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**URBAN ISLANDS  
COMPREHENSIVE PLAN**

**Public Hearing Draft**

Adopted June 17, 1993

Prepared by:

**KODIAK ISLAND BOROUGH  
COMMUNITY DEVELOPMENT DEPARTMENT**

Introduced by: Mayor Selby  
Requested by: Planning &  
Zoning Commission  
Drafted by: Community  
Development Department  
Introduced: 06/03/93  
Public Hearing: 06/17/93  
Adopted: 06/17/93

KODIAK ISLAND BOROUGH  
ORDINANCE NO. 93-37

**AN ORDINANCE ADOPTING THE URBAN ISLANDS COMPREHENSIVE PLAN  
AND AMENDING KODIAK ISLAND BOROUGH CODE  
CHAPTER 17.02 COMPREHENSIVE PLAN**

**NOW, THEREFORE, BE IT ORDAINED BY THE ASSEMBLY OF THE KODIAK ISLAND  
BOROUGH THAT:**

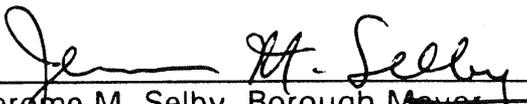
**Section 1:** This ordinance is of a general and permanent nature and shall become a part of the Code of Ordinances of the Kodiak Island Borough.

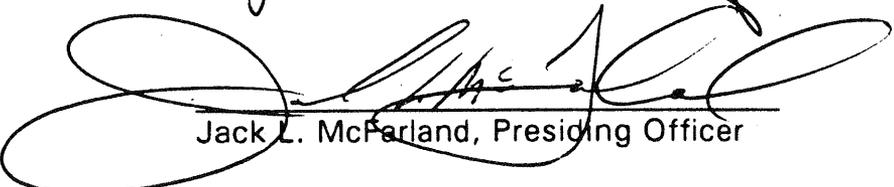
**Section 2:** Kodiak Island Borough Code Chapter 17.02 is amended by adding Section 17.02.030.R as follows:

**17.02.030.R.** Urban Islands Comprehensive Plan, Public Hearing Draft, dated April, 1993. Prepared by the Kodiak Island Borough Community Development Department. Adopted by Ordinance No. 93-37, dated June 17, 1993.

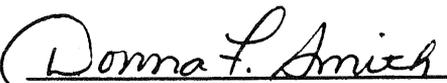
**ADOPTED BY THE ASSEMBLY OF THE KODIAK ISLAND BOROUGH  
THIS 17th DAY OF JUNE, 1993**

KODIAK ISLAND BOROUGH

  
Jerome M. Selby, Borough Mayor

  
Jack L. McFarland, Presiding Officer

ATTEST:

  
Donna F. Smith, Borough Clerk



**URBAN ISLANDS  
COMPREHENSIVE PLAN  
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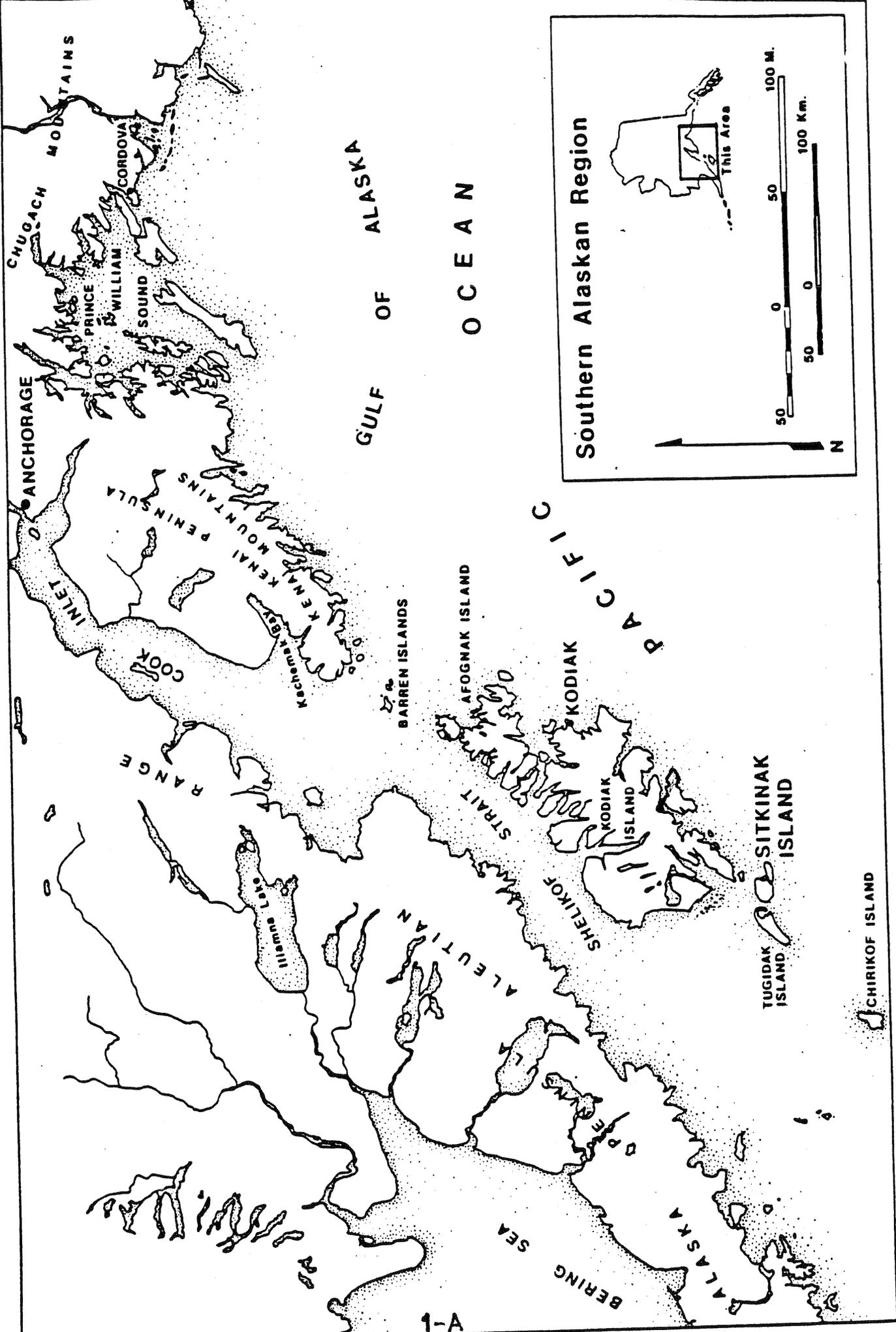
# URBAN ISLANDS COMPREHENSIVE PLAN

## BACKGROUND

In August of 1991, a request seeking to change the zoning of an 8.4 acre parcel on Woody Island from C-Conservation with a five-acre minimum lot size to RR1-Rural Residential One permitting 40,000 square foot lots (approximately one-acre) was submitted for Planning and Zoning Commission and Assembly consideration. During the public hearing process there was vocal and nearly unanimous opposition to any change of zoning on Woody Island that would permit smaller lots. The rezone request and accompanying subdivision were denied by the Planning and Zoning Commission and the Assembly.

The findings in both denials cited the fact that the area is not specifically addressed by any existing planning document and, therefore, neither the rezone nor the subdivision is consistent with an adopted Borough comprehensive plan. For this reason, the Assembly directed the Community Development Department to work on an "Urban Islands Comprehensive Plan" formulating a plan for islands in the near vicinity of the city limits of Kodiak not specifically addressed by other plans. The islands included in this plan are Woody Island, Long Island, Popof Island, Crooked Island, Holiday Island and Puffin Island.

# REGIONAL LOCATION MAP



**Southern Alaskan Region**

100 M.  
50 0 50 100 Km.

50 0 50 100 Km.

N

This inset map shows the outline of the state of Alaska. A rectangular box is drawn over the southern portion of the state, with a dashed line extending from the box to the text "This Area". Below the inset map are two scale bars: the top one is marked in miles (0, 50, 100) and the bottom one is marked in kilometers (0, 50, 100). A north arrow is positioned to the left of the scale bars.

## **PURPOSE**

The purpose of the Urban Islands Comprehensive Plan is to provide a framework for land use decisions on islands near the City of Kodiak not within city limits. Addressing existing and potential land uses and development concerns, the plan focuses specifically on the needs and desires of island property owners, managers, and users, as well as agencies charged with oversight of the islands' resources. By identifying land use issues which may impact the physical development of the islands in the next ten years, the Urban Islands Plan will be consistent with the intent and the time frame of the Comprehensive Policy and Land Use Plan now being drafted for the Kodiak road system.

The general purpose of this plan is twofold:

1. To establish goals and objectives for the Urban Islands that will be used as a basis for future land use decisions in the area; and
2. To recommend changes to Borough ordinances and encourage specific actions by government agencies to ensure that the goals and objectives are met.

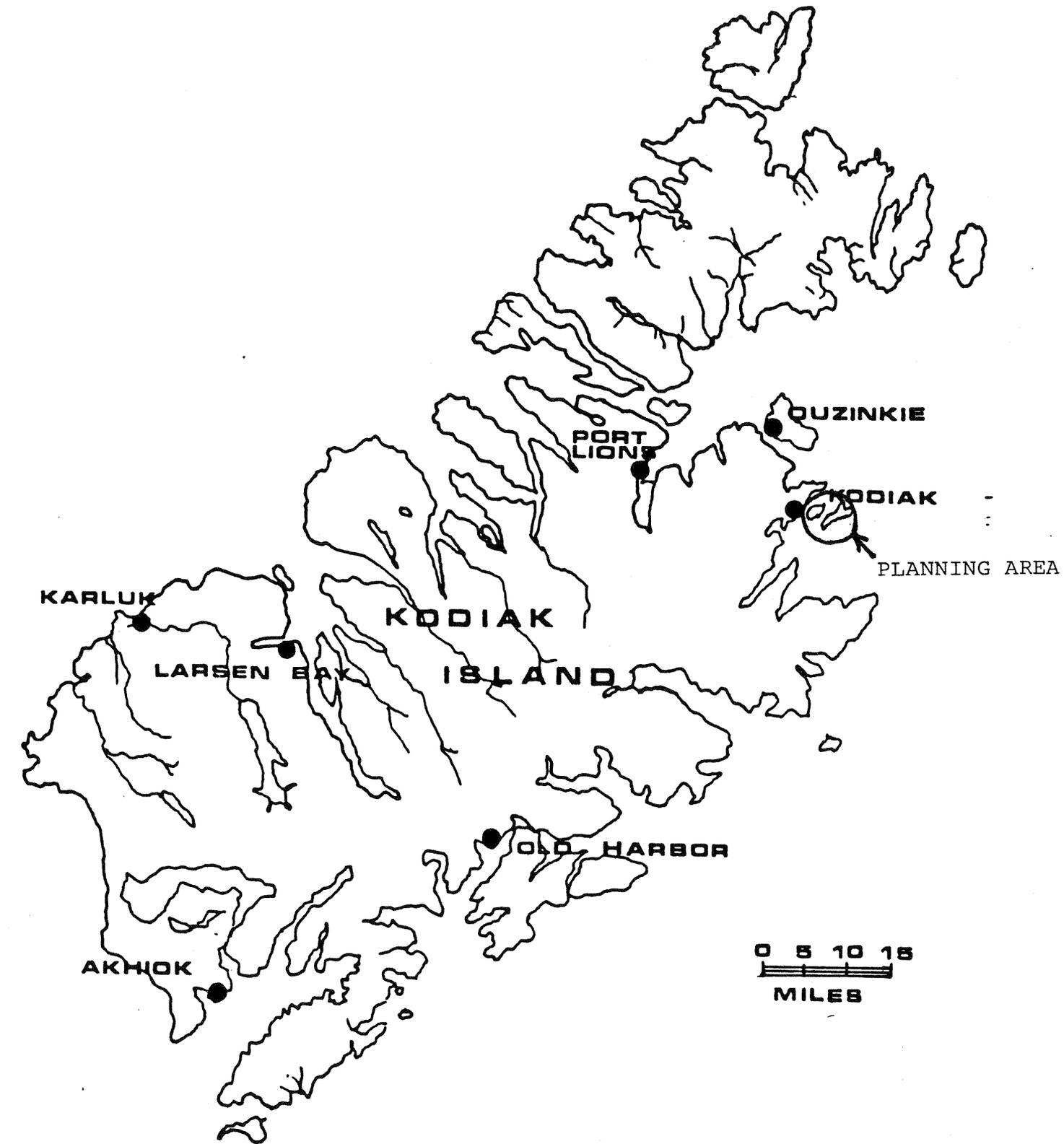
## INTRODUCTION

Most of the information contained in the single paragraph devoted to Woody Island in the 1968 Kodiak Island Borough Comprehensive Plan is now outdated:

"Woody Island is located about a mile southeast of Kodiak and strictly speaking, is part of the Kodiak Urban area. However, transportation to Kodiak consists of a converted fishing boat which operates on a regular schedule during good weather only. During bad weather, the island is effectively isolated. The Federal Aviation Agency operates a communication facility on the island and four FAA employees maintain residence there. The Borough operates a school which had an enrollment of 11 in 1968. The Kodiak Baptist Mission also owns and operates a facility on the island and runs some livestock there." (Page 123).

No mention is made in the Comprehensive Plan of the other five islands.

Although rich in history as settlement sites for different cultures, the islands today, despite their proximity to the urban area, have only a few year-round residents. This fact is not as surprising as it might otherwise seem given the constraints on transportation access and circulation. Another contributing factor is ownership, which until recently was predominantly the federal government with a defense/aviation focus. As a result of native corporation land selections, provided for by the Alaska Native Claims Settlement Act (ANCSA), all of Long Island and a significant part of Woody Island has been transferred from public to private hands with further subdivision and disposal likely. Undoubtedly, this will be accompanied by an increase in population density, if only on a seasonal basis. This has heightened the awareness of the need for a comprehensive plan to guide development and to encourage the sound management of natural and historical resources.



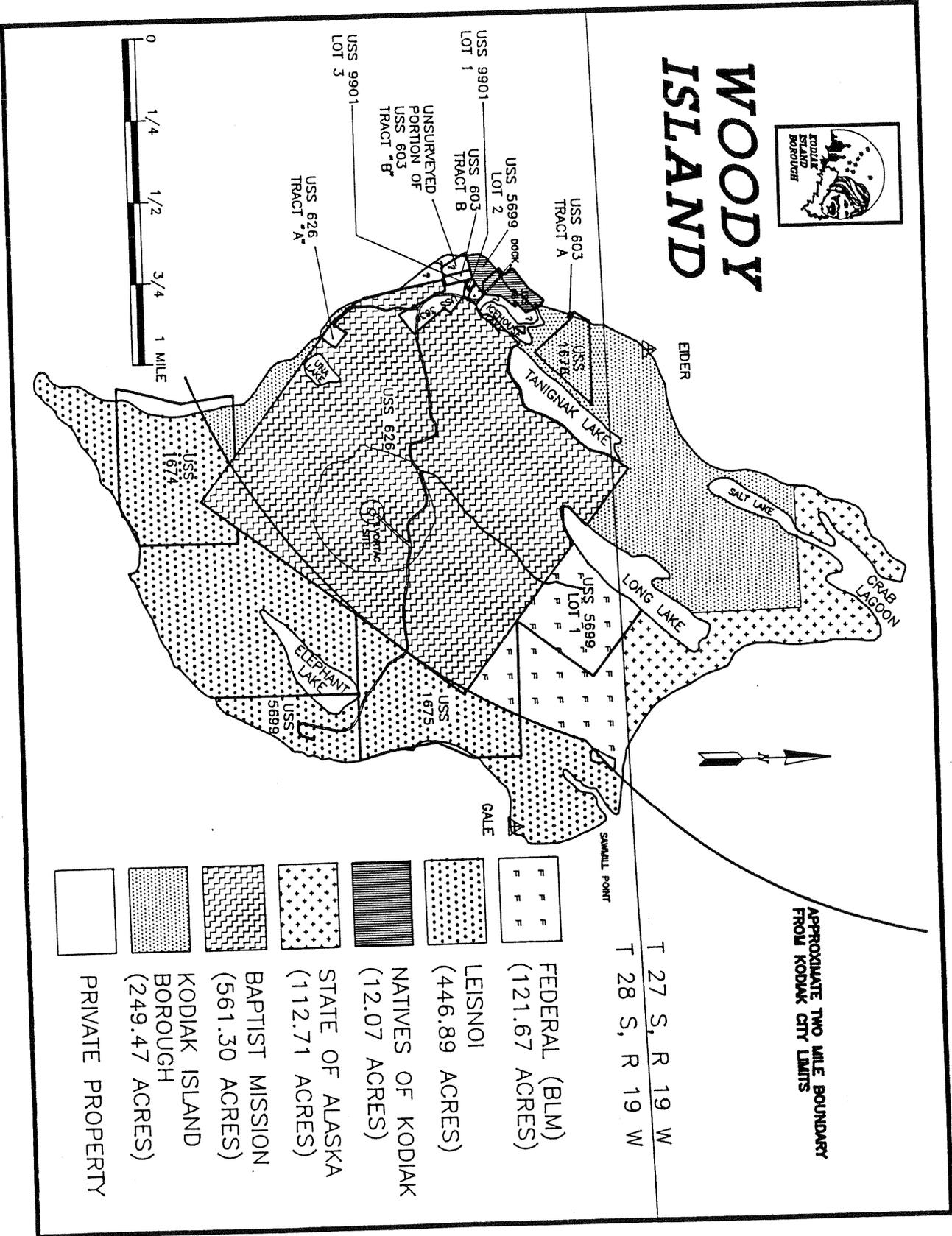
**KODIAK  
LOCATION MAP**

## **THE PLANNING AREA**

The planning area is six islands in Chiniak Bay, located generally one to four (1-4) miles east of the City of Kodiak. They are within the urban sphere, but outside of city limits. Woody Island has 8.2 miles of coastline, encompassing 1,593 acres (2.49 square miles). Long Island consists of 1,327 acres (2.07 square miles) with 14.3 miles of coastline. Crooked Island, once called Goat Island, consists of approximately 50 acres, and Holiday Island, formerly known as Forget-Me-Not Island, approximately 80 acres. Both Popof Island (approximately 40 acres) and Puffin Island (approximately 15 acres) are owned by the State of Alaska. Also included in the planning area are Kulichkof and Bird Islands, owned by the State and each only a few acres in size.



# WOODY ISLAND

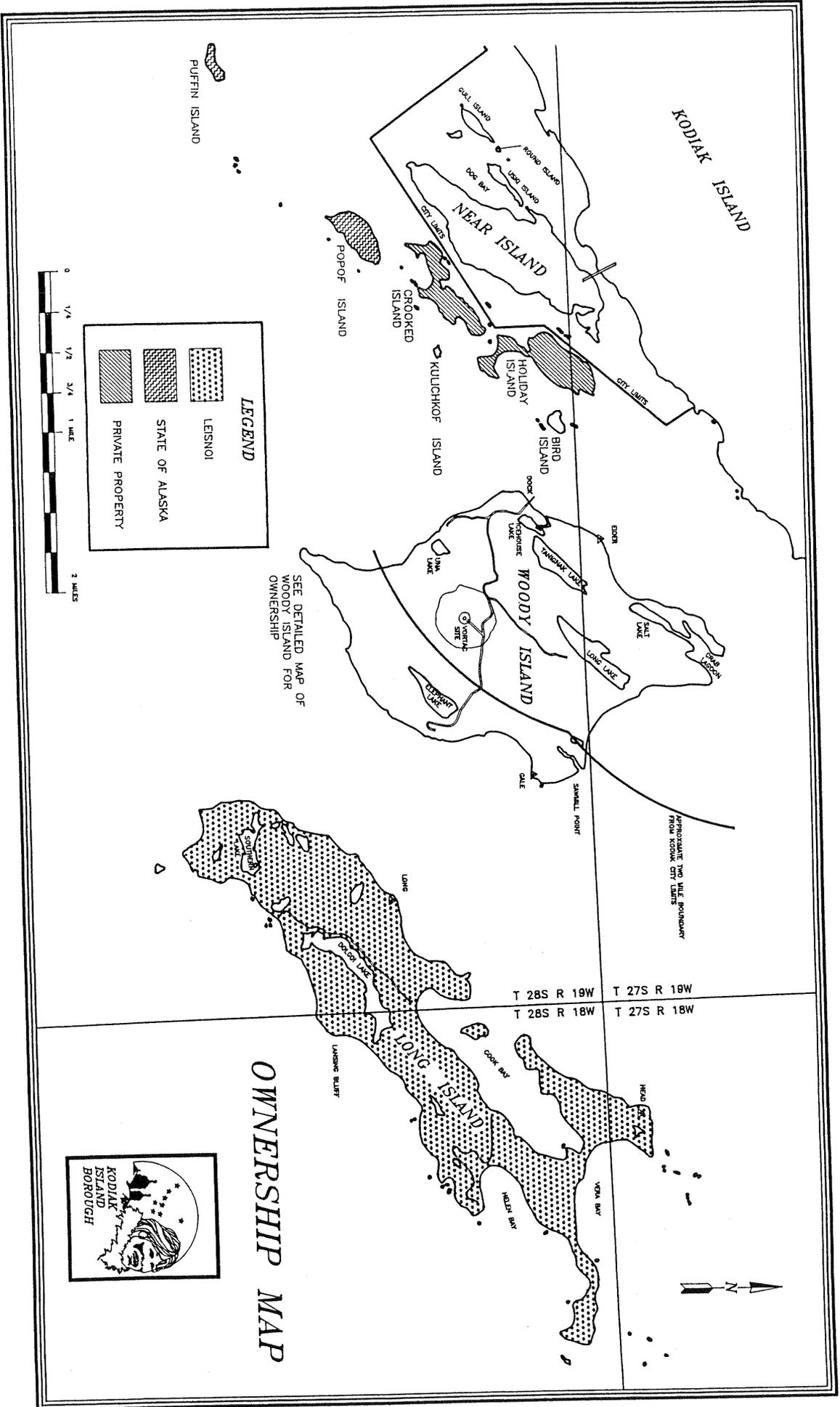


APPROXIMATE TWO MILE BOUNDARY FROM KODIAK CITY LIMITS

T 27 S, R 19 W  
T 28 S, R 19 W

	FEDERAL (BLM) (121.67 ACRES)
	LEISNOI (446.89 ACRES)
	NATIVES OF KODIAK (12.07 ACRES)
	STATE OF ALASKA (112.71 ACRES)
	BAPTIST MISSION (561.30 ACRES)
	KODIAK ISLAND BOROUGH (249.47 ACRES)
	PRIVATE PROPERTY

OWNERSHIP



**LEGEND**

	PRIVATE PROPERTY
	STATE OF ALASKA
	LEISNOI

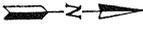


SEE DETAILED MAP OF  
WOODY ISLAND FOR  
OWNERSHIP

APPROXIMATE TIDE BOUNDARY  
FROM KODIAK CITY LIMITS

T 28S R 19W    T 27S R 19W  
T 28S R 18W    T 27S R 18W

**OWNERSHIP MAP**



## HISTORY

The native Koniag culture had been established in the region thousands of years before the arrival of the Russians at the end of the eighteenth century. The Russians successfully subjugated the Koniag, and, within a couple of generations, a native population which had numbered in the tens of thousands was decimated by natural disaster, disease, brutality, and disruption of a delicately balanced lifestyle.

Under Russian domination, the fur trade flourished throughout most of the nineteenth century, declining rapidly toward the end of the century when the sea otter had been harvested to virtual extinction.

Woody Island, originally called Wood Island, became a center of commercial activity regionally when the American Russian Commercial Company was formed in 1853 and began shipping ice from Woody Island to San Francisco. Lake Tanignak was dammed to increase area and depth, iron rails laid, and horses shipped in to haul ice and run a horse-powered saw for cutting ice. A wharf, tramways, flumes, ice storage houses, and a water-powered sawmill were constructed, creating a facility with a production capacity of thousands of tons of ice a year. The twelve-mile road constructed around Woody Island at this time was the first road built in Alaska.

This enterprise was significant enough to affect the price when Russia America was sold to the United States for 7.2 million dollars in 1867. The .2 million (\$200,000) was apparently to cover the outstanding contract the Russian American Company had with the American Russian Commercial Company of San Francisco. The development of artificial ice machines in the 1870's led to the quick demise of the ice industry, but by this time an active community existed at Woody Island Village. In 1891, the North American Commercial Company was established on Woody Island, in 1893 the Baptist Mission Orphanage was inaugurated, and in 1896 a chapel was built. The school had educated about 130 children by 1908, and at the turn of the century, the population on Woody Island numbered in the hundreds, about the same as Kodiak City across the channel. (Stevens: The Woody Island Ice Company, 1986).

In 1911 a wireless station was built by the government on Woody Island, providing a communication link that had a range of up to 1000 miles. When a fire destroyed the dormitory in 1937, the orphanage was moved from Woody Island to Kodiak. In 1941 the Civil Aeronautics Administration (CAA, now FAA) established a communications station there, which played a major

part in the Aleutian theater during World War II and remained operational for almost thirty years. FAA housing on the east side of Woody Island eventually included six houses plus a warehouse and apartment buildings and in the late 1950's the population at east Woody was a few dozen families, with 27 children in the school there. In the early 1970's the FAA phased out operations on Woody Island and moved the station to the Coast Guard base. FAA housing was vacated, and, in 1979, most of the buildings burned to the ground. Woody Island's name derives from its ready source of lumber for shipbuilding and construction. The mill at Sawmill Point supplied building materials for military projects throughout the Aleutian Chain during World War II. (Chaffin: Alaska's Konyag Country, 1983).

Long Island, originally called Bare or Barren Island, was the site of two active enterprises during the nineteenth century. Bricks manufactured there during Russian times were shipped throughout the colonies to construct ovens, chimneys, and building foundations. Fox farming was actively pursued at the turn of the century with, as reported by an observer in 1901, a thousand blue fox roaming the island.

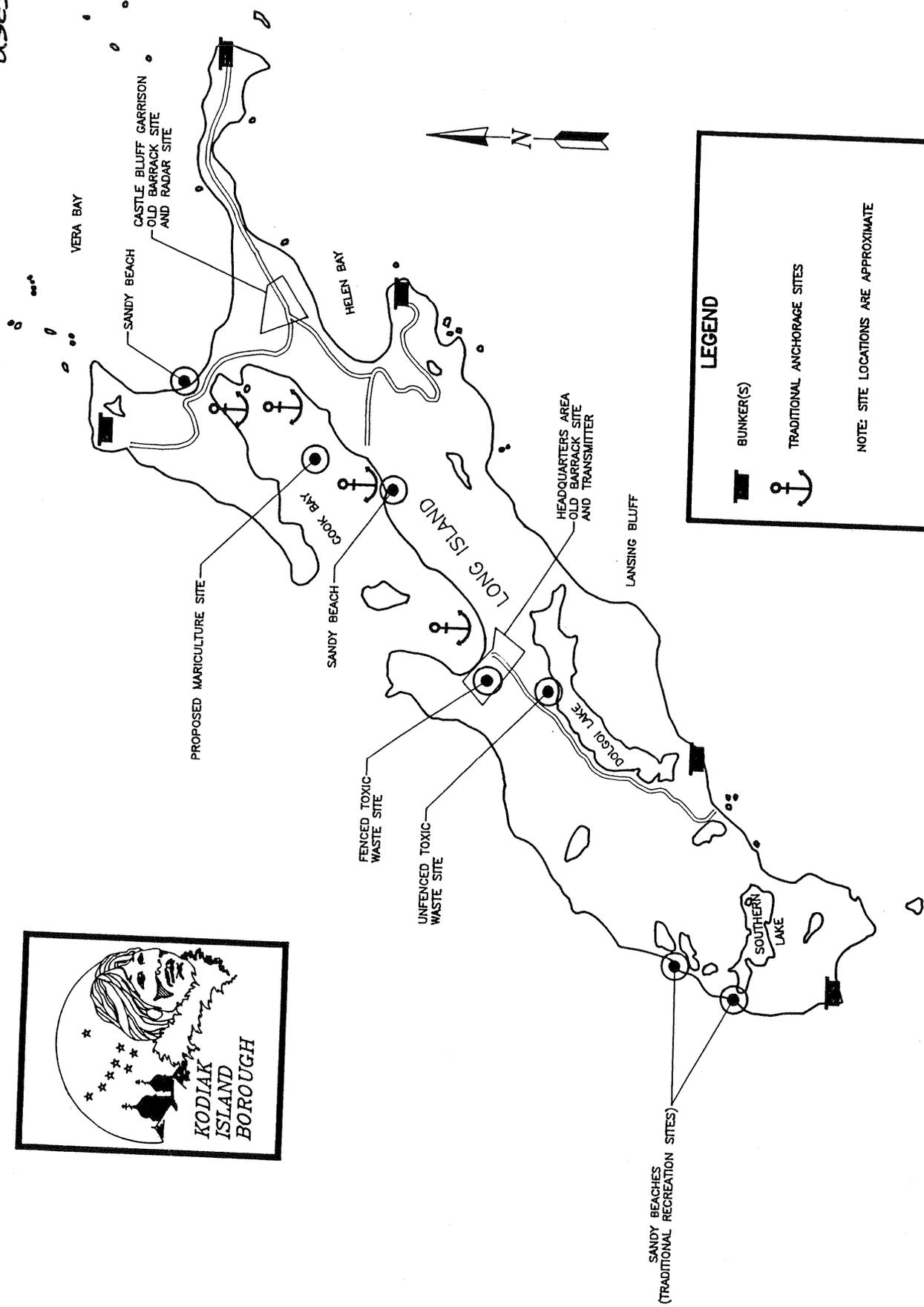
Intensively used by the military during World War II, Long Island had gun emplacements, observation posts, bunkers, dozens of buildings, and a road running its full length. Fort Tidball consisted of 38 installations and housed as many as 250 people during the war when it was the headquarters of the Kodiak Defense Unit. It was significant enough to merit consideration for nomination to the National Register of Historic Places in 1980. A large dock, useable for several years after Long Island was vacated by the military, was destroyed by tidal waves in the 1964 earthquake.

Current land uses include a few dwellings on Woody, Crooked, and Holiday Islands, occupied by only a handful of year-round residents. The Kodiak Christian Retreat Center operates an interdenominational summer camp on Woody Island by lease arrangement with the American Baptist Home Mission Society, with more than a hundred students attending each summer. The FAA retains a lease of approximately ten acres from the same property owner to operate an unmanned VORTAC navigation site. Authorization was granted by the Corps of Engineers in April, 1992, for a mariculture company to construct and operate a commercial aquatic farm at Cook Bay on the west side of Long Island, subject to state approval. A grazing lease held by the Kodiak Baptist Mission on Woody Island expired in 1992, and one held by a private estate on Long Island will expire in 1994. Both Crooked and Holiday Islands have been in the private ownership of local families for a number of years. Each has several structures, including residences. Permanent residents now live in the principal structure on Crooked Island, and year-

round caretakers occupy a residence on Holiday Island. Two State tideland tract leases have been issued for Crooked Island. Popof Island and Puffin Island have no structures or inhabitants.

Presently, Kodiak Electric Association supplies service to Woody Island via a three-phase, 12,740 volt submarine cable which is extended underground from the Camp Woody area to the VORTAC site. Electricity is supplied to Holiday and Crooked Islands via a single-phase, 7,200 volt submarine cable which is extended underground on Holiday Island and overhead on Crooked Island. The Coast Guard maintains a lighted aid to navigation by right-of-way permit issued by the State of Alaska on the northwest tip of Woody Island just west of Crab Lagoon.

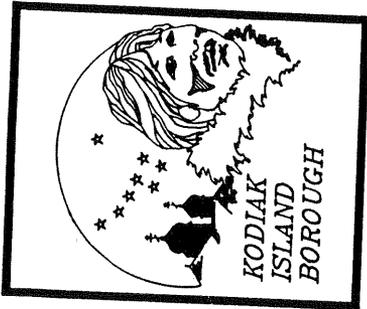
**EXISTING USES**

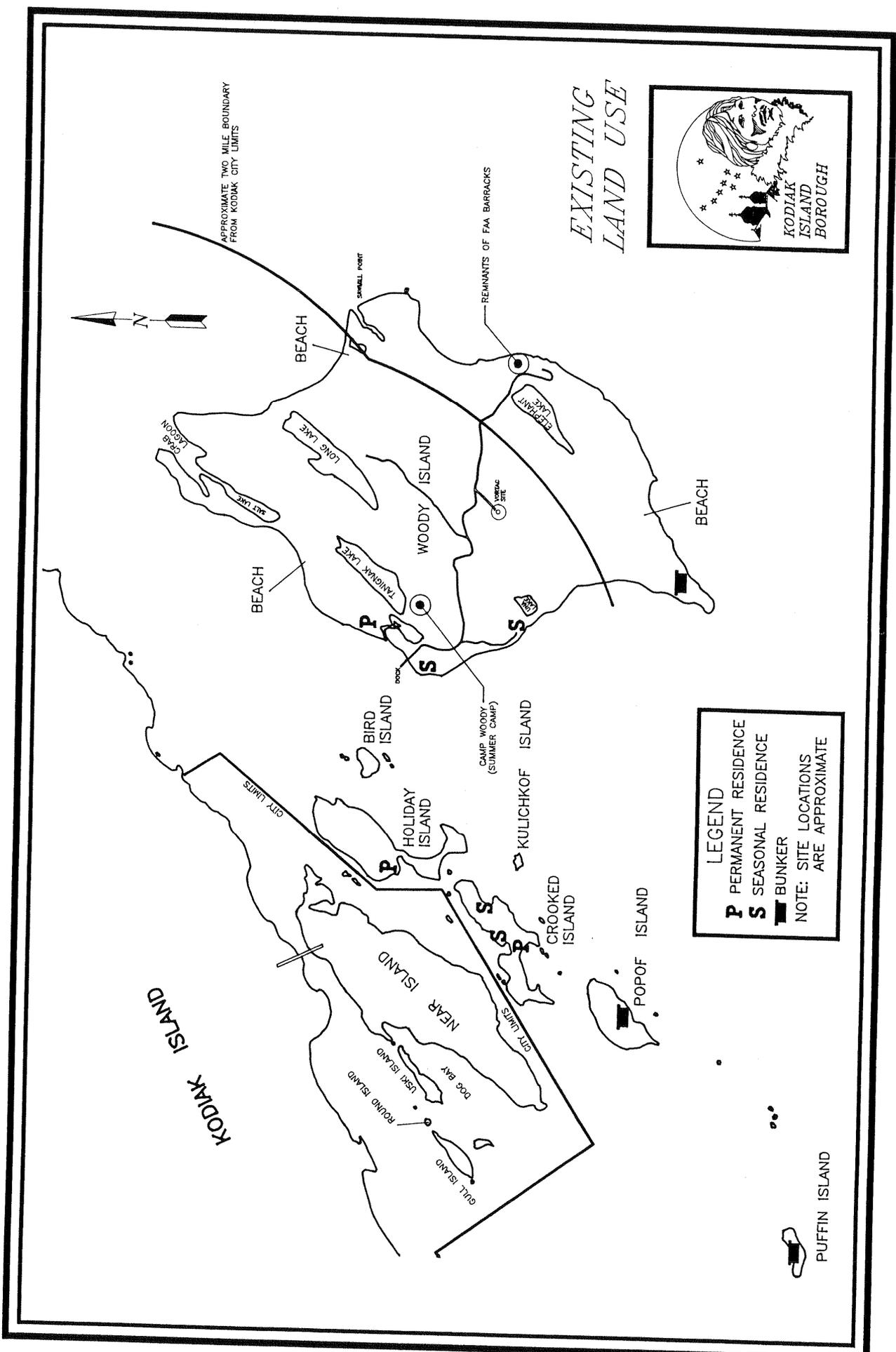


**LEGEND**

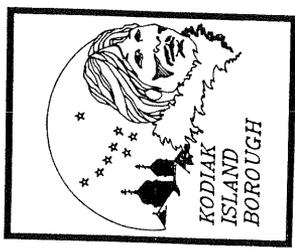
-  BUNKER(S)
-  TRADITIONAL ANCHORAGE SITES
-  SANDY BEACHES (TRADITIONAL RECREATION SITES)

NOTE: SITE LOCATIONS ARE APPROXIMATE





*EXISTING  
LAND USE*



**LEGEND**

**P** PERMANENT RESIDENCE

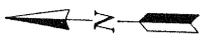
**S** SEASONAL RESIDENCE

**▭** BUNKER

NOTE: SITE LOCATIONS ARE APPROXIMATE



APPROXIMATE TWO MILE BOUNDARY FROM KODIAK CITY LIMITS



## ARCHAEOLOGICAL RESOURCES

The kitchen midden sites, which existed on Long Island before the submergence of land in 1964, suggest the existence of several large villages of prehistoric (Koniag) or early Russian times. They may be from both periods, although it is unknown whether they were permanent sites or summer camps. (Chaffin, p. 143)

According to the Chaffins, kitchen midden sites dating to the Koniag period were identified on Woody Island in the cove seaward of Una Lake and at Sawmill Point. A archaeologist resource inventory conducted on Woody Island in 1991 uncovered no midden materials. However, grave and banya depressions were observed in the area where Woody Island Village evolved during the last century.

## NATURAL FEATURES

Natural features on the Urban Islands such as soils, climate, vegetation, geology, and fish and wildlife are typical of the area and have been described in depth in other adopted Borough Comprehensive Plans. For general information, the reader is referred to the Kodiak Island Borough Comprehensive Plan, Part 1: (1968); the Chiniak Area Comprehensive Plan (1987); and the Old Harbor Comprehensive Plan (1989).

Specific features worthy of note on these islands include a predominantly heavy cover of old growth Sitka spruce trees and shoreline bluffs rising to an elevation of about two hundred feet maximum. Given location and topography, the islands are vulnerable to physical hazards associated with earthquakes and tsunamis, as well as land slides and erosion resulting from coastal dynamics associated with tides, currents and winds.

Numerous fresh water lakes on Long Island and Woody Island are stocked by the State of Alaska with rainbow trout and grayling. There are no salmon spawning streams on the islands. The Alaska Habitat Management Guide published by the Alaska Department of Fish and Game in 1985 identified Chiniak Bay in the near vicinity of the Urban Islands as a pacific herring spawning area, a red king crab juvenile rearing area, and a halibut habitat for sport fishery. Also identified in that publication is sea otter, sea lion, and harbor seal habitat on the islands, and a general distribution of beaver and Sitka blacktail deer populations on Long and Woody Islands. In the entire area is identified as having a general distribution of ducks, geese, and seabirds.

Hydrology on the islands is a key element in planning for future uses. Rainfall is typical for the area and averages between 60-80 inches per year. Ground water which infiltrates ground surface and percolates through openings in the soil and rock has been utilized for shallow, low-volume wells on Woody and Crooked Islands. Other residences have employed rain-collection, cistern systems. Lakes were the source of potable water for the larger population centers that have existed: Tanignak and Icehouse Lakes for the original Woody Island Village, Elephant Lake for the FAA housing at east Woody Island, and Dolgoi Lake for the former military installation on Long Island. Wells seeking to tap deep aquifers are an unproven source. According to Darrell Chaffin, the only known attempt to dig a well deeper than the ground water supply, in the area of the dock on Woody Island, produced salt-water.

## GOALS AND OBJECTIVES

The purpose of these goals and objectives is to chart a future course for the "Urban Islands" by serving as a guideline for decision making in order to retain ideal conditions or achieve ideal future conditions. The goal statements identify a general level of development that property owners, managers, and users want to see occur as expressed at public hearings, or by written comment. Objectives narrow that broad scope and suggest the means for achieving desired goals by describing more specific actions to be taken.

The General Plan (Part 1) of the Kodiak Island Borough Comprehensive Plan, adopted in 1968 and still in effect today, lists, in addition to eighteen specific economic development goals, the following general "quality-of-life" goals that have particular application to the Urban Islands (Page 3):

1. Preservation of the unique historical heritage that belongs to Kodiak;
2. Establishment of a unique and distinct development pattern for Kodiak--one that reflects the personality of the community;
3. Development of a prosperous economy, together with lowering of the cost of living;
4. Establishment of ample opportunities for recreation for local citizenry.

The unadopted 1978 Kodiak Island Borough Regional Plan and Development Strategy stated:

"It is important for the decision-making bodies to be aware of public desires and the degree to which they conflict with factual data so that the finally adopted goals and objectives can accommodate, to the greatest extent possible, the perceived needs of the public, as well as the actual situations as they exist." (Page 20).

Consistent with the spirit of these goals and statement, and based on public input, the following goals and objectives have been formulated for the Urban Islands.

## Environment

- GOAL:** To protect and enhance the natural environmental features, the historic resources, and the scenic beauty that give the islands the unique character of a sylvan retreat, within the urban sphere, ideally suited for recreation and reflection.
- Objective:** Ensure the prevailing large-lot (5 acre minimum) area requirement either by retaining the existing C-Conservation zoning or rezoning to some other appropriate zoning designation.
- Objective:** Require as part of the subdivision platting process documentation that well and septic systems can adequately and safely be provided on site, or, in the alternative, that some type of community waste water disposal and water supply systems be provided.
- Objective:** Prohibit the removal of gravel from residential properties except what is necessary for reasonable lot development, and encourage overburden and gravel excavated from road construction to be targeted for building site development, driveways and access roads rather than indiscriminate disposal.
- Objective:** Restrict agricultural activities if it is documented that widespread agricultural activities involving large animals will destroy ground cover, underbrush, and foliage, thereby degrading the natural environment and water quality.
- Objective:** Require a buffer around lakes anticipating that this may be a principal source of potable water.
- Objective:** Prohibit development that results in increased shore or surface erosion.
- Objective:** Prohibit development that creates drainage problems, degrades water quality, or changes topographic or geologic conditions which may endanger lives or property.
- Objective:** Clean up former garbage and toxic waste sites.

## **Access and Transportation**

**GOAL:** To provide, in anticipation of future development, both adequate access from tidelands and interior circulation around the individual islands consistent with the intent to preserve as much as possible their natural and wooded setting.

**Objective:** Designate adequate easements across public lands (Woody Island) to provide access to private property.

**Objective:** Ensure, as part of the platting procedure, provision of access easements and right-of-way dedication on private property adequate for appropriate vehicle and/or foot traffic.

**Objective:** Prior to disposal of public lands, reserve usable ocean frontage for public use incorporating a trail system to access lakes and beaches

## Land Use

**GOAL:** To maintain the pattern of existing land uses while providing appropriate land use areas for future population growth and recreational activities.

**Objective:** Protect historically, archaeologically and culturally significant structures, sites, and lands.

**Objective:** Prohibit dredge and/or fill activity that may cause ecological damage to shorelines and wetlands.

**Objective:** Permit selective timber cutting to prevent erosion and provide buffers along streams, lakes and marine shorelands to reduce bank destabilization and drainage problems, preserving land forms and vegetation.

**Objective:** Generally retain the rural, large-lot, residential character of the islands.

**Objective:** Permit commercial development and higher density residential development only in selected locations with established tidewater access, road access, and a history or tradition of such activity, employing a "cluster" concept in such to not increase the average overall density.

## **Utilities and Public Services**

- GOAL:** To identify public service and utility needs, and to promote delivery of the services to meet the needs of area residents in a timely manner as development occurs.
- Objective:** Coordinate property subdivision and disposal with expansion of the KEA distribution line.
- Objective:** Establish service districts to provide for road maintenance and sewer and water as the need arises.
- Objective:** Identify a future solid waste disposal site to safeguard against environmental degradation caused by littering and indiscriminate dumping.
- Objective:** Identify and reserve adequate public land for future public uses such as school, firehall, and sewage treatment should significant development occur.

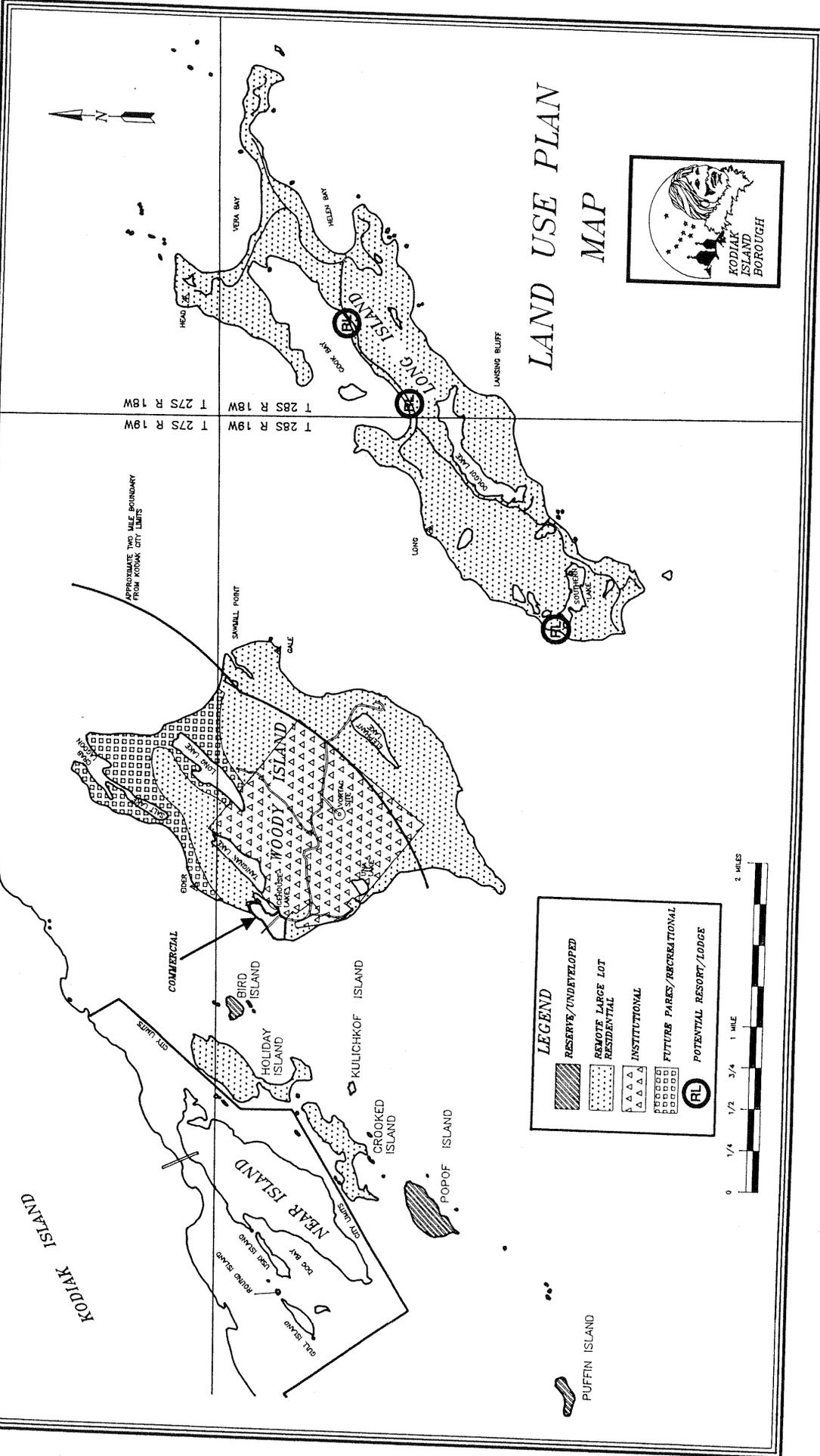
## **Recreation**

**GOAL:** To provide land for parks and recreation activities, beach access, hiking trails, picnic and camping sites, and boat ramps.

**Objective:** Dedicate selected properties for parks and recreation purposes.

**Objective:** Identify, for future acquisition, suitable private property for parks and recreation facilities.

**Objective:** Provide clearly marked signs for parks and recreation sites and facilities.



# LAND USE PLAN MAP



**LEGEND**

- RESERVE/UNDEVELOPED
- REMOTE LARGE LOT RESIDENTIAL
- INSTITUTIONAL
- FUTURE PARKS/RECREATIONAL
- POTENTIAL RESORT/LODGE



## THE PLAN

The land use plan is a vision of how an area should look in the future. Issues and needs that have been identified through a public participation process form the basis for goals and objectives. A plan seeks to accomplish the vision by achieving the goals, and providing for future development and growth consistent with the concerns, the needs, and the desires of the public.

The Urban Islands Plan identifies three general planning categories: residential, public/institutional, and commercial. The following description of each of these categories attempts to be specific without being rigid, incorporating existing land uses as well as concerns expressed and needs recognized.

The largest portion of the planning area is designated for residential land use. Existing limitations on access and uncertainty about availability of water argue for retention of large lot designation. Supporting this is the overwhelming preference expressed at public hearings for minimum-density to help preserve the rural character of the islands.

The minimum lot size under existing zoning for all the islands is five acres. In order to retain the rural nature of the area, future residential subdivisions should be designed with large lots (5 acres, plus) that have the capability for onsite waste water disposal and water supply systems. Approved alternative waste water disposal systems might also be encouraged.

In the interest of promoting diversity and flexibility, a planned unit housing concept allowing cluster development in one area in exchange for greater open space in another should be available. Under this option, overall density would not be increased.

A cluster concept has already been exercised, after a fashion, in a couple of instances in the planning area. At Camp Woody, four small satellite cabins were built in the mid 80's near the original dormitory/kitchen structure to house summer camp residents. The area immediately encompassing Camp Woody, therefore, has extremely high population density, even if only seasonally. However, since no other structures or population exist on this 560 acre parcel (U.S. Survey 626), the overall population density, even in summer, is relatively light.

In addition, a number of residential structures have been built on Crooked Island, the most recent and largest constructed, as in the case of the cabins at

Camp Woody, without permits. Since Crooked Island is a single parcel, this has violated not only zoning compliance and building permit requirements, but also C-Conservation zoning allowing only one dwelling per property unless a subdivision platting waiver is exercised. While these technical aspects of code enforcement remain unresolved, the overall density of 3 dwellings clustered on a large (50+ acre) property, does not violate the spirit of density recommended in the plan.

A commercial designation is identified for the areas in the immediate vicinity of the dock on the west side of Woody Island. This designation recognizes the commercial nature of historic mercantile and staging activity that has taken place. However, commercial activity should be restricted to limited retail and personal service uses for the consumer population on Woody Island, with limited opportunities to support a tourist industry.

Lands designated public/institutional include all those lands required to provide needed public facilities for both the residents of the islands (neighborhood parks, school and emergency services sites) and for residents of the Kodiak Island Borough in general (regional parks and beach/lake access). Also included as institutional is Camp Woody, existing navigation and communication sites, and sites for public facilities such as landfills, quarry sites, and water supply for drinking and fire protection. Access and transportation corridors also fall within this designation. If suitable sites for these purposes are privately owned, acquisition will have to be pursued by a public agency.

Accompanying considerations of landfill siting and solid waste disposal is the issue of toxic waste remnants from the WW II Army occupation on Long Island. Subsequent to the interim conveyance of Long Island in its entirety to Leisnoi, Inc. in the early 1980's, two hazardous waste sites were identified, consisting of PCB's from electrical transformers abandoned by the Army in 1947 and subsequently vandalized for scrap salvage. In an excellent newspaper article attached as Appendix B, the haphazard testing and aborted clean-up efforts of this toxic waste by the Federal Government is documented.

Unknown quantities of PCB's on Long Island have been positively identified as having dispersed into soils. The impact on fish, cattle, and wildlife remains untested. Until the extent of toxic waste contamination is fully known and mitigated, or clean-up scheduled with some measure of finality, development on Long Island based on this plan is unrealistic and problematic at best. An open solid waste landfill site from FAA occupation also remains on Woody Island.

## IMPLEMENTATION

Any plan is successful only to the extent that it is effectively implemented. A plan is implemented when it is used to guide decision-making, employing regulations including zoning, subdivision, and land disposal as tools. Reflecting a ten-year time frame, the plan should be reviewed and revised periodically as community conditions and desires change.

Presently, the five islands are zoned C-Conservation in their entirety. Ordinance 77-15, adopted in July of 1977, zoned all properties C-Conservation which were not previously zoned.

Chapter 17.13 of the Kodiak Island Borough Code establishes the description and intent, permitted uses, conditional uses and development standards for activities and construction in the C-Conservation zoning district:

17.13.010 Description and Intent. The conservation district is established for the purpose of maintaining open space areas while providing for large lot single-family residential and agricultural land uses. For the conservation district, in promoting the general purposes of this title, the specific intentions of this chapter are:

- A. To encourage the use of land for large lot single-family residential and agricultural purposes;
- B. To encourage the continued use of land for open space areas; and
- C. To encourage the discontinuance of existing uses that are not permitted under the provisions of this chapter.

The C-Conservation zoning district permits eleven uses and activities. An administrative interpretation, drafted by the Community Development Department in 1986, clarifies the district regulations by delineating between permitted uses and activities which imply outright structural development (1. accessory buildings; 2. churches; 3. parks; 4. public facilities; 5. single-family dwellings; 6. agricultural activities; and 7. fishing activities) and permitted activities that do not (8. forestry; 9. horticulture; 10. hunting; and 11. recreational).

In addition, the C-Conservation zoning district lists nine conditional uses which can be permitted after public hearing by the Planning and Zoning Commission, none of which are recommended in this plan.

The five-acre minimum lot size of the C-Conservation zoning district satisfies the overwhelming preference of those involved in the planning process based on written and verbal public testimony to retain large-lot zoning on the islands for predominantly residential use. But it is open to debate whether this zoning district advances land use patterns seen as desirable based on the twenty land uses permitted outright or conditionally by code. Perhaps this zoning classification is not entirely suitable for this area. Most existing land uses on the islands are either nonconforming ("grandfathered") as a use, or permitted uses on lots that are nonconforming by virtue of being smaller than five acres.

Zoning regulations are ultimately the plan's major implementing tool to achieve its goals and objectives. Recognizing this, it is well to be aware of the shortcomings of the current C-Conservation zoning of the islands, which was initially applied as an "interim use classification" to "preserve the integrity of the vast open and undeveloped portions of the island" in the face of "potential impacts of OCS oil development activities." This plan does not recommend immediate changes to the existing zoning on the islands, but it is anticipated that, as development pressures become stronger, specific areas will be rezoned consistent with the land use plan outlined in a previous section. An example of this implementation strategy could be the rezoning of the vicinity of the dock area on the west side of Woody Island to the RNC--Rural Neighborhood Commercial Zoning District.

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