of the principal zone would be allowed for housing a cottage activity. Small sawmills, welding shops, and small livestock raising for sale will be conditional uses in the cottage industry zone. Conditional use permits may also be required for other uses in the overlay zone if the intensity of the operation exceeds predetermined standards.

Another neighborhood economic concern relates to the raising of small livestock for subsistence purposes. Many residents currently pursue this activity, and many others intend to do so in the future. This family-oriented activity helps to partially offset high food costs and assists families of moderate means to get a start and make their way on the islands. Livestock raising will therefore be permitted. All livestock must be under the complete control of the owner and confined to the owner's property at all times.

Population growth can be expected to occur within the neighborhood over the next 20 years for reasons previously cited:

1. Because of proposed new industries and planned commercial developments, the entire Ketchikan area population is projected to increase substantially.
2. Large acreages of Borough-selected land are on Pennock and Gravina Islands.
3. The islands are physically nearer to the urban area than many other developable residential sites.

However, the magnitude and density of growth are dependent on a series of factors, including the type of access provided, the type of zoning assigned and the resultant lot sizes, and support facilities required. Decisions relating to each of these factors are central to a community plan. Once these decisions are made, the demand for the resulting properties by prospective purchasers must be examined.

This Neighborhood Plan for Pennock and Gravina Islands is designed to promote phased residential development of the neighborhood, at appropriate time intervals, up to and not to exceed the Medium Development Option discussed in Section II-C. The policies included are intended to protect the rural character of the islands, while promoting controlled development of public and private lands. The cornerstones of the plan are the large lot, Rural Residential zoning designations, and the light duty country lane access.

Growth of the neighborhood area is largely dependent on the type of access provided to Pennock and/or Gravina Islands. If a bridge were built to Pennock, the island would inevitably become an extension of urban Ketchikan. The resulting urban life-style would directly conflict with all of the reasons the current resident land owners choose to live on the island. In addition, many non-resident property owners who would like to live on Pennock for the same reasons current residents do would no longer find the area to have its previous rural appeal. The High Development Option and bridge access is an undesirable choice.

The Medium Development Option was chosen because the Low Development Option would prevent some non-resident owners from accessing their unsheltered beach lots, most notably on the south side of Pennock. It would also prevent development of interior Borough-selected lands that belong to all of the people of the greater Ketchikan area.

If interior lands were fully developed in accordance with the principles of the Medium Development Option, about forty 25,000 square foot lots, one hundred eighty 40,000 square foot lots, and two hundred seventy-five 80,000 square foot lots would be created. Adding a potential two hundred lots if all available private land were developed, about seven hundred parcels would result on Pennock alone. Applying the current estimate of about three persons per household to Pennock, there would be around 2,100 residents on the island.

The more services and facilities that a developer must provide, the more he must charge for his lots in order to make a reasonable profit. The alternative is to provide smaller lots; spreading the costs over a larger base reduces the cost per lot. These considerations apply to the Borough as well as to private developers.

The interior of Pennock is predominantly bedrock outcroppings covered by a thin muskeg layer. Scrub, bull pine, and brush are the dominant ground cover. These soil and vegetation characteristics make on-site sewage treatment and effluent disposal difficult. However, these same soil characteristics and the undulating terrain would make centralized sewage collection and treatment very expensive, as such a system would require blasting trenches through rock and installing numerous pumping stations. The most desirable system is one which will protect the neighborhood and can be installed at minimum cost for the large lot zoning. If on-site treatment will meet these requirements, it is the preferred method. An alternative to complete on-site treatment would be individual septic tanks with small area collection systems discharged to salt water. The detailed site and facility study recommended later in this document should be conducted in such a way that the location of collection lines for individual septic tanks may be planned to coincide with the country lane to the fullest extent possible. A centralized treatment system is not desirable and is to be considered only as a last resort.

If large capital outlays were made for facilities such as a bridge to the island, full width roads, public water systems, and centralized sewage treatment systems, large lots would be extremely expensive. The more services furnished, the higher the population density must be to make them affordable. Breaking this cycle before it begins can be accomplished by designating large lots that are in harmony with the existing rural character, and then minimizing costly services.

The services that the Borough should provide with island subdivisions include: extensions of existing power and telephone systems, construction of a salt water staging area, and appropriate surveys. Harbor facilities, landing craft ramps, and ferry docks should be constructed by the State with maintenance by a service area comprised of the residents using the facilities.

A prospective purchaser of the lot in the in-town Highlands subdivision had to pay up to \$20,000 for a lot and \$24,000 in Local Improvement District costs. A prospective owner therefore had to finance approximately \$44,000 to receive a lot varying from 22,000 to 32,000 square feet, not including lot development or driveway costs. If the Borough disposed of large lots with the facilities suggested in this plan at or just above cost, a buyer would receive a 40,000 to 80,000 square-foot lot for \$15,000 to \$20,000. At this price, many more buyers would have enough money left to begin house construction.

The key to public demand for Borough lots with water-based access will be the price of the lot. If the cost is reasonable, the property will be developed. A sizeable segment of the area population came to Alaska looking for an alternative to the automobile-based lifestyle that characterizes suburban living in much of the continental United States.

The February 1981 Gateway Borough Land Program Report displayed the results of a questionnaire on the types of land selection and disposal programs desired by the people of the Borough. In response to the question, "In what general area of the Borough would you most like to build a home?", 19% indicated that they would prefer Pennock or Gravina Islands. In response to the question, "What type of access to the parcel would you prefer?", 13% indicated a preference for hike-in access.

The population of the Borough is about 12,000, with an average of approximately three persons per household; there are therefore about 4,000 households. If, as the above responses indicate, 10% of these households were interested in non-auto access, then about 400 households would potentially be interested in the modified private boat-ferry-country lane accessed lots offered by this development plan. In the same study, another question, "Which of the following lot sizes would be best suited for you?", listed choices of 5,000 square feet,  $\frac{1}{2}$  acre, 1 acre, 5 acres, and other. Sixty-five percent of the respondents preferred lots ranging from one to five acres in size, indicating that considerable interest would be shown in the lot sizes proposed by this plan.

## B. LAND USE

As discussed in the Economy and Growth section, the Medium Development Option has been chosen to guide neighborhood growth. In this section, the land use policies necessary to implement this decision are defined.

Each of the following three subsections relates to an area identified on one of the planning area maps displayed in Figures 2 through 4. These three areas are: Pennock Island (Figure 2), Clam Cove and the Gravina Island area south of the Airport (Figure 3), and the Gravina Island area north of the Airport to Vallenar Point (Figure 4). The Airport zone and the area immediately back of the zone are explicitly excluded from this plan.

### Pennock Island

The Medium Development Option encourages controlled residential growth and development of private and Borough land on the island. This development will be implemented through the following policies:

1. Public lands on Pennock and Gravina Islands shall be rezoned to conform to the largest lot size contained in any currently approved Ketchikan Gateway Borough Zoning Ordinance or Comprehensive Plan. Present private lands on Pennock Island are to be designated Suburban Residential (RS). Irrespective of the above, the Borough will conduct its land disposal activities in such a manner that the maximum overall densities envisioned by the Plan for Pennock Island will not be exceeded.
2. Single family residences will be the primary type of structures permitted in all Rural Residential zones.

Secondary structures approved for cottage industry use will also be permitted. Multiple-family structures will not be permitted. Existing guest houses will be permitted to remain under grandfather rights.

3. On-site sewage treatment is preferred for each lot if it will protect the neighborhood environment. If on-site treatment is not adequate, the recommended method of sewage disposal is the small area collection system from individual septic tanks, with outfall to salt water.
4. Upland access will be by light duty country lane. The minimum right-of-way width shall be 50 feet, and the constructed width is to be a minimum of ten feet, except for wide passing areas.
5. The Borough Planning Department will develop a detailed site and facility map for the entire island based on the uses outlined on the planning area map (Figure 2). This map will show the prospective locations for utility rights-of-way; public land set aside for rock quarry sources; a school and a playground; and public beach, picnic, and recreational areas. A subdivision plan showing lot locations and layouts, and boat and ferry dock locations will also be included. This map will be submitted to public review for possible amendment into the neighborhood plan.
6. A 500-foot protective buffer zone, as shown on the planning area map, will be established around Native burial sites. The area shown may be modified if agreement is reached among the Saxman Natives, the Ketchikan Gateway Borough, and the State of Alaska that an alternative area is preferable. Future burials will be permitted within this area. Further efforts will be made to identify and preserve sites not located in the preservation area.
7. The restricted mobile home zone (MHR) will apply to the neighborhood area.

FIGURE 2  
PENNOCK ISLAND

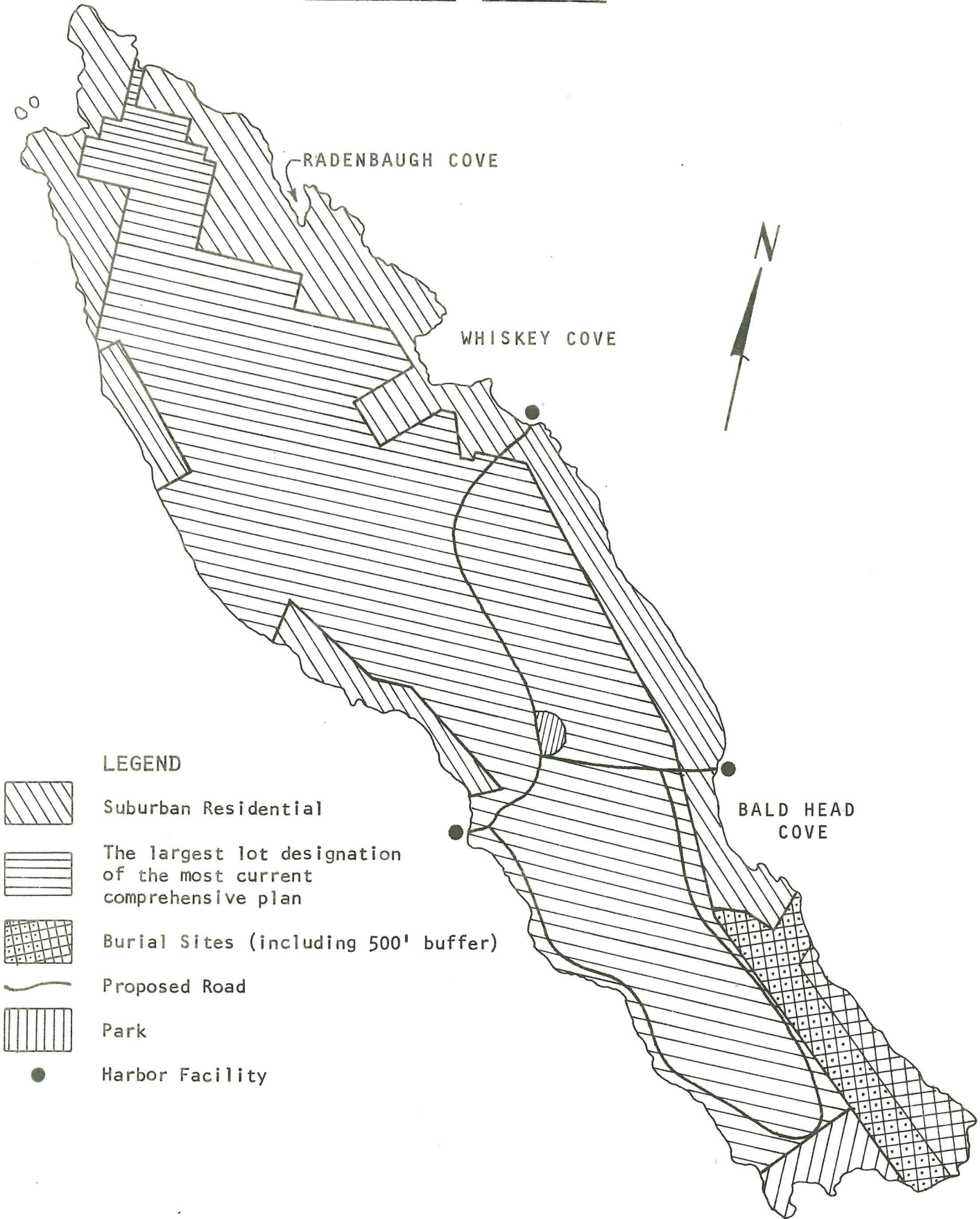


FIGURE 3

GRAVINA ISLAND SOUTH

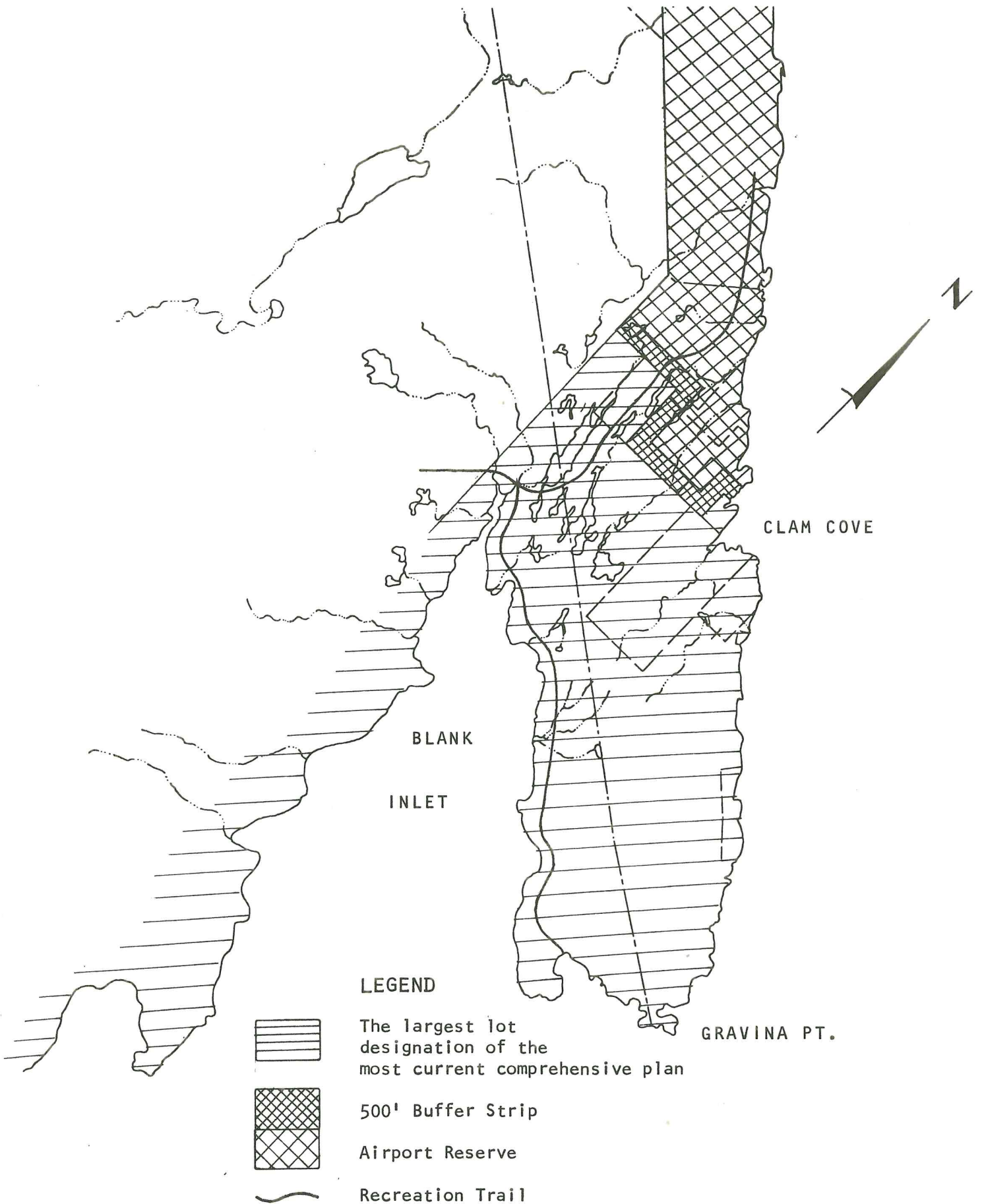
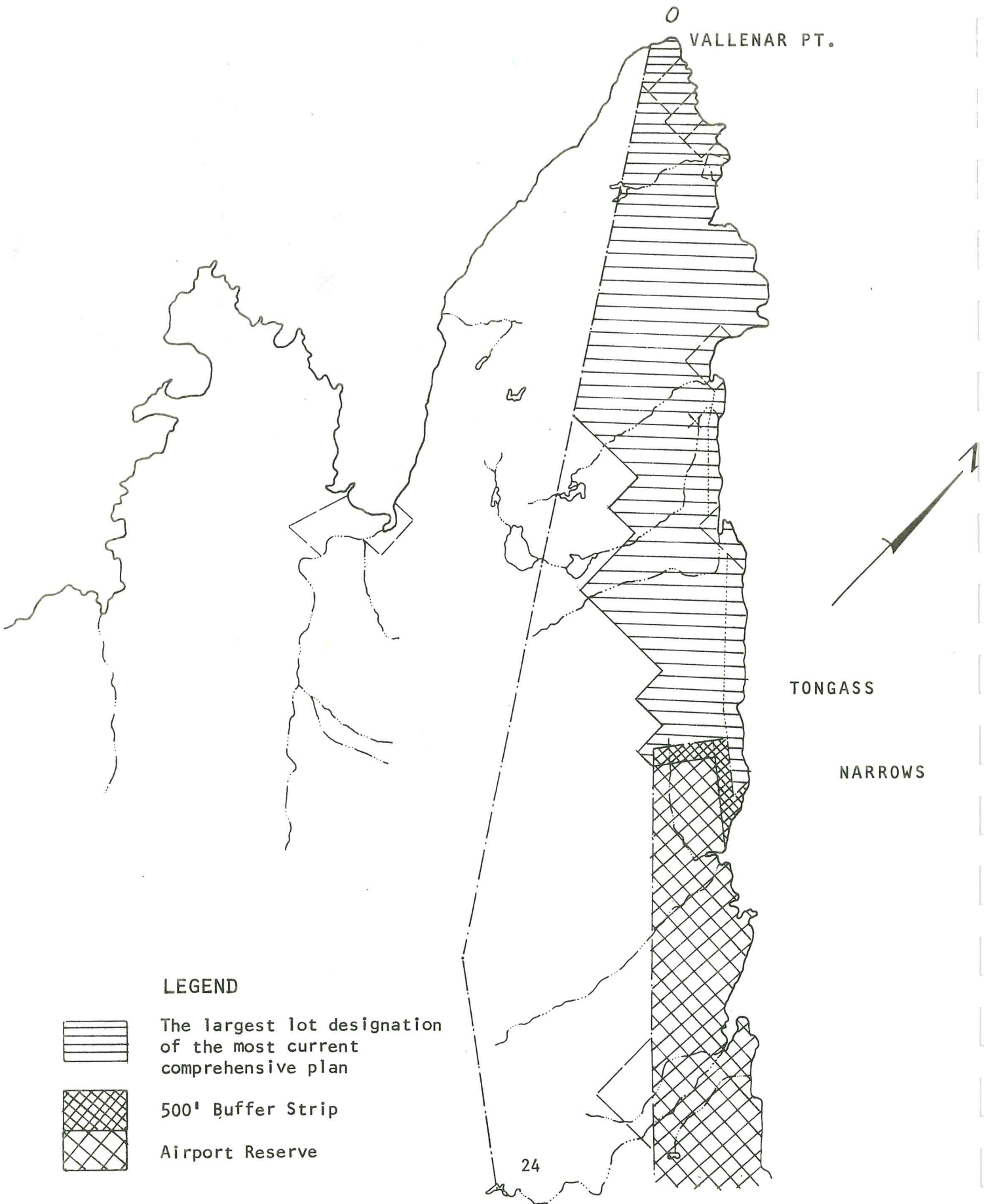
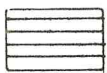


FIGURE 4

GRAVINA ISLAND NORTH



LEGEND



The largest lot designation of the most current comprehensive plan



500' Buffer Strip

Airport Reserve

## Clam Cove and South Gravina

The Judy Hill-Blank Inlet area has long been favored as a hunting area by the residents of Ketchikan. Other areas that serve the local hunting public include the George and Carroll Inlet waterways, the Moser Bay-Naha River area, and the North Gravina-Vallenar Bay area. These areas are most used by residents with skiffs and small boats who do not have the ability to reach the more distant hunting sites.

Native land selections and evolving village corporation policies and development plans have greatly reduced access to many of the better hunting areas in George and Carroll Inlets. Future road access to the Moser Bay-Naha River area would put significantly increased hunting pressure on this area. Borough plans for the development of its land selections in the North Gravina-Vallenar Bay area may greatly reduce the hunting potential of this area. Only the Judy Hill-Blank Inlet area is likely to remain untouched by development. For this reason, and the fact that the area is accessible from the airport ferry terminal on Gravina, Blank Inlet and Judy Hill should be designated as a public recreation and hunting reserve. The area is to remain in public ownership until the availability of other public and private land and community growth mandate reconsideration of the designation.

## North Gravina to Vallenar Point

The land use policies in this section apply only to the existing strip of private land along the Gravina beach front from the northern Airport boundary to Vallenar Point. The private land in this area should be rezoned from Future Development to Rural Residential I. This designation will allow year-round residency for those who currently live there, and is consistent with the lot sizes included in the original State land sales which occurred in the area. A 500-foot buffer strip is to be established at the north end of the Airport boundary to separate residential from non-residential land uses. - K -

These policies are to remain in effect until a more detailed plan is developed for this area with the participation of its residents.

## C. TRANSPORTATION

The single most overwhelming issue that surfaced during the interviews and public meeting concerned the desirability of bridge or ferry access, with related road systems, from Ketchikan to the islands. This key issue affects all other decisions and considerations discussed in this community plan.

The question is larger than the desires of resident and nonresident property owners, since the Borough has selected the public land in the interior of both Pennock and Gravina Island. In principal, the Borough selections make all area citizens property owners on the islands. The majority of land selected by the Borough was intended for use as homesites. The accessibility of these future homesites is a major concern of this plan.

Recommendations for various subareas of the neighborhood are presented below; the transportation facilities discussed are drawn on the planning area maps:

North Gravina: Because of the suitability of building sites, the quality of soils, and the general desirability of the area, this area may be selected for Ketchikan/Gravina expansion, possibly by hard access. Most area residents anticipate that such a development will not occur for ten to fifteen years in the future, if ever. In light of this fact, no transportation recommendations, other than for beach access, are made.

Clam Cove/Blank Inlet Peninsula: Due to the overwhelmingly unsuitable soils, and its value as a public recreation area and wildlife range, a trail system is recommended. This amounts to upgrading an existing route. Access to present building sites along the shoreline facing Ketchikan shall be by the beach access.

Pennock Island: The transportation plan for Pennock is to be implemented in three phases:

Phase 1 - Present private boat-private owner access is adequate through the next five years or until the Borough begins a land disposal program on the island.

Phase 2 - At the end of Phase 1, and upon the dispersal of Borough lands in the interior of the island, a small boat harbor and landing barge abutment shall be built south of Whiskey Cove. Access to the uplands shall be provided which will cross the island to afford access to land along the southern shoreline. In conjunction with the construction of the landing barge abutment, there will be a staging area constructed to serve the needs of the residents. This phase shall cover the five to ten year time period.

Phase 3 - As lots are developed along the country lane, a saturation point will eventually be reached. At that time, an additional small boat harbor with a shuttle ferry ramp will be constructed just north of Baldhead Cove. Whiskey Cove and Bald Head Cove are the preferred sites for these transportation improvements provided there are no overriding engineering considerations. This should tie into a like facility at the Saxman Harbor area. The facility on the Pennock side shall be tied into a lane which will be built to the center of the island with a "loop lane" constructed into the southeastern end of the island.

Hard access by bridge or tunnel from Pennock to Gravina Island is not envisioned in the foreseeable future and, in light of the rural characteristics of the neighborhood, should not be pursued. Hard access and its possible location is of concern to the community as a whole and should be determined by a borough-wide vote.

Although the country lane access envisioned in this plan is minimal by modern standards, country lanes will permit access to interior lots. Garden tractors with trailers, bicycles, and small pickup trucks for hauling firewood, building materials, groceries, or other necessities will be able to use the lane. If ferry access is eventually desired by the residents and provided to the island, access to the interior lots by small auto will be possible. In addition, the option to construct larger roads in the future, if the residents so desire, is preserved.

Construction of the country lane system should begin with the disposal of Borough land on the island. A logical initial phase would include the boat harbor, landing barge abutment, and staging area south of Whiskey Cove. A large enough portion of the country lane system should be included in the initial construction effort to provide access to the south side of the island and to develop enough lots to minimize each lot's share of the cost of facilities. The cost of facilities should be distributed among all lots tributary to the facilities, whether or not the lots are included in the first land disposal.

#### D. COMMUNITY FACILITIES AND SERVICES

Adequate facilities and services can afford a community the ability to live comfortably, safely, economically, and if desired, conveniently. A significant portion of the Pennock/Gravina neighborhood has access to basic electrical and telephone services. Other facilities and services are currently nonexistent, owing to the low degree of development, low population densities, and minimal needs of the rural lifestyle.

##### Water Resources

The Pennock/Gravina neighborhood has very limited domestic water sources in terms of quantity, availability, and quality. Although a limited number of small lakes and streams hold or carry water, most of the residents individually derive water supplies from either ground water or rain catchment. Prospective upland property owners will be required to individually install roof collection systems with storage facilities.

Currently, little or no upland development exists. As future development occurs, existing water sources will require protection from upland waste disposal and other impacts.

##### Sewage Disposal

Water quality and sewage disposal are irrevocably intertwined in a rural setting. Rural water collection and distribution systems rely on surface water runoff, which is susceptible to pollution and siltation from water flow over inhabited and cleared lands. As a result, the health hazard attributable to domestic use of surface water supplies increases as rural uplands are developed. Any development of the uplands will require that the sewage systems provided preserve water quality.

Prior to the disposal of public lands within the neighborhood, an updated, site-specific soils study should be undertaken.

#### Electrical and Telephone Services

Electrical and telephone facilities are reaching a point where increased capacity is needed to even meet the present demand. Any further development in the neighborhood would immediately stretch the existing services beyond their capabilities. Those areas of the neighborhood which are not currently hooked into these service systems choose to remain detached - either for economic reasons or because of a desire to have simpler, if less convenient, lifestyles.

Development of the Swan Lake hydroelectric project and the existence of an operating electrical system indicate that the neighborhood will continue to draw upon available electrical power sources, regardless of future development levels on the islands. However, with continuing technological advances, alternate methods of power generation are becoming available to the individual. It is a policy of this plan to afford the opportunity to the residents of the neighborhood to develop this potential in a fashion consistent with the rural way of life - considering the values of their neighbors as well as their own desires.

The telephone system is also antiquated, and verging on being obsolete. Those portions of the neighborhood which are connected to the system share party lines having up to five individual numbers. As with the electrical system, any further development in the neighborhood would immediately stretch the system beyond its capabilities.

Prior to the disposal of public lands, investigations should be undertaken to assess present demands and future needs, and to consider the development of facilities which would be sufficient to meet these requirements.

#### Schools and Educational Opportunities

There are no school facilities in the neighborhood at this time and most students attend school in Ketchikan. Three educational options are currently available: public schools, private schools, or State-sponsored correspondence courses. Currently, student transportation is provided by parents. Implementation of public-supported transportation, such as a school-boat, is precluded until such time as the number of elementary school-aged children living on the islands reaches the required level.

The growth of today's resident families and the impact of future development may require that consideration be given to construction a neighborhood school. It would primarily serve grade-school-aged island children and would be a relatively small structure with three to four classrooms. Such a facility could meet a variety of neighborhood needs by providing facilities for recreation and public meetings.

## Harbors

Access to the neighborhood will continue to be by water. Therefore, harbor facilities will be developed to meet the needs of new Borough or private subdivisions. Harbor improvements should take place in the following order:

1. Construction of a rock breakwater and the installation of docks to accommodate private boat transportation.
2. Development of a "landing barge abutment" and suitable staging area to accommodate interior land development.
3. Development of shuttle ferry docking facilities to accommodate access by residents.

## Fire Protection

No formal fire fighting system has been established on the islands. When need has arisen in the past, the individual, with the help of neighbors, has dealt with the situation or assistance has been sought and received from the U.S. Coast Guard.

Development in the neighborhood will create a need for a more responsive and reliable fire fighting service, probably staffed by volunteers. As water is a limited resource on the islands, its availability and quantity become important factors in the neighborhood's ability to deal with fire in the more populated areas. It is a precept of this plan that safety and fire prevention standards, as well as health and aesthetic standards, should serve to dictate development levels. The Land Use section of this plan sets lot sizes, and thus population and construction densities, which will serve to promote fire prevention.

## Cemetery Facilities

The use of water-accessed land in the neighborhood as a Native burial area, primarily on the southern end of Pennock Island, is an historical fact. In addition, other areas of the islands have been used by other ethnic groups for this purpose. Although there is no active use of the area for burial sites today, the historical and social impact of the existing sites is of great importance to the Native community. The Land Use section of this plan proposes a set aside area along the southeastern and eastern shorelines and upland of these areas on Pennock Island to preserve the historical burial sites.

## Recreation Opportunities, Facilities, and Management

Recreation activities and facilities are a recognized part of a neighborhood's fabric; however, the quality of the facilities and opportunities afforded vary with the commitment of the supporting community. Advance planning, reasonable goals, and careful management are needed to create

recreation facilities and opportunities which have positive effects on the neighborhood.

Present recreational activities follow a pattern similar to the style of life in the neighborhood - boating, hunting, fishing, and other outdoor activities dominate. Future development should create recreational opportunities which are consistent with the rural way of life.

Though Pennock and Gravina are defined as a neighborhood, historical and geographical differences require that they be considered individually in terms of recreational activities and potentials.

#### Pennock

The undeveloped interior and the southwestern shoreline of the island present the most feasible areas for potential recreation sites. During any land disposal program, portions of these areas will be set aside for recreational sites. The selection and development of the sites should conform to the following principles:

1. The beach on the southwest end of Pennock will be selected as a State park recreation area for picnicking, berry gathering, and open space beach access.
2. Formal community recreation facilities, playgrounds, and indoor multi-purpose facilities will be integrated as a design feature into any future school facility.
3. Recreational site selections will be made in conjunction with Borough land disposal plans, based upon site suitability studies and neighborhood desires.
4. Recreational sites will remain undeveloped until such time as community desires, needs, and financial support can be verified. Developed overnight camping at the State park on the southwest end of Pennock Island will only be permitted if the State provides adequate policing of the facility.

#### Gravina

Gravina has historically been a hunting, fishing, and outdoor recreation area, particularly along the southeastern end encompassing Judy Hill and Blank Inlet. In addition, low-lying areas serve as valuable wildlife winter range. Selection and development of recreational sites shall conform to the following criteria:

1. The area around Judy Hill and the adjacent terrain of Blank Inlet will be set aside as a natural recreation and hunting area.
2. Water-accessed recreation sites will be selected along the northern shoreline.

3. Recreation site selections will be made in conjunction with Borough land disposal plans, based upon site suitability studies and neighborhood desires.
4. Recreational sites will remain undeveloped until such time as community desires, needs, and financial resources support development.

IV. RECOMMENDATIONS

#### A. IMMEDIATE ACTION RECOMMENDATIONS

The policies listed below are in effect upon adoption of the neighborhood plan. If a change to the zoning ordinance is necessitated, rezones are required, or other actions are appropriate to effect a policy change, the Borough staff should commence the required actions or revisions in an expeditious fashion.

1. A neighborhood planning advisory committee may be formed by owners of property and residents on Pennock and Gravina Islands. This committee will be involved in the continuing planning process as it affects the area.
2. Public lands on Pennock and Gravina Islands shall be rezoned to conform to the largest lot size contained in any currently approved Ketchikan Gateway Borough Zoning Ordinance or Comprehensive Plan. Present private lands on Pennock Island are to be designated Suburban Residential (RS). Irrespective of the above, the Borough will conduct its land disposal activities in such a manner that the maximum overall densities envisioned by the Plan for Pennock Island will not be exceeded.
3. Those portions of Gravina Island south of the Airport included in the neighborhood should be rezoned from Future Development to the land use designation on the most current Borough comprehensive plan. The remainder of the area should be preserved for hunting and recreational use until other Borough and private lands are developed.
4. Those portions of Gravina Island north of the Airport included in the neighborhood should be rezoned from Future Development to the largest lot land use designation on the most current Borough comprehensive plan for any particular area.
5. A cottage industry overlay zone should be created, and overlaid on residential areas in the neighborhood.
6. Only single family structures will be permitted in all rural residential zones. Existing guesthouses will be permitted under grandfather rights.
7. The restricted mobile home zone (MHR) will apply to the neighborhood area.
8. Although hard access to Pennock Island is not desired by a majority of the current Pennock and Gravina residents, the question of hard access and location will be determined by

a borough-wide vote. Ferry access will be considered in the long-term.

9. Further efforts will be made to identify and preserve native burial sites not located in the preservation area.
10. Small livestock raising for subsistence purposes is permitted throughout the neighborhood provided water quality of streams is preserved and no health hazards are created to adjacent property owners.
11. Alternative energy systems will be permitted in the neighborhood planning area with reasonable public safety protections.

#### B. INTERMEDIATE-RANGE RECOMMENDATIONS

These recommendations are applicable at such time as the Borough begins land disposals in the neighborhood. They are also applicable to any private subdivisions of more than four lots that might occur before, during, or after Borough land disposals.

1. Sewage treatment necessary to protect the neighborhood environment is required for all residences.
2. Upland access will be by light duty country lane with the minimum right-of-way width to be 50 feet and constructed width is to be a minimum of ten feet, except for wide areas for passing.
3. A boat harbor, landing barge abutment, and staging area will be constructed south of Whiskey Cove provided there are no overriding engineering considerations which would cause this location to be unfeasible.
4. Initial development of Borough lands will be done in such a manner as to promote access to private land on the south shore of Pennock Island.
5. Selection of recreational sites will be based upon site suitability studies and neighborhood desires.
6. The Borough Planning Department will develop a detailed site and facility map for Pennock Island based on the uses outlined on the planning area maps. This map will show the prospective locations for country lane and utility rights-of-way; public lands set aside for rock quarry sources; a school and a playground; and public beach, picnic, and recreational areas. A subdivision plan showing lot locations and layouts, and boat and ferry dock locations will also be included. This map will be submitted to public review for possible amendment into the neighborhood plan.

### C. LONG-RANGE RECOMMENDATIONS

1. Dependent upon the desires of borough property owners, ferry access will be considered during development of the second loop shown on the planning area map for Pennock.
2. When population levels warrant, consideration will be given to construction of a local elementary school on Pennock Island.

