



CLAM COVE HAMLET

NEIGHBORHOOD PLAN

Developed by the Department of Planning and Community Development

August 2022

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Clam Cove Hamlet Vision

Clam Cove will be a model hamlet to maintain the low-density housing within a natural setting.

Clam Cove Hamlet Intent Statement:

To maintain the remote and semi-isolated residential lifestyle while providing opportunities for self-sufficiency and areas for commercial activities that are compatible with neighboring properties that desire a predominately residential lifestyle.

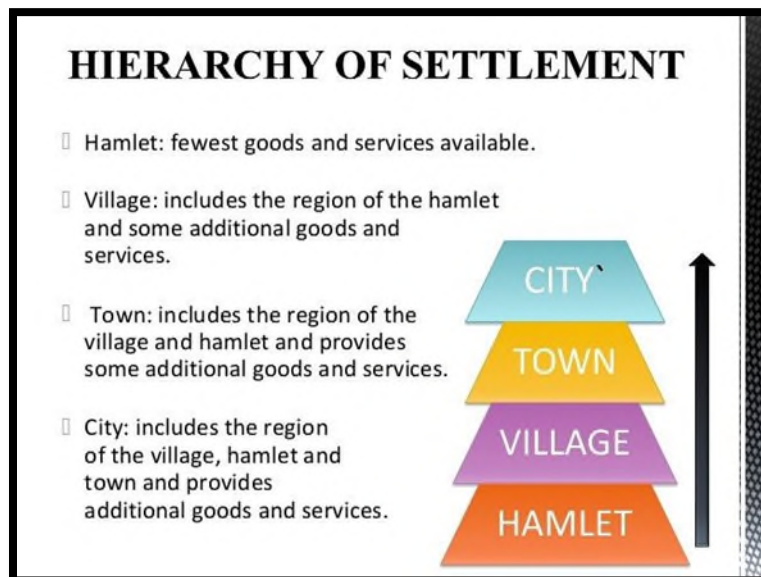
Prologue



Development of Ketchikan over the past century has brought industry, tourism, and population increases. Ketchikan is growing and changing, no longer the small, quaint southeast Alaskan town, but a larger micropolitan with the hustle and bustle of a large city. Throughout this expansion, Pennock Island and Clam Cove residents have strived to maintain their autonomy from Ketchikan and retain their self-sufficient, water-oriented lifestyle.

The Clam Cove neighborhood was defined for the first time in 2005 with the publishing and adoption of the Gravina Island Plan, Clam Cove and Blank Inlet Area (2005 Plan). The 2005 Plan identified the boundaries for the Clam Cove hamlet as extending from the waterfront to the boundaries of the Gravina Island Highway.

The 2005 Plan dictated that before any additional land use zone changes were to occur, a master plan for the Clam Cove area was to be developed to guide development of the area. The intent was to develop the master plan shortly after the 2005 Plan was completed, however, due to changes in development plans for Gravina Island, the master plan for Clam Cove remained dormant for over ten years.



Retrieved 11/14/2019. <https://www.slideshare.net/PlanningTheory/central-place-theory-27139405>

In 2018, a rezone request surprised Clam Cove residents and property owners and spurred the Department of Planning and Community Development to begin development of this Clam Cove Neighborhood Plan.

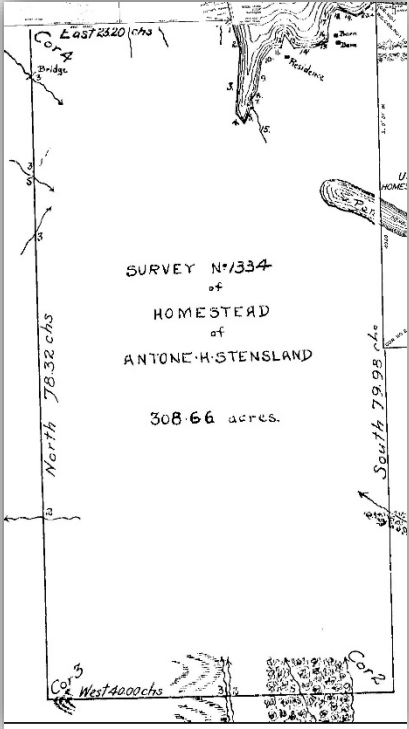
Why Hamlet?

Hamlet: a small group of primarily residential homes that is isolated enough to have a unique character, but relies on other communities for most goods and services.

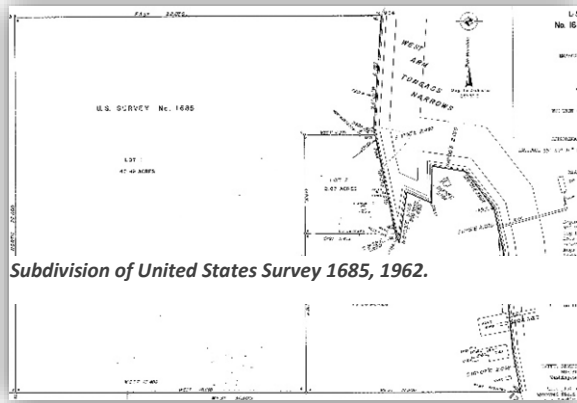
History

Settlement of Clam Cove appears to have started in the early 1900's. The first homestead was established in 1913 by Antone H. Stensland and subsequently platted in 1921. The homestead was platted as U.S. Survey 1334 and encompasses just under 309 acres. Mr. Stensland operated a dairy and chicken farm on the property selling eggs, chicken, and dairy products to local stores in Ketchikan. Except for approximately five acres that were subdivided out in 1968 and 1976, the homestead is intact and is still owned by the Stensland family.

In 1914, the Forest Service constructed a shipyard on the western shore of the Cove at which five Ranger Boats were built and the entire fleet of 10 boats were maintained. The area occupied by the shipyard was platted by the 58.61 acre U.S. Survey 1685, which is denoted on the plat as the Forest Service Administrative Site and lies directly north of the Antone Stensland homestead. The survey was resubdivided in 1962 into three lots. Lot 2, at 2.87 acres was patented to Ellis Airlines and was eventually sold to Alaska Airlines, and the 13.25 acre Lot 3, which contained the shipyard, was patented to Lloyd Stensland. Both patents were granted in October of 1963 and were based on early to mid-1950's appropriations by the respective patentees as Trade and Manufacturing sites.

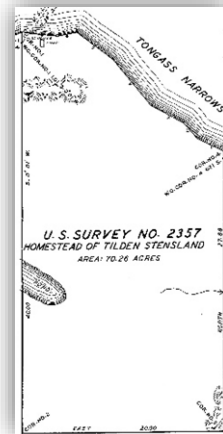


Plat of United States Survey 1334, Homestead of Antone Stensland, 1921.



Lot 1, the largest of the three, became part of the airport reserve. In 1978, Alaska Airlines sold Lot 2 to a group of individuals who subdivided the lot into four sublots,

which have subsequently sold. Lot 3 remains undivided and was transferred from the Stensland family to the current owners in 2008.

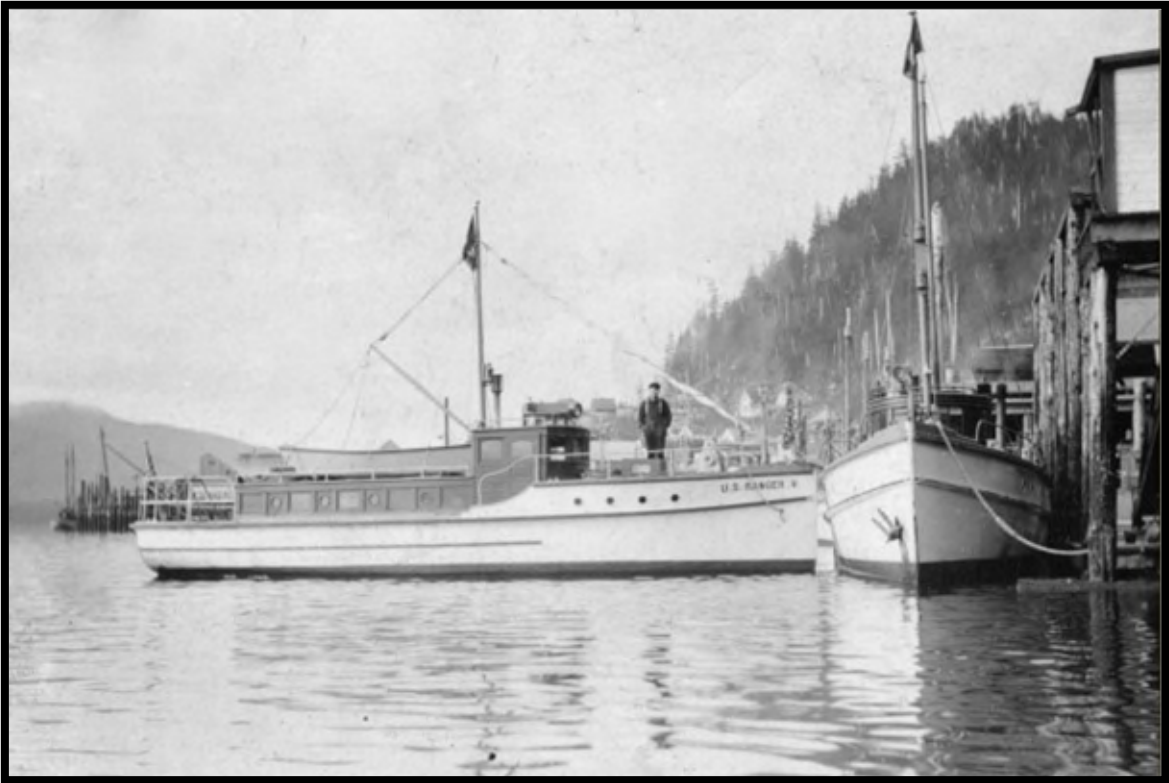


Plat of United States Survey 2357, Homestead of Tilden Stensland, recorded 1937.

In 1937, U.S. Survey 2357 was platted for the 7.026 acre Tilden Stensland homestead, which is located to the east of the Antone Stensland homestead. The waterfront of the homestead was replatted in the 1970's and the individual lots were sold. U.S. Survey 3536, encompassing 4.9 acres and consisting of two lots was platted in 1957 and was sold to John Coulter in 1960 by the federal government. The last platting action that converted lands from common ownership to private was in 1968 when ATS 427 platted 17.63 acres of tidelands. 11.43 acres of which was transferred to Antone Stensland, and the remaining 6.2 acres went to Lloyd Stensland.

Like other areas where settlement occurred, Clam Cove was probably chosen by the Stenslands and the Forest Service more for its marine attributes than the uplands. Clam Cove provides sheltered moorage and easy access to the uplands from the water. In addition, the Cove is an estuary, which are typically more biologically productive than other areas. Additional biological productivity means greater volumes and varieties of foods available for those seeking a subsistence lifestyle.

The Ranger ships the United States Forest Service constructed and maintained at the Clam Cove facility were used to explore and manage the Tongass National Forest. The ships were also deployed to other parts of Alaska and to Washington and Oregon. The Clam Cove facility employed anywhere from five to 12 employees.



USFS Ranger tied up in Ketchikan. Source: Ketchikan Historical Museum

Two of the civilian employees over the years were of the family that homesteaded in Clam Cove, the Stenslands.

The facility was eventually closed in the mid-1940s. The property and facility was acquired by Lloyd Stensland, whose younger brother Walt had worked for the USFS at the facility as a shipwright. The dock and some of the workshops are still visible today.

Private businesses also located on homesteads in Clam Cove in the beginning of the 19th century. Two small dairies developed in and near the Cove. The milk was taken to Ketchikan via small rowing skiffs and delivered to the various homes by cart. The dairymen and gardeners of Gravina helped to supply Ketchikan with some of the more basic amenities of life.

Character



View of Clam Cove on Gravina Island from Deer Mountain. Pennock Island is in the foreground and Blank Inlet is in the left hand corner.

Clam Cove is located on Gravina Island southeast of the Ketchikan International Airport. The community of Clam Cove is rural and aspires to self-sufficiency and autonomy. The Clam Cove hamlet identifies as a residential development that desires to have small-scale family owned businesses, such as cottage industries and home occupations.

Clam Cove and Pennock Island's western side are two tightly woven communities separated by a short boat ride across the West Tongass Narrows. The independent lifestyle that Pennock Islanders and Clam Cove residents enjoy is a throwback to the way life used to be in Ketchikan and other Southeast Alaska communities. Though Pennock and Gravina Island are separated, the activities of one island affect the other due to their close proximity. The two communities are connected historically by a way of life which revolved around the waterway.

This way of life persists despite the development of the Gravina Island Highway that now extends from Clam Cove to Vallenar Bay and beyond. The link from Clam Cove to the airport ferry has existed for well over a decade with no obvious effort to connect the platted road system in Clam Cove to the highway. Such a connection could easily lead to the development of a harbor that Pennock Island residents could use to link with the Gravina Island Highway.

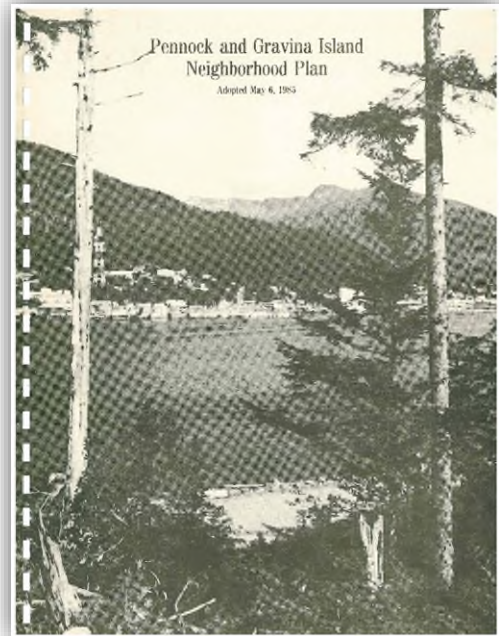


Clam Cove looking north toward the Ketchikan Airport

The fact that there have been minimal efforts to connect with the road system, while significant investment is being made on dock improvements, is an indicator of the desire to maintain the community character that currently exists.

Previous Planning

At the beginning of 1981 residents of Pennock and Gravina Islands formed the Pennock-Gravina Island Association (PGIA) to provide a forum for the opinions and ideas of the islands' residents. At the suggestion of the Planning Commission, and with assistance from Planning Department staff, the PGIA drafted a plan for Pennock and Gravina Islands that was adopted by the Assembly in 1985. Backup material for the 1985 plan indicate that Planning Department staff attempted to draft plans for the islands first in 1974 and again in 1978. Both efforts failed due to an inability to reach consensus on development rights. In both cases, the division fell along the lines between resident and non-resident land owners.



Pennock and Gravina Island Neighborhood Plan, adopted May 6, 1985.

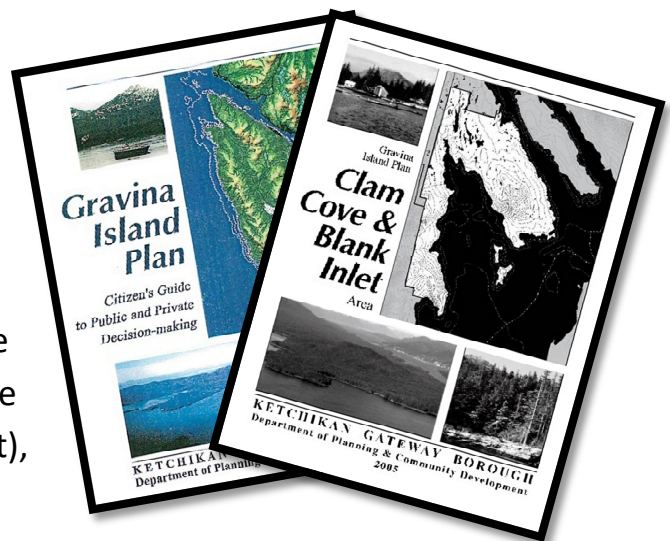
In 1985, the Planning Department undertook an effort to develop a Pennock Island neighborhood plan. In response, the PGIA developed boundaries for the planning area that included the uninhabited south end of Gravina Island (Judy Hill, Black Sands Beach, and Blank Inlet), Long Lake development, and Clam Cove.

The PGIA developed a version of the neighborhood plan that was presented to the Borough Assembly. The PGIA plan had four objectives: 1) to preserve the values that make the quality of life on the islands attractive, while finding ways to provide homesites to accommodate new island residents (former renters or homeowners from Ketchikan) who would enjoy the neighborhood; 2) to set a framework for the development of the Borough-selected entitlement lands on Pennock and Gravina Islands that is compatible with the PGIA's belief of the current neighborhood character and values; 3) guiding development patterns through transportation systems that provide access to interior lands where boat moorage is not possible, while maintaining present neighborhood characteristics; and 4) protect the Native burial grounds and provide areas for this purpose in the future.

The PGIA's neighborhood plan was adopted, generally, in whole by the Assembly in 1985 as the Pennock and Gravina Island Neighborhood Plan. The plan was used to provide guidance to the Pennock Island developments and proposals over the years. Generally, the plan may still represent the long-term residents of Pennock Island, as has been gleaned from recent public testimonies during the Clam Cove neighborhood planning process. However, the boundaries of the Pennock and Gravina Island Neighborhood Plan were large and over reaching which was appropriate while Gravina Island was fairly undeveloped and did not possess any road access.

In 2005, through the development of the Gravina Island Plan, Gravina Island was considered and planned for separately from Pennock Island. The plan anticipated a bridge and physical connection to Ketchikan. The bridge did not come to fruition, however, enhanced ferries are coming on line which are anticipated to provide better connectivity to Gravina Island. In addition to the enhanced ferries, a primary road has been developed from Clam Cove on the south to Vallenar Bay on the north. The road has provided a transportation corridor on the interior of the island to assist with development patterns as outlined in the Gravina Island Plans.

The diverging development plans, land use patterns, future development potentials, and transportation systems caused the two islands to be considered separate development areas. The adoption of the Gravina Island Plan categorized Gravina Island into three separate development areas; Clam Cove and Blank Inlet, Central Gravina (Airport), and North Gravina (Vallenar Bay).



Gravina Island Plan adopted 2005.

The overarching themes for each of the areas provides for a vision the community developed through the public planning processes in the early 2000's. The south end of Gravina Island, Clam Cove and Blank Inlet, were held for residential, small cottage industry, and future growth of tourism industries such as lodges, recreation sites, and the like. The Central

Gravina area was held for uses that were and are intrinsic to the airport. North Gravina is generally held for commercial and industrial uses compatible with the airport traffic, while expanding into residential uses as one moves further north away from the airport towards Vallenar Bay.

A rezone request in 2018 from a property owner in the Clam Cove area sparked the development of a neighborhood planning effort. The Clam Cove and Blank Inlet Plan states that before any change in residential zones (rezone) a master



Neighborhood planning process, held on May 1 and 2, 2019.

development plan (neighborhood plan) will be developed to guide the growth and development in the Clam Cove area. The Plan provides for the boundaries of the Clam Cove neighborhood as extending from Tongass Narrows to the Gravina Island Highway and the airport reserve.

Utilizing these boundaries, a planning process began after the rezone request was initially heard by the Assembly in 2019. The process was set with an extremely short window of time for traditional planning processes. However, with the technological changes that have occurred over the past decade of the adoption of the Gravina Island Plan and the small amount of property owners in the

neighborhood, gaining alignment of preferences and guidance has been achieved with this document. A neighborhood charrette was held in April 2019, with subsequent public meetings thereafter.

Existing conditions - Why are we here?

Gravina Island's first settlements were generally located in and clustered around sheltered coves and along good beaches. Initial land conveyance was by Federal Homestead Provisions. These homesteads developed into small, family-run businesses which served a variety of needs.

Since the establishment of the homesteads, development of Gravina Island has been slow. This can be attributed in part to the lack of vehicular access to the homesteads, despite the existence of new roads.

The current land use patterns of the Clam Cove hamlet are primarily remote residential with principal access being provided through private boats to the shoreline. There are 10 constructed residences in the Cove that are located directly along the coast and six have docks, piers, or haul out floats providing moorage. Approximately 13 acres of the hamlet has been developed or cleared, according to aerial inspection.

There is one commercially zoned property that is used for a residence and commercial marijuana cultivation. Two properties are also used for tourism cottage industry, day-to-day resort cabin rentals. The remaining approximately 225 acres of the hamlet is undeveloped.

Electricity is provided to Clam Cove hamlet through a cable crossing from Ketchikan that crosses Pennock Island. The electricity generally is provided to the majority of the properties in the hamlet through dedicated utility easements and above ground poles.

The properties all rely on individual private outfall septic systems. The systems are regulated at time of permitting through the Alaska Department of Environmental Conservation. Maintenance and inspections is the responsibility of the property owner. However, without connection to the Gravina Island Highway, the systems generally are not serviced or inspected annually. Development of the interior properties will result in additional private systems that will utilize outfall systems or onsite drainfield systems.

As residences are developed further inland, the onsite drainfield systems will most likely be utilized due to the distance to the saltwater. Existing residents in Clam Cove collect their drinking water through catchment systems and a few owners possess water rights to two small lakes within the hamlet and other lakes on the inland side of the Gravina Island Highway. The drainfields of inland residences may cause issues with the leaching of septic waters into the two small lakes. The ADEC will account for this leaching during the permitting process, but consideration for alternative systems may be necessary.

The lands in the hamlet includes muskeg, timber, scrublands, and coastal shorelines. The majority of the lands are considered wetlands as defined by the Army Corps of Engineers. Therefore any development in the hamlet may require a wetlands mitigation permit.

Conclusion – Where are we going?

Through the planning process for the Clam Cove hamlet, there has been a general consensus that the hamlet should remain largely residential but allow for some commercial activities. The industries and uses allowed under the Cottage Industry Overlay may not be sufficient or suitable for the future intent and character of the neighborhood. The uses allowed currently under the Cottage Industry Overlay include uses that are more industrial in nature which may cause conflicts.

A proposed list of compatible uses and a future land use map were developed from the charrette. The proposed use list is included in this plan as an example of compatible uses that were determined through the planning process. The use list and land use map provide guidance for the hamlet within the overarching vision and intent statements for the neighborhood. Future planners and property owners can use the proposed use table and land use map to navigate applications for uses or rezones. The proposed use table and land use map included in this plan are not binding, nor are they official changes to the existing zoning of the Clam Cove hamlet.

Future Infrastructure

Infrastructure in Clam Cove hamlet is limited. As mentioned, the water and septic systems are private infrastructure. Some residents maintain water rights provisioned from the State of Alaska and draw water from neighboring lakes and ponds.

There are no developed interior roads in the hamlet connecting to the Gravina Island Highway. There are two road systems that were platted over the years. A small right-of-way is platted in the northwestern part of the hamlet, connecting a portion of the large Stensland Trust parcel to Clam Cove. The other, larger road system is in the southeastern portion of the hamlet. It consists of two cul-de-sacs, a small access road to the salt water, and a larger collector street approximately 1,600 feet in length. All are undeveloped but do provide the potential for public access to those interior parcels.

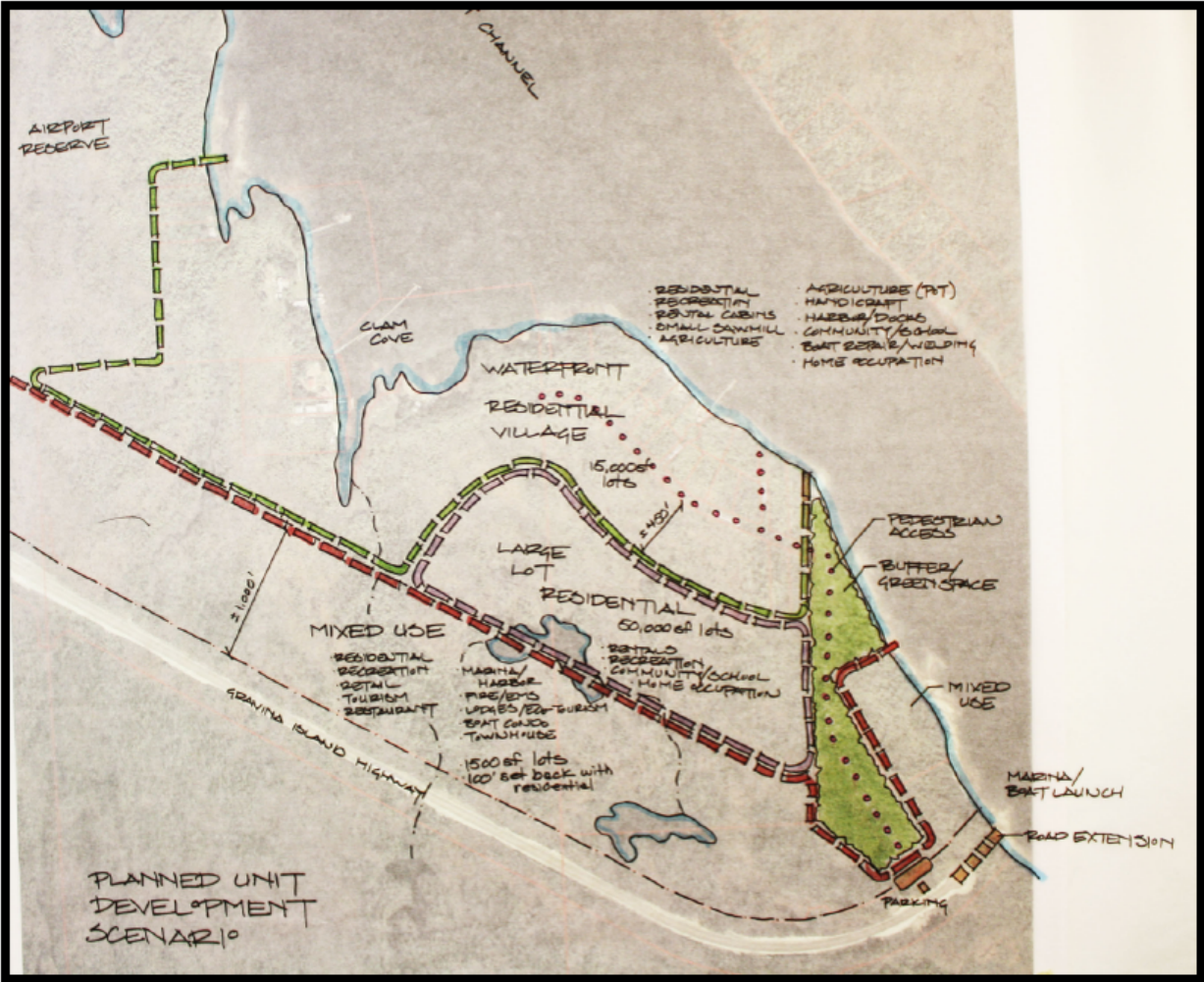
The property owners indicated that having emergency service access to the properties was important to them; however, they did not want any roads into the hamlet. Currently, emergency service access is gained through beach access and serviced by the U.S. Coast Guard. The residents stated this type of emergency access is not acceptable due to Clam Cove proper being so shallow. However, no other emergency services are available on Gravina Island at this time. As Gravina Island begins to become developed along the road system, this may give cause to create a service area to provide fire and emergency medical services to the developments. Until such time, the residents and property owners of Gravina Island, including Clam Cove hamlet will continue to rely on the U.S. Coast Guard for services.

The residents also indicated that as development occurs septic systems and docks may become a nuisance. Although no consensus was reached on how many would be too many docks or septic systems, it was generally agreed upon that public docks at some point may be necessary to protect the scenic view of the waterfront. Similarly, the residents were concerned with contamination of their drinking water from the lakes if more lots were to be created through the subdivision process and developed. These infrastructure needs are not anticipated for quite some time, but

noting it may assist with project development if and when funding becomes available and the development patterns warrant the need.

Future Land Uses and Development

An outcome of the public meetings held for the development of the neighborhood plan, was the crafting of a proposed planned unit development (PUD) that consists of proposed land uses and land use map. The use of a PUD was necessary because none of the existing zoning districts accurately captured the mix of uses and



Planned Unit Development map that was developed during Neighborhood Planning Process.

development requirements expressed by stakeholders during the charrette. The initial PUD design developed from the neighborhood charrette is above.

The model PUD is included to act as a Future Land Use Map and provide guidance in the formation of the Clam Cove Hamlet. Rezones to zones currently in the zoning ordinance should include special limitations resembling the use tables below. Through special limitations, the uses will fit with the neighborhood's desires for future development without being detrimental to the character of the hamlet.

Below is the model PUD which includes a proposed future land use map of the hamlet with the intended areas for future zoning changes. The intent statements are included to assist with identifying the general purposes for the areas. The proposed land use table and development standards are to guide planners and property owners with future uses permit and rezone applications in the hamlet. Although the zones being proposed in this document do not exist, the tables, standards, and intents will assist Planning staff and the neighborhood with determining the most appropriate and compatible uses within the hamlet.

MODEL PUD

INTENT STATEMENTS

Mixed Use Intent:

To provide an area that is reasonably accessible by road where a mix of commercial and residential uses can co-exist. Compatibility is attained by a combination of larger lot sizes, buffers, and the ability to place limits on commercial activities that could otherwise create conflicts.

Mixed Density Residential Intent:

To provide an area where housing types that suit multiple needs and desires can be developed. The density of housing will generally be highest in areas adjacent to arterial streets and decrease proportionately with the type of road to which they are adjacent. Non-residential uses allowed are the same as the Waterfront Residential Hamlet.

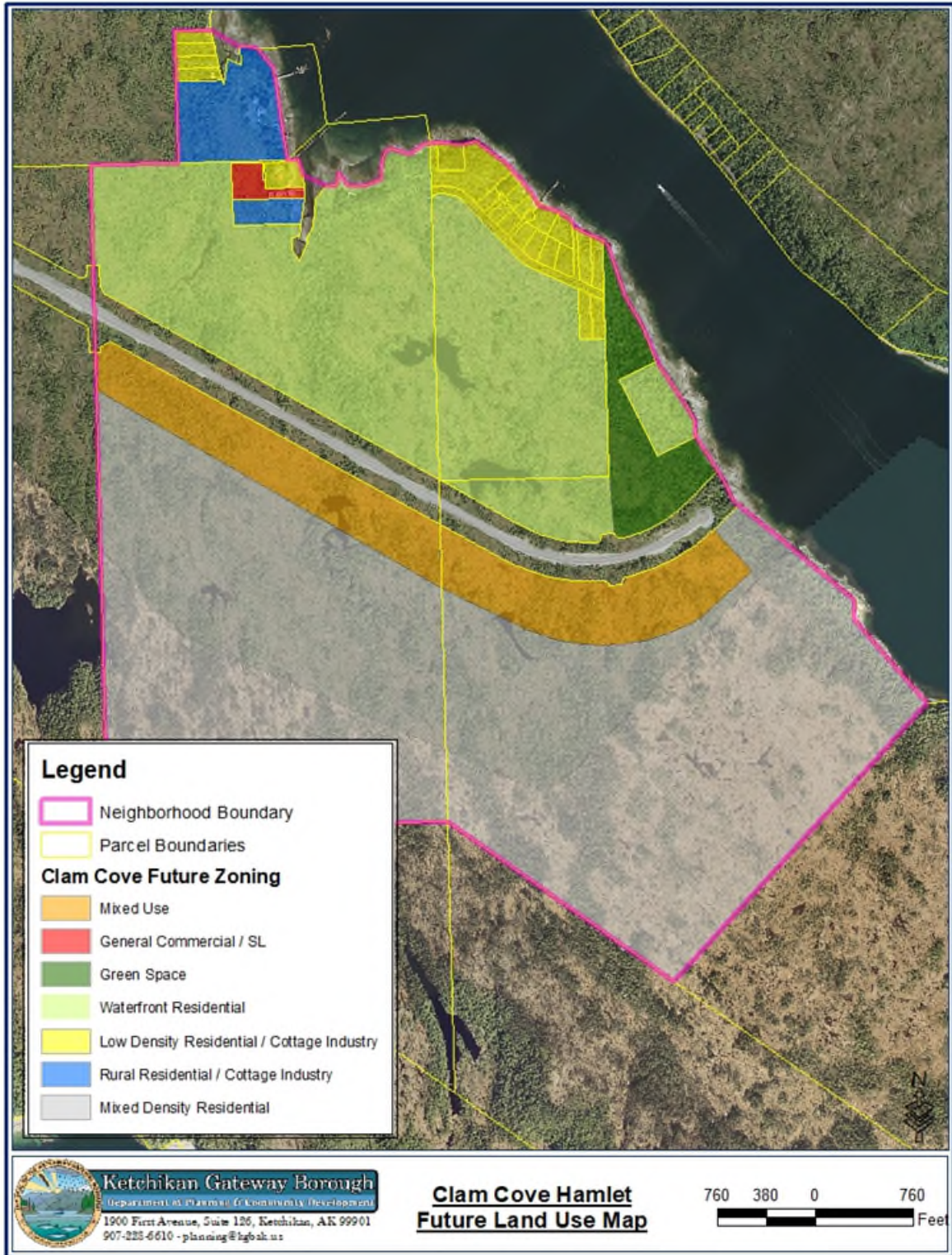
Waterfront Residential Hamlet Intent:

To provide a residential area with close proximity to the ocean that maintains opportunities for some light-commercial activities for those seeking a more self-sufficient lifestyle. Residential densities are higher than in the Large Lot Residential area, and fewer commercial activities are allowed than in the Mixed Use area.

Green Space:

To provide a buffer of undisturbed, municipally owned land between the Mixed Use area and the residential areas. Ownership of this property to remain with the Ketchikan Gateway Borough. Development is limited to transportation corridors, which may be platted, connecting the Gravina Island Highway to Stensland Avenue or Tongass Narrows. Any commercial or other use that disturbs the property or otherwise degrades its function as a buffer is strictly prohibited.

PROPOSED LAND USE MAP



PROPOSED USE TABLE AND DEVELOPMENT STANDARDS

Use Table

P = Principal uses, allowed with a zoning permit (administrative process)

A = Accessory use to the principal use, allowed with a zoning permit (administrative process)

C = Conditional use permit, public hearing with the Planning Commission

P/S = Permitted with standards, allowed with a zoning permit (administrative process)

X = Prohibited use

Use ¹	WRH ^{2,5,6}	MU ^{3,7,8,9}	Grn ⁴
Accessory Uses	A	A	X
Accessory Dwelling Units	C	A	X
Art Galleries	P	P	X
Automobile repair	X	C	X
Bakeries (no more than 5 employees)	C	P	X
Bakeries (more than 5 employees)	X	C	X
Banks	X	P	X
Barge and Marine terminal operations	X	C	X
Bars (2 employees maximum)	X	P	X
Bars (more than 2 employees)	X	P	X
Boarding and rooming houses	X	P	X
Boathouses	A	A	X
Campgrounds	X	C	X
Cemeteries and related uses	X	C	X
Churches	C	C	X
Commercial Agriculture	C	C	X
Commercial Day Cares	C	C	X
Commercial Handicraft Workshop	X	C	X
Commercial husbandry	C	C	X
Commercial recreation	X	C	X

Commercial Retail (under 600 square feet of retail floor space)	C	P	X
Commercial Retail (over 600 square feet of retail floor space)	X	P	X
Commercial seafood processing	X	C	X
Commercial Shopping Centers	X	C	X
Community Facilities	C	C	X
Community centers and other public recreation facilities	C	C	X
Cottage industries	C	P/S ¹⁰	X
Essential services	P	P	P ¹²
Ferry terminal and facilities	X	C	X
Float Plane Facilities	X	X	X
Forest Reserves	P	P	P ¹²
Funeral and Mortuary establishments	X	C	X
Garden Stand	C	P	X
Gasoline Service Stations (including floating)	X	A	X
Golf Courses	X	P	X
Guided Tours	X	C	X
Heliports and Helistops	X	X	X
Hobby Garden	P	P	X
Home Occupations	P/S	P/S	X
Hotels and Motels	X	C	X
Laundromats	A	P	X
Light Manufacturing, fabricating, assembling and repairing	C	C	X
Lodges	C	C	X
Logging	X	X	X
Marijuana Cultivation Facility	C	C	X
Marijuana Product Manufacturing Facility	C	C	X
Marijuana Retail Store	X	C	X
Marijuana Testing Facility	P	P	X
Marinas	C	C	X
Mining	X	X	X
Mobile Building Parks and Travel Trailer Spaces	X	C	X

Mobile Buildings	X	C	X
Multifamily Group Housing Developments	X	C	X
Multiple-Family Dwellings	X	C	X
Museums	C	C	X
Natural Resource Extraction	X	X	X
Natural Resource Processing	X	X	X
Noncommercial Antennae	C	C	X
Non-tax-exempt private clubs, lodges, and fraternal societies except those whose chief activity is customarily carried on as a business	X	C	X
Nursing homes, homes for the aged and convalescent homes	X	C	X
Playgrounds	P	P	X
Police and fire protection facilities	C	C	X
Professional offices	C	C	X
Professional-medical and dental clinics	C	C	X
Public Utility Facilities	C	C	X
Residential Garden	A	P	X
Residential Kennel	X	C	X
Restaurants (under 30 seats)	C	P	X
Restaurants (over 30 seats)	X	C	X
Self-storage	C	C	X
Signs ¹¹	A	A	X
Single one-family dwelling	P	P	X
Site development associated with development for which a zoning permit has been issued	A	A	X
Small scale food processing	X	P	X
Telecommunications facilities	C	C	X
Tourism, Boating	X	C	X
Tourism, Bus Related	X	C	X
Tourism, Motorized Related	X	C	X
Townhouse Dwellings	X	P	X
Triplex Dwellings	X	P	X
Two-family Dwellings	C	P	X

Watershed and reserves and wildlife preserves	P	P	P ¹²
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¹= Unless otherwise specified, all uses are as contained in KGBC Title 18 and are permitted according to the relevant sections thereof.

²= Waterfront Residential Hamlet

³= Mixed Use

⁴= Green Space

⁵= Non-residential uses are subject to 18.40.030(a)(6).

⁶= Non-residential uses must be found to protect the residential character, health, safety, and quiet enjoyment of surrounding properties as contained in the Clam Cove Neighborhood Plan. Where this finding cannot be made, the use may be permitted through the Conditional Use Permit process.

⁷= Zoning Permit applications for uses and structures that require Fire Marshall approval must include said approval.

⁸= Zoning Permit application for uses that include on premise direct customer contact must include or employees, must include a plan for providing emergency medical services.

⁹= Uses must be found to protect the residential character, health, safety, and quiet enjoyment of surrounding properties as contained in the Clam Cove Neighborhood Plan. Where this finding cannot be made, the use may be permitted through the Conditional Use Permit process.

¹⁰= Subject to KGBC 18.40.030(a)(5) and (6)

¹¹= Subject to the provisions of the Sign Development Standards table.

¹²= The green space may be developed only with transportation and utility corridors connecting the Gravina Island Highway to Stensland Avenue and Tongass Narrows.

Development Standards

Standard ¹	WRH ²	MU ³	Grn ⁴
Minimum lot size (sq. ft.)	15,000	15000	N/A
Minimum lot width (ft.)	100	100	N/A
Front yard (ft.)	15	20	N/A
Side yard (ft.)	10	10	N/A
Rear yard (ft.)	20	20	N/A
Parking ^{5,6,7}			

¹= Unless otherwise specified, the standards have the same definition as contained in KGBC Title 18.

²= Waterfront Residential Hamlet

³= Mixed Use

⁴= Green Space

⁵= For properties without vehicular access, off street parking is not required.

⁶= For properties with vehicular access, off-street parking shall be required according to the standards found in KGBC Title 18.

⁷= Parking is not allowed in the green space.

Sign Development Standards

Sign Type ^{1,6,7}	WRH		MU	
	Number ²	Size (sq. ft.)	Number	Size (sq. ft.)
Free standing ³		32	1	50
Projecting		32	1	32
Wall	N/A	32 ⁴	N/A	50 ⁵

¹= Sign types are as defined in KGBC Title 18.

²= Either 1 free standing or 1 projecting sign.

³= Maximum height 10 feet.

⁴= Up to 32 square feet of wall signage.

⁵= Up to 50 square feet of wall signage.

⁶= Signs shall not be artificially illuminated.

⁷= Only governmental notice and public safety signage is allowed in the green space. Private commercial signage is strictly prohibited.