

THE ENVIRONMENT

Anderson and Ketron Islands are rural communities with a strong connection to the surrounding shoreline. Views of Puget Sound throughout the area and the quiet, private island character attract people to visit and live on the islands. Substantial stretches of shoreline on both islands are characterized by steep slopes that limit access to the marine shorelines; however, public parks on Anderson Island provide access to both Puget Sound and the lakes on the island. Developed areas predominantly fall into the medium to low density residential uses, agricultural uses, and small scale commercial uses.



HISTORY OF ANDERSON ISLAND

The following synopsis of Anderson Island history is liberally borrowed, summarized, and rewritten from “Images of America – Anderson Island” written by Elizabeth Galentine and the Anderson Island Historical Society, published by Arcadia Publishing, 2006.

EARLY HISTORY

The Nisqually Tribe of Indians used the shoreline of Anderson Island to fish for salmon and inland areas for harvesting berries. They called the island Kloh-chks. The earliest recorded history referring to the island was documented in 1792, when Peter Puget mapped the island during a trip through south Puget Sound as part of Capt. George Vancouver’s 1791-1794 exploration of the Pacific coast. Charles Wilkes with the U.S. Exploring Expedition named the island in 1841 for Alexander Anderson of the Hudson’s Bay Company. Other names given for the Island between 1846 and 1889 included Fisgard Island and Wallace Island. The name Anderson Island was restored when Washington joined the Union in 1889.

Three brothers from Denmark, John, Andrew, and Christian Christiansen, were the first permanent settlers on Anderson Island. Arriving in the early 1870s, they established a logging operation on the island, and a wharf and wood yard on Amsterdam Bay to service steamships. By 1890 island population had grown to 22.

EARLY 20TH CENTURY

Life on Anderson Island flourished in the early 1900s. Logging, brickyards, steamship activities at Johnson’s Landing, farms, and growing families all contributed to the prosperity. Settlement first occurred along the shoreline and at two inland communities, Yoman and Vega. Initially, travel from place to place on the island was either by trail or boat. The first main road, Eckenstam-Johnson Road, allowed farmers to bring their produce to Johnson’s Landing to be loaded onto steamships.

Transportation in the Puget Sound region into the early 20th century was dominated by steamships, used both for passenger travel and commerce. By the 1930s competition from railroads and highways ended the dominance of the “mosquito fleet” of steamships. Diesel-electric automobile ferries came to Puget Sound in the 1930s, however the first auto ferry began operations from Steilacoom to Anderson Island, McNeil Island, and Longbranch in 1922. By 1921 the population of Anderson Island reached 141, followed by a downward trend resulting from the end of the steamship era, which left the population at 106 in 1950.

INDUSTRY, COMMERCE, AND SERVICES

As services from the mosquito fleet diminished, local stores opened on Anderson Island. The Ehricke Store at the north part of the island and the Carlson Store at the south provided supplies from the mainland as well as produce grown on the island. Mail delivery served post offices in Yoman and Vega. Telephone service began in 1917, with full service arriving in the 1950s. Electricity arrived in 1961, and the fire district was established in 1979. A range of small businesses began to appear in the 1960s; however, a central business district never became established on the island.

The first community project of the early Scandinavian settlers on Anderson Island was to use ten acres donated by Peter Christiansen to build a school, opened in 1881, and designate a site for a cemetery. When school enrollment dwindled to seven in 1968, the Anderson Island School District became part of the Steilacoom Historic School District. The school building is now part of the Anderson Island Park and Recreation District, together with six parks on 300 acres.

The Utopian Social Club of McNeil and Anderson Islands, formed in 1904, was instrumental in fostering the culture and traditions that exist on the Island. A clubhouse was built in 1930 and remains in use today as the Anderson Island Community Club, a gathering place for island residents.

In the early 1960s a 32-lot vacation home development known as Surf and Sands Estates was established on Lake Josephine. During the 1960s other nearby tracts were developed, and in 1966, following further sales and development of land in the area, the Riviera Community Club, consisting of 3,100 lots and 800 homes, was established. Today, Anderson Island continues on as a community that supports residences, agriculture, recreational activities, and a rural island way of life.

HISTORY OF KETRON ISLAND

Much of the following synopsis of Ketron Island history is excerpted and rewritten from information in an unpublished pamphlet titled “The Romance of Ketron” with reference to J.C. Morris and Don Morris.

Prior to European settlement Indians are said to have found Ketron to be a popular location for fishing, clamming, and ceremonial dances and celebrations. The Island was unnamed until the Wilkes expedition of 1841, when the expedition party named the Island after William Kittson, a

recently deceased resident of nearby Fort Nisqually. The Island was given a variety of spellings on maps and documents over several years until the name Ketron eventually took hold. The first known resident of Ketron Island was Captain Warren Gove, who lived there in the 1850s.

Ownership and activity on Ketron Island was sporadic until well into the 1900s. In 1946, J.C. Morris of Anchorage purchased the island, which at the time was undeveloped except for an unopened resort consisting of 60 cabins, a lodge, and a guest house. After a three year period of operation the resort was closed, and preparations were made to develop a residential community. The first residences were built in the early 1960s. Since that time a small number of homes have been built on the island, and a marina on the east side of the island has at various times provided commerce and recreation opportunities to residents and visitors.

PLANNING HISTORY

COUNTY PLANNING

1962 PIERCE COUNTY COMPREHENSIVE PLAN AND ZONING

The first Pierce County Comprehensive Land Use Plan was adopted on April 2, 1962. The Pierce County Zoning Code, which implemented the Comprehensive Plan, was adopted on October 8, 1962. The 1962 Pierce County Comprehensive Plan designated Anderson and Ketron Islands as “Rural Residential.” These rules followed very basic planning principles. Zoning districts were established that dictated the appropriate location for commercial business and residential homes. However, the Plan did not offer much protection from incompatible uses and did not recognize the unique individuality of communities.

1994 PIERCE COUNTY COMPREHENSIVE PLAN

In April 1990, the Growth Management Act (GMA) was passed by the Washington State Legislature. It required Pierce County to update its existing Comprehensive Plan and Zoning Regulations, including community plans. The GMA required Pierce County to develop and adopt a comprehensive plan which would control residential, commercial, and industrial growth. Thirteen goals are listed in GMA to guide policy development in six required elements. The required elements include land use, housing, capital facilities, utilities, rural, and transportation. Pierce County also elected to include four additional elements: environment and critical areas, economic development, community plans, and essential public facilities. Each of the six GMA required elements must conform to specific standards set in the legislation. GMA required cities and counties to plan for growth based on population forecasts. Where growth is allowed, facilities and services must be planned and provided.

In April 1991, interim Growth Management Policies were adopted as a transition between the 1962 Comprehensive Plan and the more complex plan developed under the Growth Management Act. In June 1992, the Pierce County Countywide Planning Policies were adopted. The policies provided the framework and process by which Pierce County and the cities and towns within the County would establish urban growth areas, provide infrastructure and

services, and preserve agricultural and natural resource lands. In November 1994, Pierce County adopted a new Comprehensive Plan. The 1994 Pierce County Comprehensive Plan replaced the 1962 Pierce County Comprehensive Plan in its entirety. The plan established population projections, urban growth areas, and rural areas. The 1994 Comprehensive Plan identified Anderson and Ketron Islands as a rural area, with predominantly a Rural 10 land use designation.

COMMUNITY PLANNING

Pierce County Comprehensive Plan policies located in the Community Plans Element address community autonomy, community character, new community plans, consistency with the Comprehensive Plan, consistency with the Development Regulations-Zoning, transition strategies, and joint planning agreements.

The Community Plans Element of the 1994 Pierce County Comprehensive Plan envisions a local voice in how the Comprehensive Plan and its Development Regulations will be carried out in communities. Community plans exemplify how the objectives and policies of the Comprehensive Plan play out when applied to detailed and specific conditions. They indicate specific land use designations, appropriate densities, and the design standards that should apply in community planning areas. Preserving and building community character while ensuring an efficient and predictable development approval process is a central theme. Community plans help citizens decide what they want to retain and what they want to change at the local level.

Although the Growth Management Act (GMA) does not require comprehensive plans to provide for community plans, Pierce County Ordinance 90-47s directs County officials to prepare a Community Plans Element of the Comprehensive Plan. The majority of the unincorporated County population resides in community plan areas. The Community Plans Element spells out how to coordinate consistency between community plans and the Comprehensive Plan. Community plans must be consistent with the Comprehensive Plan and the GMA.

SCOPE OF THE COMMUNITY PLAN

LEGISLATIVE AUTHORITY TO DEVELOP THE PLAN

The Pierce County Executive and the County Council District #6 Representative coordinated to select a Community Planning Board to develop an update to the 1992 Anderson and Ketron Islands Community Plan. The selection of thirteen Board members, ten from Anderson Island and three from Ketron Island, was executed in a May 2006 letter signed by Executive John Ladenburg and Councilmember Dick Muri.

PURPOSE AND USE OF THE COMMUNITY PLAN

The Anderson and Ketron Islands Community Plan gives details on how the community wants to develop in the future and what standards could be utilized to create and maintain the look and

feel identified in the community plan. In some circumstances, the plan refines the Pierce County Comprehensive Plan to more closely reflect the needs, concerns, and desires of the residents. The plan also identifies actions necessary to implement the community plan, including adopting or revising land use regulations; identifying priorities for use of public funds to develop physical improvements such as roads, ferries, and utilities, sidewalks and street lighting, and residential and commercial development.

CONSISTENCY WITH THE PIERCE COUNTY COMPREHENSIVE PLAN

The Growth Management Act requires consistency between plans and implementing development regulations. Furthermore, the Pierce County Comprehensive Plan Community Plans Element contains specific policies that require consistency between the Comprehensive Plan and community plans. The goals, objectives, principles, and standards in the Anderson and Ketron Islands Community Plan are consistent with the provisions in the Pierce County Comprehensive Plan.

COMPONENTS OF THE COMMUNITY PLAN

VISIONS

Visioning is the process of defining the expectation of what the community could be in the future. Visioning is typically completed through a series of public meetings or workshops structured to allow the community to articulate hopes for the future. Statements, thoughts, and ideas brought forth in the visioning process become the basis for the visions, goals, objectives, and principles of the community plan.

Vision statements can be either: 1) broad - painting a picture of what the community should strive to be like, physically and socially; or 2) focused - to express how the concerns, values, and hopes of the community should be reflected in various topics.

Goals, objectives, and policies (principles and standards) are used to provide measurable statements to fulfill the vision statements and are an integral part of the visioning process.

GOALS

Goals describe a desirable future for the community: identifying who, what, why, and how the broad values and hopes set forth in the vision statement will be accomplished. Goals provide the framework from which objectives, policies (principles and standards), and implementation actions and recommendations will be developed.

OBJECTIVES

Objectives are statements which specifically define goal actions.

POLICIES (PRINCIPLES AND STANDARDS)

Principles set a particular course of action to accomplish objectives. Standards, quantitative or qualitative, are specific benchmarks or targets to be accomplished in the ongoing development of the community.

IMPLEMENTATION ACTIONS AND RECOMMENDATIONS

Implementation actions and recommendations are statements that provide changes to policy documents, regulations, capital facility plans, and statements directing agencies and community groups to revise or develop plans, regulations, and non-regulatory measures.

The vision and all of the goals, objectives, policies, and implementation actions and recommendations are developed through citizen comment and represent the will of the people translated into decision-oriented statements. When applying the policy statements, each should be afforded equal weight and consideration.

PUBLIC INVOLVEMENT

COMMUNITY PLANNING BOARD

The development of the Anderson and Ketron Islands Community Plan could not have been accomplished without the Anderson and Ketron Island Community Planning Board (AIKI CPB). The AIKI CPB consisted of a 13-member group, with ten members representing Anderson Island and three representing Ketron Island. Members represented a variety of interests and geographic locations on the islands. Members' interests included: community boards and commissions, local emergency services, business and real estate representatives, historic preservation interests, environmental interests, property owners, and long time residents.

The AIKI CPB was charged with five main responsibilities: 1) serving as a sounding board for the community; 2) developing a vision statement and community-wide goals for the community plan area; 3) developing policies and implementing actions related to various topics; 4) guiding the development of policies and map changes that address community concerns while remaining consistent with the Comprehensive Plan; and 5) forwarding a draft updated Anderson and Ketron Islands Community Plan to the Pierce County Planning Commission and Pierce County Council.

In early 2006, public outreach on the community plan process began with recruitment of members to serve on the Community Planning Board (CPB). The first CPB meeting was held in August 2006. The CPB first developed a draft vision statement and goal statements for each of the four elements of the plan. An open house was held in November 2006 to give the community an opportunity to review and comment on the vision and goals. Meetings of the CPB were held monthly and occasionally twice monthly through November of 2008. The CPB worked on developing an overall vision for the community, and goal statements and policies for each element of the community plan. Open houses were held on November 5 and 6, 2008. These open houses gave the public an opportunity to review and comment on the draft plan

prior to its transmittal to the Pierce County Planning Commission and County Council. The CPB used the open house forum to solicit important community feedback regarding their proposed recommendations for final AIKI CPB consideration.

SURVEY

BACKGROUND

In August 2006, Pierce County Planning and Land Services (PALS) mailed 2,500 questionnaires to households and property owners within the Anderson and Ketron Islands Community Plan area. The survey was developed by PALS staff and based on a format used in various communities throughout Pierce County in previous land use planning efforts. The survey was intended to help PALS staff and community planning board members assess the community's views regarding a variety of topics including quality of life, natural environment, land use, the economy, community character, and public facilities and services.

METHODOLOGY

Mailings were sent to all property owners on both islands as identified in Pierce County Assessor-Treasurer's records. At the time of cut-off for tabulation, 474 questionnaires were returned completed for a return rate of 19%, which is a higher return rate than for surveys for most other community plans in Pierce County. The results were produced in a cross-tabulation format showing how results break out by place of residence: Anderson Island, Ketron Island, or off-island. Of the 474 completed surveys, 212 respondents lived on Anderson Island, 10 lived on Ketron Island, 190 lived off-island in other locations but own property on one of the islands, and 62 did not indicate place of residence.

The results of the survey were used by the PALS staff and the Anderson and Ketron Islands Community Planning Board to assess community views regarding a variety of issues and were used as an aid in the development of the community plan.

SURVEY SUMMARY

The survey asked questions regarding quality of life; condition of the built and natural environment; economic development; land use planning and related controls; community character; and levels of support for a variety of public facilities and services. The survey results reflected a general satisfaction with the state of the community. The questions attempted to identify and anticipate certain issues such as ferry services, home occupations, and groundwater quality in order to gauge community sentiment.

For quality of life questions addressing current conditions on the islands, presence of woodlands, open spaces, streams, wetlands, shorelines, and other natural features received the highest rating, followed by land use patterns, and then parks, while the lowest ratings were given to jobs, architectural design, and housing.

For questions regarding the natural environment, the highest rates of agreement related to balancing growth with environment, preventing groundwater contamination, maintaining tree

cover, and protecting natural resources. There was less agreement that current stormwater facilities are adequate, and that wetlands need better protection.

On economic issues, there was a high level of agreement that the intersection of Lake Josephine Boulevard and Eckenstam-Johnson Road should continue to be the focal point of business on Anderson Island. There was the greatest level of disagreement to the idea that contractor's yards and outside storage yards should be considered home-based industries.

On community character issues, the statement that new developments should be designed to maintain and promote the rural character of the area received the highest level of agreement, while the least agreement was given to the statement that there should be more residential growth in the area.

On transportation issues, no statements received 50% or more agreement, however the highest level of agreement was with the statement that ferry trips should be increased. There was very little agreement on whether roads should be widened to accommodate more cars, or if new roads should be constructed.

Regarding the provision of public facilities, the highest priority was given to fire protection, ferry services, paramedic staff, and enforcement of illegal junkyards, while the lowest priority was given to a senior center, transit services, and maintaining stormwater facilities.

The survey results were used by the Community Planning Board as an aid in the development of the community plan.

SUMMARY OF THE ANDERSON AND KETRON ISLANDS COMMUNITY PLAN

The Anderson and Ketron Islands Community Plan contains policies and implementing actions for four major subject areas or elements: Land Use and Economic, Community Character and Design, Natural Environment, and the Facilities and Services.

LAND USE AND ECONOMIC ELEMENT

The Land Use and Economic Element addresses issues such as what land uses should be allowed in the various designations and the appropriate intensity of land use in various areas in the community. Rural residential land use designations should maintain a low density rural land use pattern, preserve the rural character, protect environmentally sensitive features, and encourage agricultural and forestry activities within the plan area. On Ketron Island, tourism facilities such as bed and breakfast houses should be allowed, and where new lodging facilities are developed on shoreline locations, provisions for public access to the shoreline should be encouraged. On Anderson Island, priority should be given for developing a community museum or library. Also on Anderson Island, appropriately sited and designed storage facilities should be allowed. Direct marketing of agricultural products should be encouraged on Anderson Island. On both islands aquaculture activities should be mitigated to reduce visual and noise impacts and best management practices should be applied. Processing of aquacultural goods should not be allowed. Forestry is recognized as a historical and desirable land use within the plan area. A Rural Neighborhood Center designation in the vicinity of the marina on the east