Petersburg Borough

12 South Nordic Drive
Petersburg, AK 99833

Meeting Agenda

Planning Commission
Regular Meeting

Tuesday, May 12, 2026	12:00 PM	Assembly Chambers

You are invited to a Zoom meeting.
When: Tuesday, May 12, 2026, 12:00 PM Alaska
Topic: Tuesday, May 12, 2026, Regular Planning Commission Meeting
Please click the link below to join the webinar:
https://petersburgak-gov.zoom.us/j/84657144555?pwd=FQsy5whbh9tIuCJDYpyrZGI1z98pJY.1

Passcode: 405896
Webinar ID: 846 5714 4555
Or Telephone:
(253) 215 8782 US (Tacoma) or (720) 707 2699 US (Denver)

1. **Call to Order**

2. **Roll Call**

3. **Acceptance of Agenda**

4. **Approval of Minutes**

   A. April 20, 2026, Meeting Minutes

5. **Public Comments**
   Public comments are welcome on matters not appearing on the Public Hearing or Consent Calendar but are within the Borough's jurisdiction. Persons wishing to speak should come forward and state their name and address. Issues raised may be referred to staff and, if action by the Commission is needed, may be scheduled for a future meeting.

6. **Consent Calendar**

   A. Acceptance and scheduling of an application from Suzanne Webb for a conditional use permit for a home occupation at 500 Unimak St.

7. **Public Hearing Items**

   A. Consideration of an application from Brian and Carol Kandoll for a variance from the side yard setback requirement to rebuild a shop with covered deck approximately 6' from the property line.

8. **Non-Agenda Items**

A. Commissioner Comments

- Tower overlay
  - Sample Overlay Ordinance
- Data center

B. Staff Comments

- Zoning Practice

C. Next Meeting is June 9, 2026

9. Adjournment

Petersburg Borough

12 South Nordic Drive
Petersburg, AK 99833

Meeting Minutes

Planning Commission
Regular Meeting

Monday, April 20, 2026	12:00 PM	Assembly Chambers

1. Call to Order

The meeting was called to order at 12:00 PM.

2. Roll Call

PRESENT
Commission Chair Chris Fry
Commission Vice-Chair Heather O'Neil
Commission Secretary Sarah Fine-Walsh
Commissioner Joshua Adams
Commissioner Mika Cline
Commissioner Thomas Kowalske

Commission Chair Chris Fry stated that Commissioner Marrietta Davis resigned from the Commission

3. Acceptance of Agenda

The agenda was amended to remove Public Hearing item 7D.

Motion made by Commissioner Adams, Seconded by Commission Secretary Fine-Walsh.
Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

4. Approval of Minutes

A. March 10, 2026, Meeting Minutes

Commission Secretary Fine- Walsh proposed an amendment to the minutes under Public Hearing Item 7D. Where it reads, Commission Secretary Fine- Walsh spoke with concerns that if the Commission denied the variance, then it would be appealed to the Borough Assembly, it should instead read, Commission Secretary Fine- Walsh spoke with concerns that if the Commission approved the variance, it would be appealed to the Borough Assembly and overturned, which would disappoint the applicant.

Motion to approve as amended made by Commission Vice-Chair O'Neil, Seconded by Commission Secretary Fine-Walsh.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

5. Public Comments

None

6. Consent Calendar

None

7. Public Hearing Items

A. Consideration of an application from Scott & Stacey Fredricksen for a variance from the yard setback requirement to allow for construction of a deck within 5 feet of the side and 5 feet from the rear property line at 701 RAMBLER ST (PID: 01-011-552)

Aaron Hankins, Emergency Services Director spoke, he inspected the property and confirmed that there is access in and out of the building on all four sides. He stated publicly that the variance application does not limit emergency access and actually makes it easier.

Motion made by Commission Secretary Fine-Walsh, Seconded by Commissioner Adams.

Commissioner O'Neil spoke to say the physical circumstance for granting a variance is the placement of the home on the lot.

Commissioner Adams added wide open spaces and the satisfying distance between them and the neighbors. This is more exceptional with this property than many others around town.

Commissioner Fine-Walsh referenced the sketch of the home on page 15 of the packet; the location they've chosen to build the proposed deck is best for sunlight. That along with the placement of the home on the lot, this is the best location for a deck.

Stacey Fredricksen, owner of 701 Rambler Street, spoke regarding the reasons for building the deck.

Commissioner Kowalske spoke to say, this plan does not include a roof over the deck, however in the future, if they were to consider a roof, it could extend beyond the deck.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

B. Consideration of an application from Sandy Beach Holdings LLC for a preliminary plat at 410 SANDY BEACH RD (PID: 01-003-275). *Note: Due to a procedural deficiency at the previous meeting, this item will be reconsidered*

Motion made by Commission Secretary Fine-Walsh, Seconded by Commission Vice-Chair O'Neil.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

C. Consideration of an application from Sandy Beach Holdings LLC for final plat approval at 410 SANDY BEACH RD (PID: 01-003-275).

Motion made by Commission Secretary Fine-Walsh, Seconded by Commissioner Adams.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

D. ~~Consideration of an application from Central Council Tlingit Haida for a minor subdivision at 1200 HAUGEN DR (PID: 01-012-010)~~

E. Consideration of an application from the Petersburg Borough for a replat of a portion of N 7th ST and 200 AASLAUG ST (PID: 01-002-339).

Motion made by Commission Secretary Fine-Walsh, Seconded by Commissioner Adams.

Commissioner Fine-Walsh spoke to say this is a good idea, Commissioner Adams and Commission Chair Fry agreed.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

F. Recommendation to the Borough Assembly regarding an application from Robert Funk to purchase borough owned property at 502 LUMBER STREET (PID: 01-011-324).

Motion made by Commission Secretary Fine-Walsh, Seconded by Commission Vice-Chair O'Neil.

Commission Chair Fry said he is in favor of this, Commissioner O'Neil agreed.

Robert Funk spoke as the applicant; his concern is the snow dump on the property and questioned whether the Borough would continue to dump snow there. Commission Chair Fry replied that the Borough would not use private property as a snow dump.

Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

8. Non-Agenda Items

A. Commissioner Comments

- Wireless Communication Facilities Overlay

Commissioner Adams presented photos of potential alternative tower location properties.

The Commission discussed tower locations, wireless facility overlay zoning, and the most effective approach to initiating the overlay process.

The Commission discussed data centers and the initiation of an ordinance development process related to such facilities.

B. Staff Comments

Director Cabrera mentioned there will be agenda items for the May meeting.

C. Next Meeting is May 12, 2026

9. Adjournment

The meeting adjourned at 12:56 PM.

Motion made by Commission Secretary Fine-Walsh, Seconded by Commissioner Adams. Voting Yea: Commission Chair Fry, Commission Vice-Chair O'Neil, Commission Secretary Fine-Walsh, Commissioner Adams, Commissioner Cline, Commissioner Kowalske

HOME OCCUPATION PERMIT APPLICATION

For Borough Use	Date: 4/24/26
Base Fee: $50	Check No. or CC: CC
Public Notice Fee: $70	Received by:
Total: $120	Code to: 110.000.404110

APPLICANT INFORMATION

NAME: Suzanne Webb

PROPERTY INFORMATION

PHYSICAL ADDRESS or LEGAL DESCRIPTION: 500 Unimak St., Apt. B

PARCEL ID: 01010193	ZONE: Single family residential	OVERLAY:

CURRENT USE OF PROPERTY: Single family residential	LOT SIZE: 10,000

PROPOSED USE OF PROPERTY (IF DIFFERENT): Residential and home occupation

WASTEWATER SYSTEM: What is the current or planned system? ☑ Municipal ☐ DEC-approved on-site system

WATER SOURCE: What is the current or planned system? ☑ Municipal ☐ Cistern/Roof Collection ☐ Well

LEGAL ACCESS TO LOT(S) (Street Name): Unimak Street

HOME OCCUPATION STANDARDS

1. Is the occupation conducted entirely within a dwelling or an accessory building? ☑ Yes ☐ No
   If no, please explain on page 4.
2. Will the occupation change the character or appearance of the dwelling? ☐ Yes ☑ No If yes, please explain on page 4.
3. Will there be any visible evidence of the occupation at the dwelling? ☐ Yes ☑ No If yes, please explain on page 4.
4. Will there be any employees who are not residents of the home? ☐ Yes ☑ No If yes, how many?
5. Will any customers be coming to the dwelling? ☑ Yes ☐ No If yes, please describe on page 4.
6. Is there off-street parking to accommodate customers? ☑ Yes ☐ No
7. Is your business registered to collect sales/transient room tax through MuniRevs? ☑ Yes ☐ No

SUBMITTALS

Have you included a site plan showing location and size of area to be used for the home occupation (including storage), and location and size of area available for off-street parking? ☑ Yes ☐ No

SIGNATURE(S)

I hereby affirm all the information submitted with this application is true and correct to the best of my knowledge. I also affirm that I am the true and legal property owner or authorized agent thereof for the property subject herein.

Applicant(s): _____ **Date:** 4/24/2026

Owner (if different from applicant): _____ **Date:** _____

19.72 HOME OCCUPATION - CONDITIONAL USE APPLICATION

Applicant Name: Suzanne Webb

Project Summary:

Applying for conditional use home occupation permit to operate my part time business, Peace at Hand Massage Therapy LLC, at a residentially zoned location.

Please respond to the following conditions of approval as required in Petersburg Municipal Code 19.72.020 below:

(Note: In addition to meeting criteria, all regulations and requirements of Title 19 must be satisfied to qualify for a conditional use permit.)

1. The commission shall consider the suitability of the property, the character of the surrounding property and the economic and aesthetic effects of the proposed use upon the property and the neighboring property. The use will be permitted if it is in harmony with the general purpose and intent of this title and where the use will be in keeping with the uses generally authorized for the zone in which the use is to take place.

No aesthetic changes will be made to the property to indicate home occupation use, and no visible evidence of commercial use will occur.

Customer visits are arranged in advance by appointment only, and this business location will not be posted or advertised in public. There will be no casual drop-in customer traffic.

2. Exits and entrances and off-street parking for the conditional use shall be located to prevent traffic hazards or congestion on public streets.

A large area of off-street parking is available for business use. Only one customer will be on site at a time. Customer visits are expected to number 0--2 per day.

3. In addition to the conditions of subsections (A) and (B) of this section, schools, governmental and civic buildings and other public uses shall meet the following condition: The proposed location of the use and size and character of the site shall facilitate maximum benefit and service to the public.

N/A

HOME OCCUPATION – ADDITIONAL INFORMATION

Applicant Name Suzanne Webb

SURVEYOR'S CERTIFICATE

I HEREBY CERTIFY THAT I HAVE SURVEYED THE FOLLOWING DESCRIBED PROPERTY:

LOTS 1 AND 2 OF BLOCK 209 OF THE BUSCHMANN ADDITION SUBDIVISION OF U.S. SURVEY 283

PETERSBURG RECORDING DISTRICT
AND THAT THE IMPROVEMENTS SITUATED THEREON ARE WITHIN THE PROPERTY LINES AND DO NOT OVERLAP OR ENCROACH ON THE PROPERTY ADJACENT THERETO, THAT NO IMPROVEMENTS ON PROPERTY LYING ADJACENT THERETO ENCROACH ON THE PREMISES IN QUESTION AND THAT THERE ARE NO ROADWAYS, TRANSMISSION LINES OR OTHER VISIBLE EASEMENTS ON SAID PROPERTY EXCEPT AS INDICATED HEREON.

DATED AT PETERSBURG, ALASKA THIS 26TH DAY OF OCTOBER 2001

RICK G. BRAUN, L.S.

STATE OF ALASKA 49TH
Rick G. Braun
LS-#5485
REGISTERED PROFESSIONAL LAND SURVEYOR

NEPTUNE STREET

UNIMAK STREET

LOT 4

LOT 5

210

50.00'

AS-BUILT SURVEY
OF LOTS 1 & 2 OF BLOCK 209 OF THE BUSCHMANN ADDITION SUBDIVISION OF U.S. SURVEY 283 PETERSBURG RECORDING DISTRICT

CLIENT: ERWIN L. & SHARON HOWELL
P.O. BOX 672
PETERSBURG, AK 99833

20 0 20 40 60
GRAPHIC SCALE - FEET

SURVEYOR
RICK G. BRAUN, L.S.
P.O. BOX 211, PETERSBURG AK 99833
PH (907) 772-3986

SURVEY COMPLETED 10/22/01

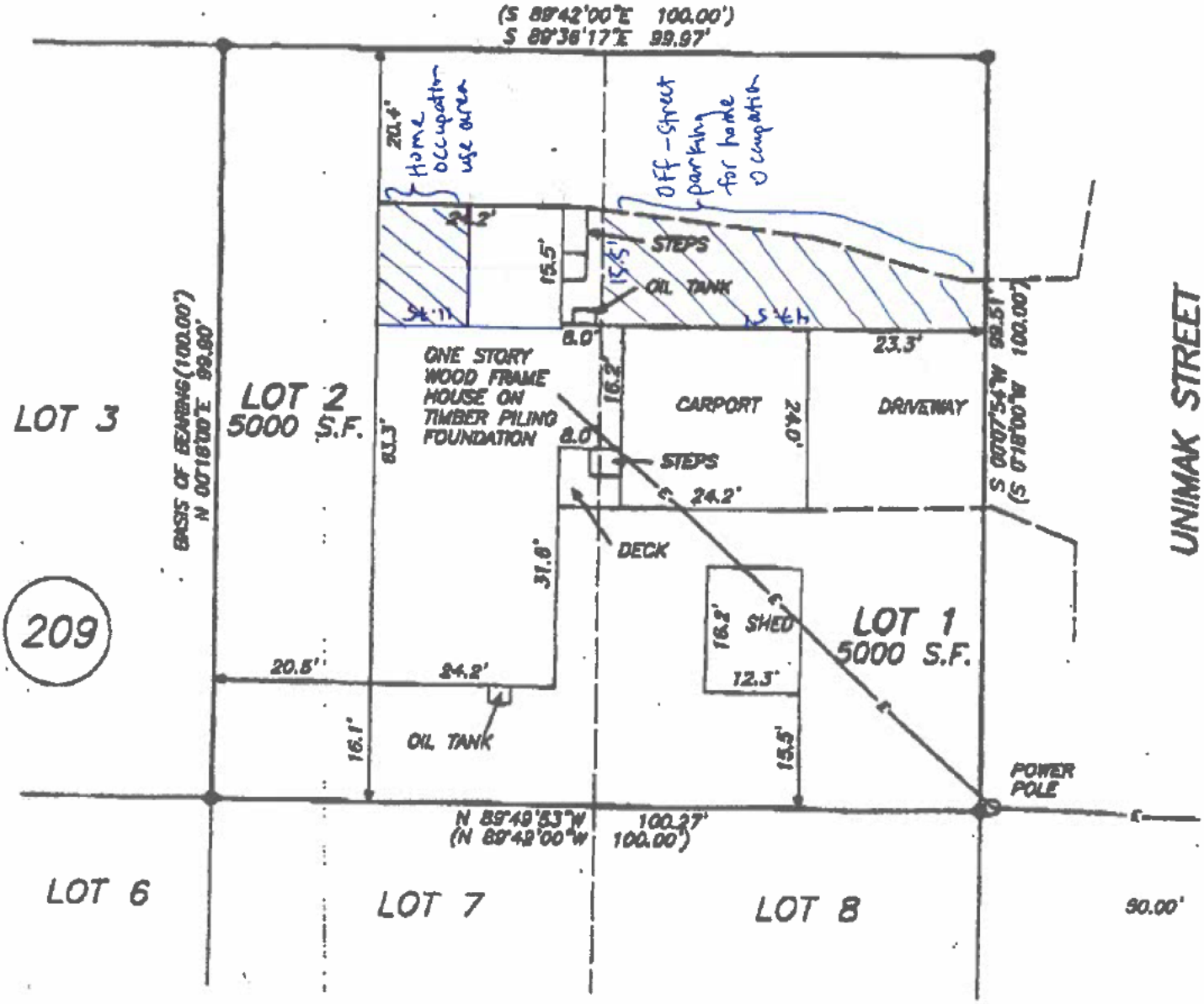
DRAWN BY R.G.B. DRAWING No.H03301

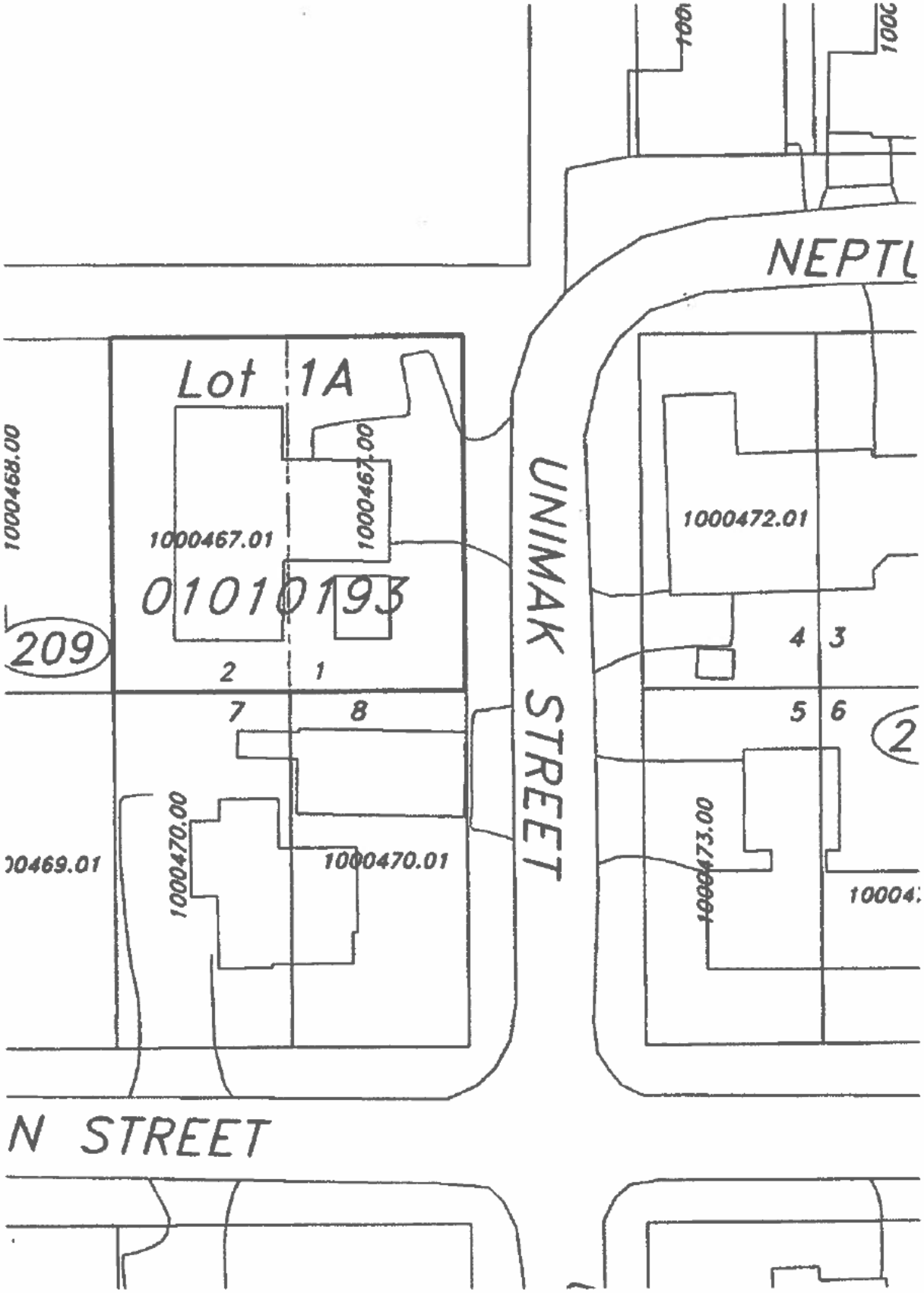
LEGEND

● RICK. G. BRAUN, L.S. SECONDARY MONUMENT ALCAP ON REBAR

NOTE: WHEN MEASURED COURSES DIFFER FROM RECORD COURSES, RECORD COURSES ARE SHOWN IN PARENTHESES.

STANDARD OIL TRACT
PETRO MARINE SERVICES




NEPTU
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UNIMAK STREET
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N STREET

PLANNING COMMISSION STAFF REPORT – 411 SANDY BEACH RD.

Action #	2026-502
Meeting Date:	5/12/2026
Applicant(s):	Brian and Carol Kandoll
Property Owner(s):	-
Agent/Representative:	-
Property Address:	411 SANDY BEACH RD.
Legal Description:	Lot 3A, Plat 81-24
Parcel ID	01-003-129
Acreage/Lot Size	15,765 sf
Current Zoning	Single-family Residential
Comp Plan Designation:	Waterfront-B
Request Type:	Variance

A. EXECUTIVE SUMMARY

Applicant Request	Variance from side yard setback requirement
Staff Recommendation	
Key Issues	Existing structure is legal nonconforming. Applicants would like to rebuild using same footprint. Nonconforming structures must be rebuilt consistent with Title 19 (19.68.040(B)).

B. PROJECT DESCRIPTION

Intended Use	-
Building/Development	Demolish and rebuild shop with covered deck.
Site Improvements	-
Operations Plan	-
Timeline	-

C. Site Characteristics

Topography:	Level, waterfront
Existing Structures:	Dwelling, Carport,
Legal Access:	Sandy Beach Rd
Utilities:	Water, Wastewater, Electric
Flood Zone:	A-4, 25' BFE Proposed project does not meet the definition of substantial improvement per 17.14.170(Q).

D. Zoning and Land Use

Zoning District: Single-family Residential	**Actual Land Use:** Residential

PLANNING COMMISSION STAFF REPORT – 411 SANDY BEACH RD.

District Purpose:	SFR provides a sound and attractive residential neighborhood.
Principal Uses:	Uses outlined in Section 19.20.020 for SFR, include, but are not limited to, single-family homes, two-family homes, and accessory buildings.
Conditional Uses:	Conditional uses outlined in Section 19.20.040 for SFR include, but are not limited to, home occupation, private schools, church, public buildings.

Surrounding Area	Zoning District	Actual Land Use
North	N/A	N/A
South	Single-family Residential	Residential
East	Single-family Residential	Residential
West	Single-family Residential	Residential

E. Lot Development Standards

Standard	Required	Proposed/Existing	Conforms?	Comment
Min. Lot Size	8,000 sf	15,765 sf	Yes	
Setback - Front	20 ft		Yes	
Setback - Side (West)	10 ft	3’	No	Nonconforming existing structure
Setback - Side (East)	10 ft	6.2'	No	Variance requested
Setback - Rear	none	-	Yes	Tidelands
Max. Lot Coverage	35%	17%	Yes	
Road Frontage	80 ft		Yes	
Max. Building Height	2 stories	1 story	Yes	
Parking Spaces	2 per dwelling	2	Yes	

F. Variance Criteria (PMC 19.80.050)

That there are exceptional physical circumstances or conditions applicable to the property or to its intended use or development which do not apply generally to the other properties in the same zone.

Subject property is a developed waterfront lot exceeding minimum standard size and road frontage. Construction of existing dwelling and shop occurred prior to adoption of current setback standards.

That the strict application of the provisions of this title would result in practical difficulties or unnecessary pecuniary hardships.

As the existing dwelling and garage were sited based on smaller setbacks, there is insufficient space to reconstruct shop and meet current yard setback requirements.

PLANNING COMMISSION STAFF REPORT – 411 SANDY BEACH RD.

That the granting of the variance will not result in material damage or prejudice to other properties in the vicinity nor be detrimental to the public health, safety or welfare.

Unlikely the variance will impact other properties or be detrimental to public health, safety or welfare. Maintaining > 5' from property line provides access for fire response.

G. DEPARTMENT REVIEWS

Department	Comments
Public Works	No Comments
PMP&L	No Comments
Fire	No Comments

H. Public Notice. The borough provided public notice consistent with PMC 19.80.040. Notice was mailed by first class mail to the owner of record of the property within a distance of six hundred feet of the exterior boundary of the property that is the subject of the application. See Attachment D for notification list.

I. Findings and Conditions of Approval (see resolution on next page for findings and conditions)

Proposed Motion: I move to approve RESOLUTION 2026-502 to allow construction of a shop with covered deck 6.2' from the side property line at 411 SANDY BEACH RD.

J. Alternatives. The Planning Commission has the following options:
1. Approval of the application as submitted.
2. Approval of the application with staff-recommended conditions.
3. Approval of the application with modified or added conditions.
4. Continue the hearing to allow for additional information or public input.
5. Deny the application.

K. Attachments

A. Maps	**D. Public Notice**
B, Applicant Materials	**E. Property Card**
C. Public Comments	

L. Appeal (PMC 19.92) If approved by the Planning Commission, this decision may be appealed to the Borough Assembly within 10 days of the Planning Commission's decision by the Applicant; a property owner within 600 feet of the subject property; or any governmental agency, that may be adversely affected by the decision. Appeal forms are available at the Borough Clerk's office and must be accompanied by the required fee.

PLANNING COMMISSION RESOLUTION NO. 2026-502

A RESOLUTION OF THE PETERSBURG BOROUGH PLANNING COMMISSION RECOMMENDING APPROVAL OF A VARIANCE FROM THE SIDE YARD SETBACK REQUIREMENT TO REBUILD AN EXISTING SHOP WITH COVERED DECK WITHIN 6.2' OF THE PROPERTY LINE AT 411 SANDY BEACH RD

WHEREAS, on May 12, 2026, the Planning Commission conducted a duly and properly noticed public hearing to consider an application for a variance TO REBUILD AN EXISTING SHOP WITH COVERED DECK WITHIN 6' OF THE PROPERTY LINE AT 411 SANDY BEACH RD, legally described as Lot 3A, Plat 81-24, and

WHEREAS, the applicant and staff presented testimony and evidence, and all interested persons were given the opportunity to provide public testimony regarding the application; and

WHEREAS, the Planning Commission has reviewed the staff report, attachments, and all relevant documents and materials, and has heard all testimony presented at the public hearing; and

WHEREAS, the Planning Commission has considered the proposed request in light of the findings required by PMC 19.80.050; and

WHEREAS, the Planning Commission has made the following findings of fact, based on substantial evidence in the record:

Finding 1: The dwelling, including shop, was constructed prior to adoption of current zoning code and placed on the site based on smaller required setbacks.

Finding 2: The location of the dwelling does not allow sufficient space to reconstruct the existing shop, which is in poor condition, and meet current setback requirements.

Finding 3: It is unlikely the variance will impact other properties or be detrimental to public health, safety or welfare. Maintaining > 5’ from property line provides access for fire response.

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission of the Petersburg Borough hereby approves the variance application, subject to the following conditions:

1. No portion of the structure may be closer than 5’ from the property line.

2. Obtain a building permit prior to construction.

ADOPTED this 12 day of May, 2026, by the following vote:

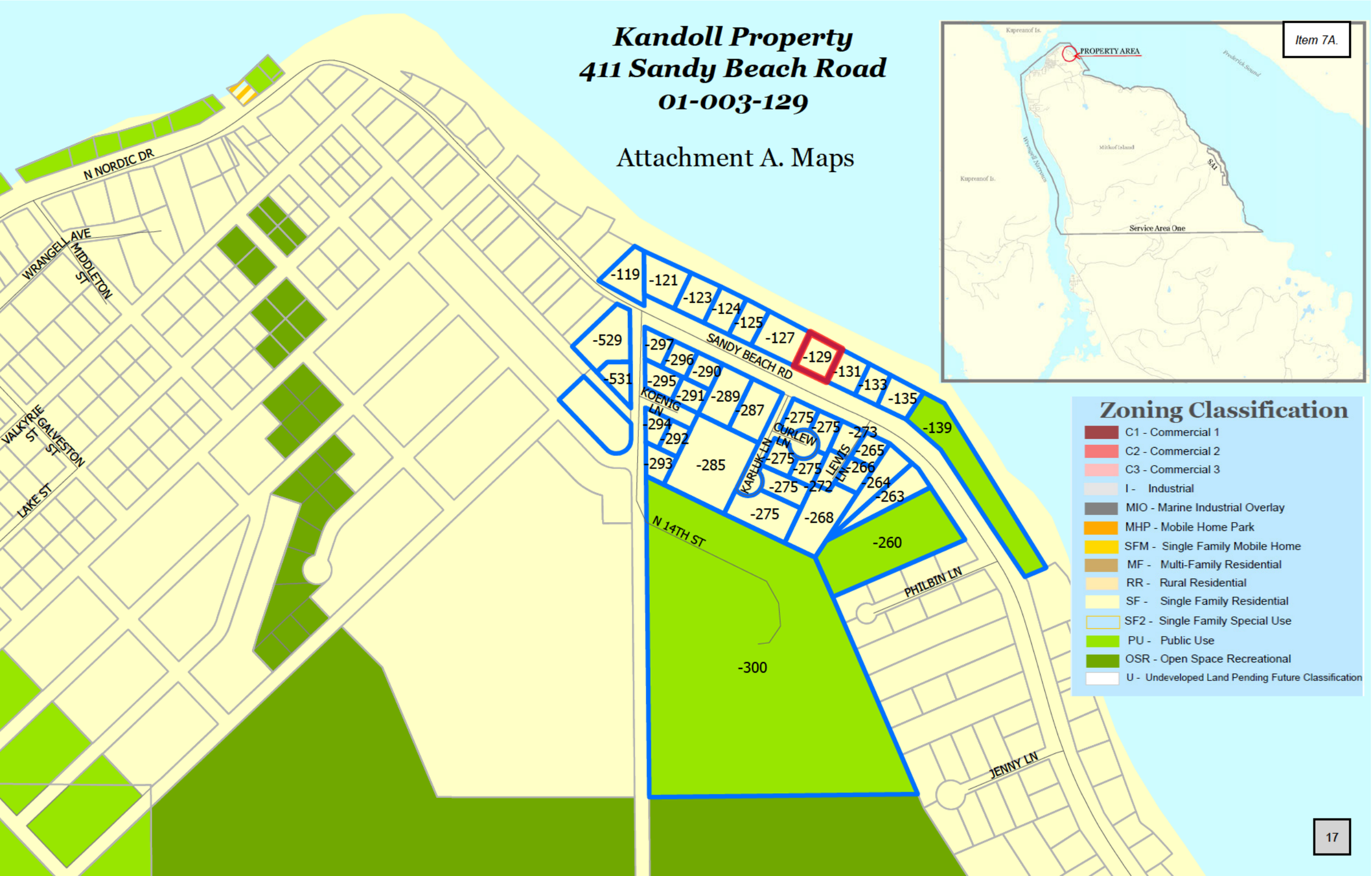
AYE:
NAY:
ABSENT:

_____

Chair, Planning Commission

Kandoll Property
411 Sandy Beach Road
01-003-129

Attachment A. Maps



Zoning Classification

- C1 - Commercial 1
- C2 - Commercial 2
- C3 - Commercial 3
- I - Industrial
- MIO - Marine Industrial Overlay
- MHP - Mobile Home Park
- SFM - Single Family Mobile Home
- MF - Multi-Family Residential
- RR - Rural Residential
- SF - Single Family Residential
- SF2 - Single Family Special Use
- PU - Public Use
- OSR - Open Space Recreational
- U - Undeveloped Land Pending Future Classification

PETERSBURG ALASKA

PETERSBURG BOROUGH VARIANCE APPLICATION

For Borough Use	Date: 4/14/26
Base Fee: $100	Check No. or CC: #7238
Public Notice Fee: $70	Received by: CC
Total: $170	Code to: 110.000.404110

APPLICANT INFORMATION

NAME: Brian Kandoll

PROPERTY INFORMATION

PHYSICAL ADDRESS or LEGAL DESCRIPTION:			Lot Size: 15,765 Sq. Ft.
LOT: 3A	BLOCK: 1	SUBDIVISION: Frederick Sound	PLAT #: 81-24
PARCEL ID: 01-003-129		ZONE: SFR	~~OVERLAY:~~

LEGAL ACCESS AND UTILITIES

WASTEWATER SYSTEM: What is the current or planned system? ☒ Municipal ☐ DEC-approved on-site system

WATER SOURCE: What is the current or planned system? ☒ Municipal ☐ Cistern/Roof Collection ☐ Well

LEGAL ACCESS TO LOT(S) (Street Name): Sandy Beach Road

TYPE OF USE

What is the current use of property?

Single Family Dwelling

What is the proposed use of property?

Single Family Dwelling

SUBMITTALS

Is a site plan included? For new construction, please include elevation drawing. ☒ Yes ☐ No

Photographs can also be helpful to the commission. Photo in packet

SIGNATURE(S)

I hereby affirm all the information submitted with this application is true and correct to the best of my knowledge. I also affirm that I am the true and legal property owner or authorized agent thereof for the property subject herein.

Applicant(s): Brian Kandoll Carol B Kandoll **Date:** April 14, 2026

Owner (if different from applicant): Same **Date:** _____

Owner (if different from applicant): _____ **Date:** _____

19.80 VARIANCE APPLICATION

Applicant Name: BRIAN & CAROL KANDOLL

Project Summary: Would like to Re-build the 22'x24' Shop THAT is ATTACHED to the house, using the existing CONCRETE FOUNDATION, then put a pitched polyCARBONATE CLEAR ROOF over the FLAT ROOF. The existing foundation is 6' from the property line

Please respond to the following conditions of approval as required in Petersburg Municipal Code 19.80.050 below: With the 1' ROOF OVERHANG, IT will bring the ROOF TO 5'2" FROM PROPERTY LINE

(Note: In addition to meeting criteria, all regulations and requirements of Title 19 must be satisfied for the Commission to approve a variance.)

1. What is the exceptional physical circumstance or condition affecting this property?

- ☐ Substandard Lot Area
- ☒ Easements/ROW
- ☐ Stream/Drainage
- ☐ Steep/Unstable Slope
- ☐ Odd Lot Shape
- ☐ Nonconforming Structure
- ☐ OTHER (Please Specify):

2. Explain the exceptional physical circumstances or conditions applicable to the property or to its intended use or development which do not apply generally to the other properties in the same zone.

NOT SURE if THERE WAS A 5' EASEMENT SETBACK WHEN THIS SHOP WAS BUILT IN THE 70'S? SO I CAN'T SAY ANYTHING is EXCEPTIONAL ABOUT THIS, JUST TRYING TO USE the SAME FOUNDATION

3. That the strict application of the provisions of this title would result in practical difficulties or unnecessary pecuniary hardships. *Please explain how your property/project would be affected if you did not receive the variance.*

just the COST of Re-doing the CEMENT

4. That the granting of the variance will not result in material damage or prejudice to other properties in the vicinity nor be detrimental to the public health, safety or welfare. *What is the impact of your project on neighboring properties and the community?*

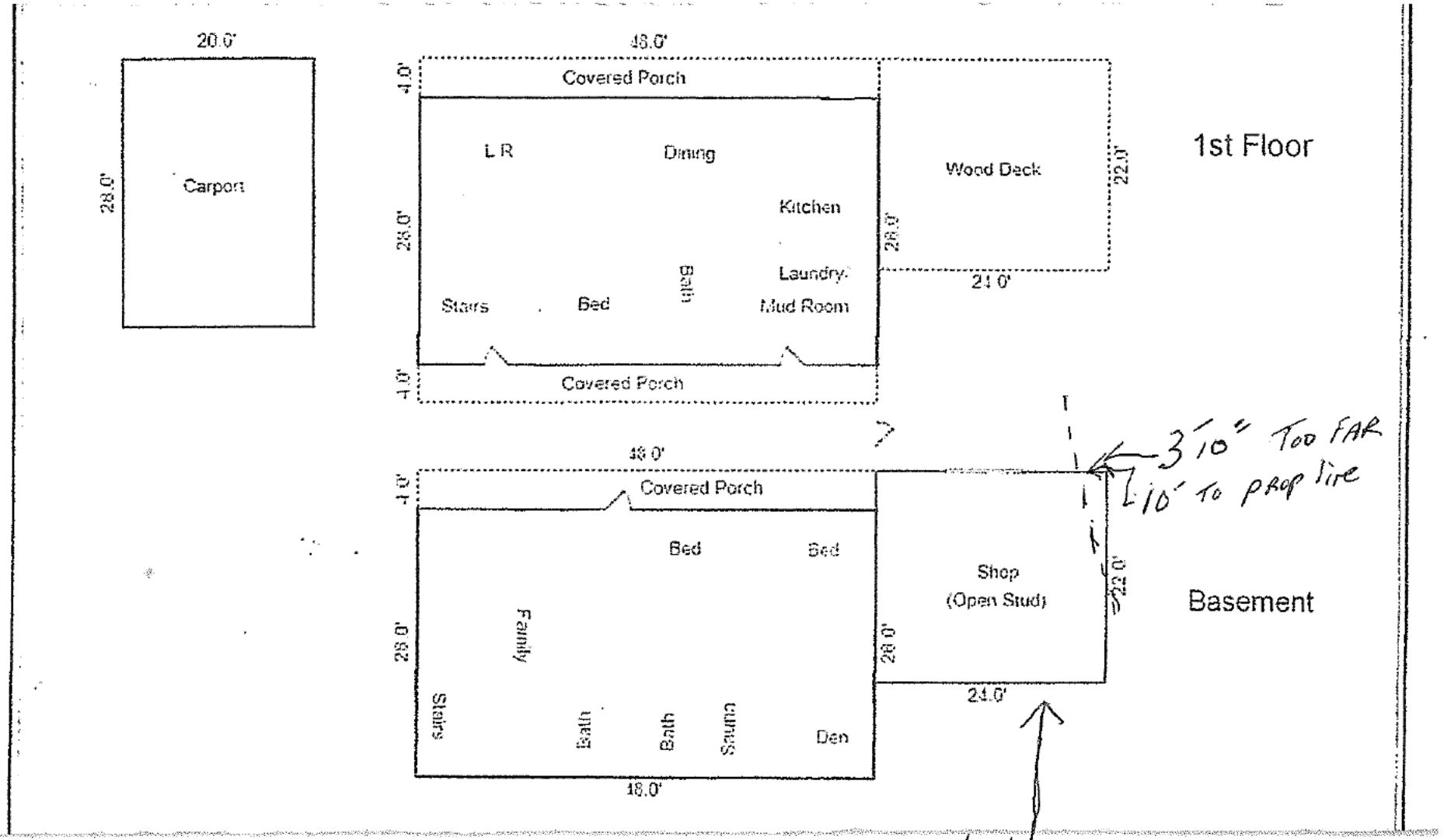
I think it will be more visually APPEALING THAN it is NOW with A NEW ROOF AS OPPOSED TO the FLAT TARRED one

VARIANCE APPLICATION - ADDITIONAL INORMATION

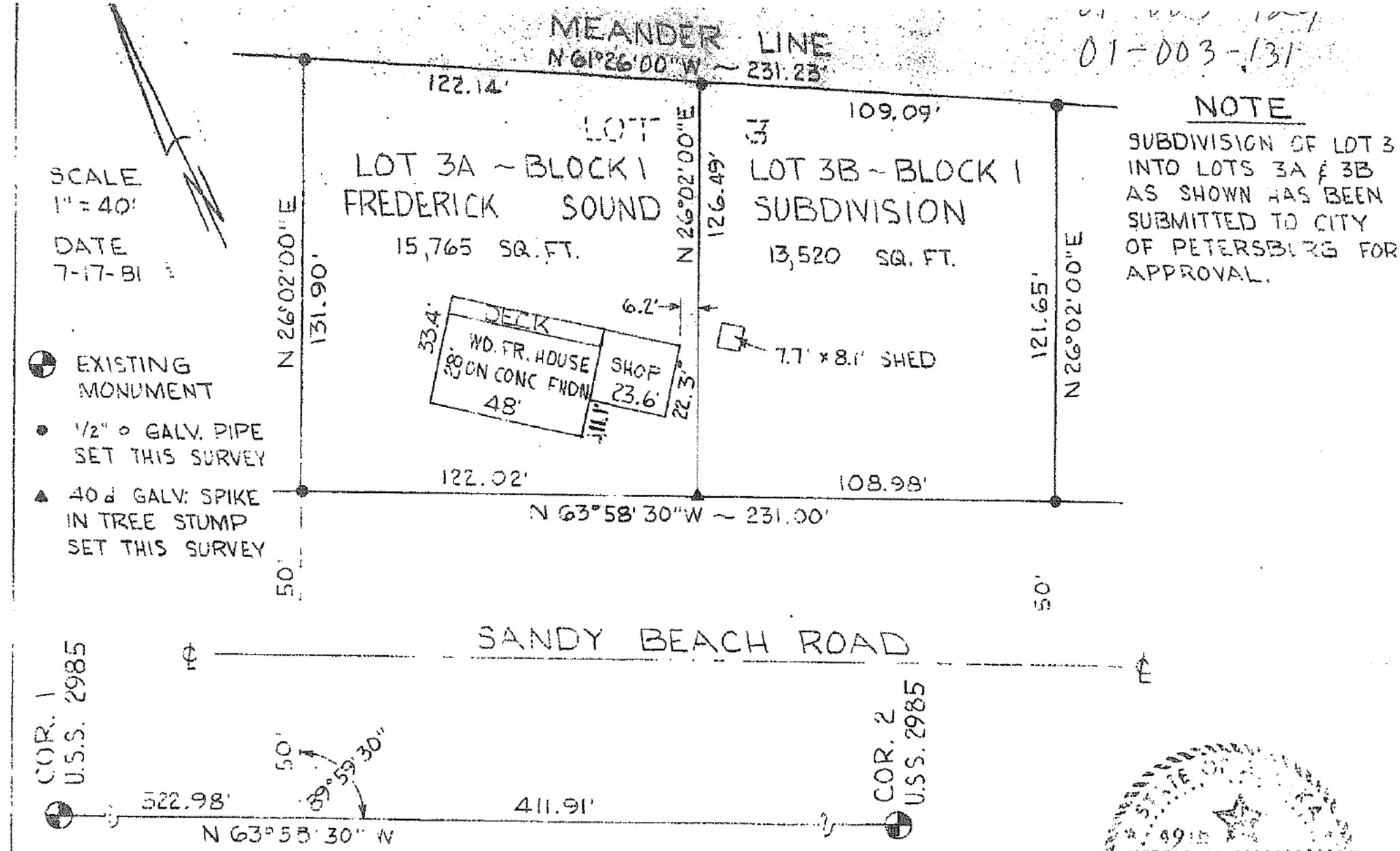
APPLICANT NAME: Brian + Carol Kandell

Included a pkto of the existing shop, looking frim Sandy Beach Road towards the mainland, would not put the fence back on, but have clear panels + a roof similar to our neighbors to the right in the pkto

BRIAN & CAROL KANDOLL
HILL SANDY BEACH RD.



EXISTING SHOP FOR WHICH VARIANCE IS BEING APPLIED FOR



I HEREBY CERTIFY THAT THE COURSES AND DISTANCES HEREON ARE CORRECT; THAT THE PROPERTY CORNERS ARE STAKED AS INDICATED; THAT THE IMPROVEMENTS ARE LOCATED AS SHOWN; AND THAT TO MY KNOWLEDGE THERE ARE NO ENCROACHMENTS.

WAYNE SHORT

PETERSBURG
ALASKA

April 27, 2026

SCHWARTZ ROBERT SCHWARTZ COLLEEN
PO BOX [redacted]
PETERSBURG AK 99833-[redacted]

NOTICE OF SCHEDULED PUBLIC HEARINGS

The Petersburg Borough Planning Commission has scheduled a public hearing to consider:

An application from Brian Kandoll for a variance from the side yard setback requirement to rebuild a shop with covered deck approximately 6' from the property line.

The public hearing and consideration of the application will be held:	**Tuesday, May 12, 2026, at 12:00 PM** Assembly Chambers, Municipal Building 12 South Nordic Drive, Petersburg, Alaska.
The meeting is open to the public. To attend via **ZOOM**, please contact Anna Caulum at 907-772-5409.	

Interested persons desiring to present their views on the applications, either in writing or verbally, will be given the opportunity to be heard during the above-mentioned hearing. Said hearing may be continued from time to time as necessary. If the Planning Commission is unable to meet at the date and time stated above, this application will be considered at a future meeting with no further notice provided except for the general notice provided to the public.

TO SUBMIT WRITTEN COMMENTS TO THE PLANNING COMMISSION	
By Mail:	PO Box 329, Petersburg, Alaska 99833
By Email:	acaulum@petersburgak.gov
Hand-Deliver:	Petersburg Municipal Building, 12 S. Nordic Dr.

The Petersburg Municipal Code (PMC) provides for an appeal of a Planning Commission decision to the Borough Assembly by the property owner or a governmental agency, or any property owner within 600' of the applicant property and requires that such an appeal be filed within 10 consecutive calendar days of the date the decision is made. For more information regarding appeal requirements, please see PMC Chapter 19.92.

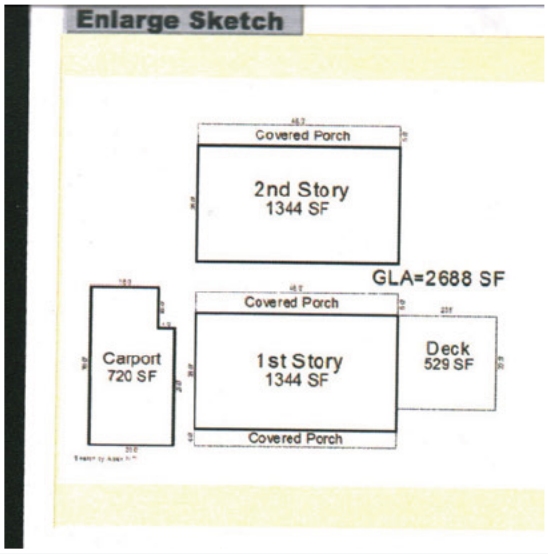
Sincerely,

Liz Cabrera
Community & Economic Development Department

Name1	Name2
CHRIS FRY	
HEATHER O'NEIL	
SARAH FINE-WALSH	
THOMAS KOWALSKE	
JOSHUA ADAMS	
MIKA CLINE	
KANDOLL BRIAN	KANDOLL CAROL
ALASCOM INC PROPERTY TAX DIVISION	
ANDERSON WILLIAM	ANDERSON CHERYL
BALDWIN DAVID L	DAVID LE BALDWIN REVOCABLE LIVING TRUST
BATES JASON	SUSORT KIRSTEN
BOGGS JOSEPH	BOGGS HELEN A
COLLISON JEREMY N	COLLISON MARISSA A
CURTISS TROY E	CURTISS VICKI R
EVENS CRAIG JOHN	EVENS VIRGINIA
EVENS RAY	EVENS BERTHIEL
FINE STEPHANIE	FINE STEPHEN
HURSEY BRIAN SCOTT HURSEY JULIE	HURSEY LIVING TRUST
JUDY RODNEY	JUDY DARCY
LEE ANNE C	
MATTSON CATHY	
MCCAY RODERICK	MCCAY JEAN
MITCHELL BENNY B	
MURRISON NANCY KAYE	
PETERS COLETTE	
RIEMER KATHI R	
ROGERS DENNIS	ROGERS TONI
SANDY BEACH HOLDINGS LLC	
SCHWARTZ MICHAEL O SCHWARTZ KAY L	M&K SCHWARTZ AK TRUST
SCHWARTZ ROBERT	SCHWARTZ COLLEEN
SPIGELMYRE DONALD F	SPIGELMYRE JULIE W
TOLAND KIM B	TOLAND TERI L
VOLK SANDRA	VOLK KEVIN
WARMACK JASON GLENN	EDWARDS WARMACK ASHLEY ELIZA

411 SANDY BEACH RD

Value Year 20



CURRENT OWNER

BRIAN KANDOLL
CAROL KANDOLL
PO BOX [redacted], AK 99833[redacted]

PROPERTY IDENTIFICATION

Parcel #	01-003-129	Use	R - Residential
City Number		Property Type	SFR
		Service Area	SA 1

PROPERTY INFORMATION

Improvement Size	2,688 SF	Year Built	1982 Remodeled	Land Size	15,765 SF
Basement Area		Effective Age		Zone	SF
Garage Size		Taxable Interest	Fee Simple		

LEGAL DESCRIPTION

Plat #	81-24	Lot #	3A	Block	1	Tract		Rec. District	Petersburg - 110

Describe | Date Recorded

EXEMPTION DETAIL

PROPERTY HISTORY

Year	Taxable Interest	Land	Improvement	Assessed Value	Exempt Value	Taxable Value	Trending
2026	Fee Simple	$217,600	$227,800	$445,400	$0	$445,400	
2025	Fee Simple	$224,800	$227,800	$452,600	$0	$452,600	Land +7%
2024	Partial Exempt	$210,100	$227,800	$437,900	-$150,000	$287,900	Res +11%
2023	Partial Exempt	$210,100	$205,200	$415,300	-$150,000	$265,300	Res +20% Land +12%
2022	Partial Exempt	$187,600	$171,100	$358,700	-$150,000	$208,700	

PETERSBURG BOROUGH
ORDINANCE #2025-04

AN ORDINANCE AMENDING CHAPTER 19, ZONING, OF THE PETERSBURG MUNICIPAL CODE TO ESTABLISH OVERLAY ZONES WITHIN MUNICIPAL ZONING REGULATIONS, AND TO CREATE A MARINE-INDUSTRIAL OVERLAY ZONE

WHEREAS, overlay zones are special zoning subdistricts, which are placed over a portion of an underlying zoning district to modify the uses and standards for the area of that Zone; and

WHEREAS, the Borough Assembly believes that the adoption of provisions regarding overlay zones within Service Area No. 1 would be beneficial; and

WHEREAS, a portion of the waterfront area of Service Area No. 1 is currently located within the Industrial District (I-1), and a number of tideland parcels are located within that District, the majority of which are borough-owned and may be sold or leased in the future; and

WHEREAS, Petersburg has a long and rich history as a commercial fishing community, and the availability of tidelands for marine industrial uses is essential for the continued success of commercial fishing and for the economic well-being of our community; and

WHEREAS, the lease or sale of tidelands without ensuring that those parcels are used for marine industrial purposes may limit the availability of land for essential facilities like boatyards, processing plants, and public docks; make it difficult for marine industrial businesses to establish or expand; or lead to development that may not be compatible with marine industrial uses; and

WHEREAS, the creation of a dedicated marine industrial overlay zone can ensure tidelands properly remain available for essential commercial fishing and other marine industrial uses; and

WHEREAS, the Borough Assembly wishes to adopt zoning provisions applicable generally to the establishment of overlay zones, and further wishes to create, consistent with those provisions, a new marine industrial overlay zone within the Industrial (I) Zone of Service Area No. 1, the boundaries of which are reflected in attached Exhibit A.

THEREFORE, THE PETERSBURG BOROUGH ORDAINS, Title 19, *Zoning*, of the Petersburg Municipal Code, is hereby amended as follows:

Section 1. Classification: This ordinance is of a general and permanent nature and shall be codified in the Petersburg Municipal Code.

Section 2. Purpose: The purpose of this ordinance is to allow for Overlay Zones under Title 19, *Zoning*, of the municipal code, and to establish the standards for a Marine Industrial Overlay Zone.

Section 3. Substantive Provisions: Title 19 of the Petersburg Municipal Code is hereby amended as follows. The language proposed for addition is **underlined and bold**, and the language proposed for deletion is ~~struck through~~.

A. New Section. Chapter 19.04, *Definitions*, is hereby amended by adding a new section 19.04.582, entitled Overlay Zone, to read as follows:

19.04.582 - Overlay Zone

An Overlay Zone is a special zoning subdistrict, placed over an existing zoning district or districts, which establishes special provisions applicable to the land located in the subdistrict in addition to those established for the underlying district. The Overlay Zone may add new standards or uses, or delete or modify existing standards or uses governing the underlying district. An Overlay Zone may share common boundaries with one or more districts, may overlay only part of an underlying district, or may overlap, in part, different district boundaries.

B. New Section. Chapter 19.08, *Districts*, is hereby amended by adding a new section 19.08.015, entitled Overlay Zones, to read as follows:

19.08.015 - Overlay Zones.

An Overlay Zone may be placed over any use district established under section 19.08.010, pursuant to the provisions of Chapter 19.50 of this Title.

C. New Chapter. A new Chapter, entitled Overlay Zones, is hereby added to Title 19, to read as follows:

Chapter 19.50. Overlay Zones

19.50.010 - Purpose.

This Chapter establishes the Overlay Zones permitted under this Title. An Overlay Zone may, without limitation, be used to impose supplemental restrictions on uses in the underlying district, permit uses otherwise not permitted in the underlying district, or implement a site or architectural design program in order to fulfill specific community objectives.

19.50.020 - Applicability.

A. Overlay Zones shall be established, and thereafter amended, under the provisions of Chapter 19.84 of this Title. Overlay Zones shall be shown on the borough's official zoning map.

B. The standards of an Overlay Zone apply in addition to the standards of the underlying district. In the case of a conflict between the standards of the underlying district and the Overlay Zone, the standards of the Overlay Zone shall apply.

C. An Overlay Zone may further establish Designated Specific Areas that are areas within the Zone subject to additional regulations aimed at preserving or enhancing the unique characteristics of the Zone.

D. Unless otherwise prohibited herein, a variance from the standards of an Overlay Zone may be granted by the planning commission under the procedures and conditions of Chapter 19.80 of this Title, except that a variance cannot be utilized to allow a use which is prohibited or otherwise not permitted within the Overlay Zone.

19.50.030 - Identification of Overlay Zones.

The following Overlay Zones are herein established:

A. Marine Industrial Overlay (MIO).

19.50.040 - Marine Industrial Overlay Zone.

A. Purpose. The Marine Industrial Overlay (MIO) Zone is established to protect and promote the maritime economy by restricting uses on certain land or tidelands to:

1. Protect the finite economic resources of marine waterfront and related land;
2. Shield the maritime economy, including commercial fishing and marine industry, from incompatible uses; and
3. Strengthen the maritime economy by reserving waterfront land for water-dependent marine industrial uses and marine industrial uses which directly provide goods and services to water-dependent uses. For purposes of this section, water-dependent uses are those uses and activities that can only be conducted on, in, or directly adjacent to the water body due to an inherent need for water access.

B. MIO Zone Map. Upon adoption of this ordinance, the MIO Zone is hereby made applicable to the areas shown on Maps A and B on Exhibit A hereto, which shall be incorporated into an MIO Zone Map and made a part of the borough's official zoning map. Subsequent amendments to the boundaries of the MIO Zone shall be adopted under the provisions of Chapter 19.84 of this Code.

C. Principal uses. The following are the only permitted principal uses in the MIO Zone:

1. Harbors, marinas, moorage facilities,
2. Float plane and boat launch facilities;
3. Cargo terminals for marine commerce or industry, and marine fuel dock terminals;
4. Construction, maintenance, and repair of vessels including marine engine repair, marine electronics, and marine refrigeration;
5. Harbormaster's offices;
6. Seafood processing plants and cold storage facilities;
7. Vessel sales and supply;
8. Vessel and fishing gear storage facilities;
9. Boat rigging operations;
10. Retail businesses whose predominant business is the sales of goods and services used in manufacturing, repairing, or servicing vessels or marine industrial facilities; and
11. Marine passenger terminals.

D. Accessory uses. The following are the only permitted accessory uses in the MIO Zone:

1. A watchman or caretaker dwelling that is no larger than eight hundred (800) gross square feet in size; and
2. Uses and structures that are clearly incidental and subordinate in size and scale to the principal use, and which are located on the same lot.

E. Prohibited uses. Any use that is not a principal or accessory use set out in paragraphs C and D above. For clarity purposes, any principal, accessory, conditional or other use that would otherwise be permitted in the Industrial (I-1) zone is specifically prohibited in the MIO Zone, excepting those uses expressly set out in the preceding paragraphs.

F. Existing Uses. Legally established uses existing prior to the adoption of the MIO Zone may be allowed to continue provided that they meet the requirements of Chapter 19.68 of this Title.

G. Development Standards within the MIO Zone.

1. Lot development standards in the MIO Zone will adhere to the requirements of Sections 19.44.050-.080 of this Title.
2. Notwithstanding the provisions of Chapter 19.64, off-street parking within the MIO Zone shall equal 40% of the spaces required under Section 19.64.010.

H. Designated Specific Areas within the MIO Zone.

1. Scow Bay Turnaround – In the Scow Bay Turnaround designated area, as shown on the MIO Zone map, the only uses permitted are the principal uses set out in paragraph C above. All other uses are prohibited, including any accessory uses.

Section 4. Severability: If any provision of this ordinance or any application to any person or circumstance is held invalid, the remainder of this ordinance and the application to other persons or circumstances shall not be affected.

Section 5. Effective Date: This Ordinance shall become effective immediately upon final passage.

PASSED AND APPROVED by the Petersburg Borough Assembly, Petersburg, Alaska this 5th day of May, 2025.

Mark Jensen, Mayor

ATTEST:

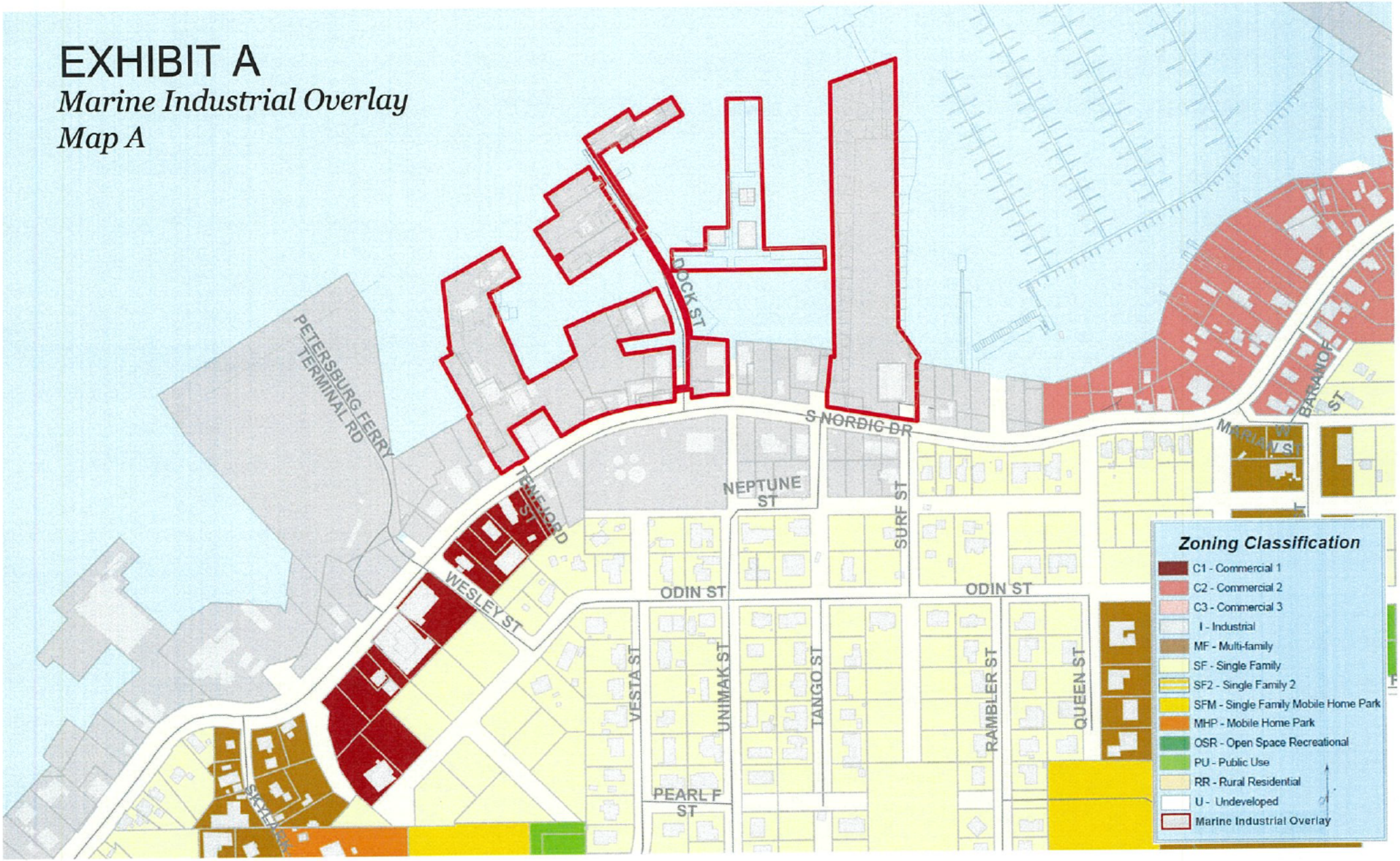
Rebecca Regula, Borough Clerk

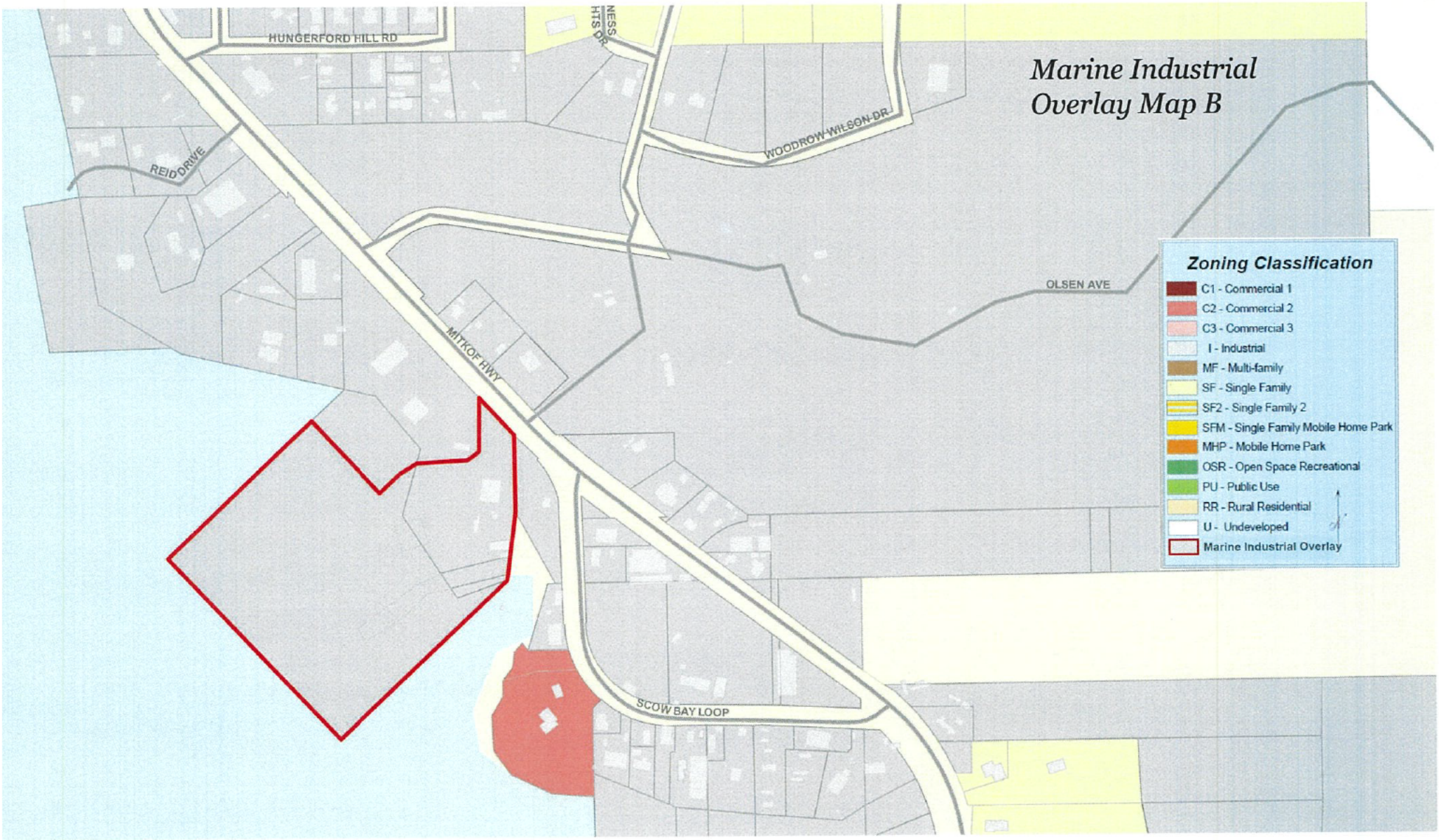
Adopted: 5.5.2025
Noticed: 5.8.2025
Effective: 5.5.2025

EXHIBIT A

Marine Industrial Overlay

Map A




Marine Industrial
Overlay Map B
HUNGERFORD HILL RD
REID DRIVE
WOODROW WILSON DR
OLSEN AVE
MITKOF HWY
SCOW BAY LOOP
Zoning Classification
C1 - Commercial 1
C2 - Commercial 2
C3 - Commercial 3
I - Industrial
MF - Multi-family
SF - Single Family
SF2 - Single Family 2
SFM - Single Family Mobile Home Park
MHP - Mobile Home Park
OSR - Open Space Recreational
PU - Public Use
RR - Rural Residential
U - Undeveloped
Marine Industrial Overlay

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APA

ZONING PRACTICE

Unique Insights | Innovative Approaches | Practical Solutions

Modernizing Adequate Public Facilities Practices

In this Issue:

Modernizing Adequate Public Facilities Practices

By Courtney Powell, AICP

The concept of adequate public facilities (APF) or *concurrency* is relatively straightforward in principle: Approve growth only when public facilities, such as transportation, water and sewer systems, schools, parks, and emergency services, can accommodate the increased demand while maintaining an acceptable level of service (LOS). Designed to ensure that development proceeds only when the necessary infrastructure is available or is being planned, APF serve as both a safeguard and an occasional constraint.

Although APF is not a new concept, APF systems have, historically, relied on single-mode metrics, such as intersection delay or seat counts, and use binary pass-fail tests to gauge success. When based on outdated, incomplete, or inflexible data, APF can be a significant barrier to needed housing, particularly in regions already experiencing affordability challenges. As communities expand their goals to include complete streets, Vision Zero, increased transit ridership, attainable housing, climate resilience, and environmental justice, these older frameworks frequently conflict with modern ambitions.

This issue of *Zoning Practice* explores how planners can reframe APF as an adaptable, outcome-oriented tool that effectively aligns growth approvals with future-oriented priorities. It begins with a summary of challenges associated with outdated APF systems before highlighting a range of considerations for APF reforms.

A new roundabout built as part of a roadway extension project in Pasco County, Florida (Credit: WGI)

APF Foundations

Adequate public facilities (APF) requirements emerged in the 1970s as jurisdictions faced challenges related to rapid growth, inadequate investment, and inconsistent service quality. This section reviews enabling legislation, key elements of APF, tools used to assess compliance, and common examples of how these elements are put into practice.

Legal Basis

An effective APF regulatory system is grounded in statutory authorization, ensuring alignment with the comprehensive plan, capital improvements program (CIP), and transportation plans.

APF are adopted locally, but the power to enact them is often delegated through state land use enabling statutes (Table 1). Therefore, localities craft their own standards, including APF provisions in zoning, subdivision, or development regulations. Additionally, enabling statutes tend to set broad parameters with limited direction on or require standardized practices for data collection, infrastructure inventories, or model update cycles.

Core Elements of APF Systems

APF aim to protect communities from overextended services, degraded public safety, and unsustainable fiscal liabilities. Most APF systems include several interrelated components that together define how adequacy is evaluated, when it is tested, and how deficiencies are addressed.

Facilities and Other Service Areas

APF systems define where capacity must be evaluated and for which public services new development must demonstrate capacity. The goal is to ensure that growth aligns with the ability of public facilities, such as transportation networks, schools, water and sewer systems, stormwater infrastructure, parks, and emergency services, to maintain the adopted service-level standards.

Performance Measures and Thresholds

Performance measures translate facility adequacy into quantifiable criteria. These metrics define what "adequate" means for each service and establish the thresholds a development must meet. Planners and local officials often document performance measures in APF manuals or development regulations and apply them during development review processes.

Timing of Concurrency

Timing rules specify when in the development process a capacity test must be passed. Appropriate APF systems ensure that public facilities are available "concurrent with" the impacts of new development. Tiered concurrency ensures that facilities are evaluated with increasing precision as project details become firmer, reducing risk for both developers and the jurisdiction.

Pathways to Mitigation

When a facility fails the adequacy test,

Table 1. Examples of Enabling Statutes for Adequate Public Facility Regulations

State	Authority to Adopt APF Regulations
Florida	Establishes statewide concurrency requirement for sanitary sewer, solid waste, drainage, and potable water systems and authorizes counties and municipalities to establish concurrency requirements for other facilities (§163.3180)
Maryland	Explicitly authorizes counties and municipalities to require adequate public facilities (Land Use §7-101)
Washington	Requires counties and municipalities planning under the Growth Management Act to adopt and enforce adequate public facilities ordinances for transportation facilities (§36.70A.070(6)(b))

mitigation pathways provide mechanisms for development to proceed while addressing impacts. This maintains flexibility and ensures growth does not halt unnecessarily. These tools allow jurisdictions to maintain concurrency without stifling development.

Validation and Vesting

Validation and vesting policies determine how long an APF approval remains valid and under what conditions a project retains its rights. This provides certainty for developers, while allowing the jurisdiction to adjust to changing facility conditions. This balance ensures predictability while preventing long-term locking of capacity that may no longer exist.

Tiered concurrency ensures that facilities are evaluated with increasing precision as project details become firmer, reducing risk for both developers and the jurisdiction.

Monitoring and Reporting

Ongoing monitoring ensures that the APF system remains accurate, transparent, and responsive. Reporting ties regulatory decisions to real-world facility performance and builds public trust. Robust monitoring closes the loop between development decisions, facility investment, and community outcomes.

Challenges with Outdated APF Systems

When poorly designed or applied rigidly, APF systems can constrain housing production, especially in infill locations and high-demand markets where developable land is limited. In those contexts, APF determinations can delay or stop projects even when on-the-ground conditions are stable or improving. In regions with acute housing shortages, delays in development approval directly translate into lost units, increased costs, and diminished public trust in planning processes.

Outdated, Incomplete, or Inflexible Capacity Assessments

APF do more than gatekeep development. At their best, they connect land use decisions to infrastructure investment so that growth occurs where services can support it. In many communities, however, capacity assessments rely on static datasets or projections that no longer reflect real conditions. When facility inventories and LOS calculations are updated infrequently, decisions can end up resting on assumptions that are no longer accurate.

For example, in some jurisdictions, schools are identified as over capacity using student-generation projections that were developed years ago, despite changing demographics or declining enrollment. In other cases, traffic impacts are estimated using generalized trip-generation rates that do not reflect proximity to transit, the presence of multimodal infrastructure, or trends in reduced vehicle ownership. In these situations, development may be halted not because capacity is truly unavailable, but because the measures used to define "adequacy" do not match current conditions.

Many APF programs also lack forward-looking scenario modeling. While APF are intended to protect the public from infrastructure deficiencies, they often operate as short-term, reactive checks. Capacity is measured at a single point in time, with limited consideration of planned improvements, shifting demographics, or changing travel behavior. Over time, that approach can unintentionally work against the very outcomes communities are trying to achieve, including sustainable growth patterns.

Misaligned LOS Standards

Traditional APF systems typically evaluate infrastructure against LOS standards. Under this approach, a facility is considered "adequate" when it performs within adopted thresholds under both existing and forecasted-demand conditions. These LOS standards are viewed as rigid and have the potential to misalign with the intricacies and variabilities of infill and transit-oriented development (TOD), often leading to project delays or requiring mitigation methods that in practice are not appropriate.

Applying the same LOS thresholds to very different contexts can compound the problem. For example, using identical traffic standards for urban infill and greenfield

A strategic potential development site near transit and major employment centers, with walkable access to a school with falling enrollment (Credit: WGI)

development overlooks the lower per-capita infrastructure burden of compact, location-efficient housing. The result can be a system that discourages appropriate infill while allowing sprawl to advance in places that are less efficient to serve.

Traditional transportation LOS frameworks, especially those built around vehicle delay or intersection capacity, often assume that streets, travel behavior, and transportation system expectations are uniform across geographies. In reality, the core components of mobility and public-realm function differ dramatically between urban, suburban, and rural environments. Reframing LOS criteria to reflect these differences allows planners to evaluate performance more accurately and align infrastructure decisions with the character and needs of each setting.

For instance, urban areas prioritize multimodal movement, safety, transit reliability, pedestrian access, and curbside flexibility. In contrast, suburban areas tend to focus on regional travel, school access, commercial corridors, and vehicle throughput balanced with growing multimodal needs, and rural areas typically emphasize long-distance travel, freight, agricultural vehicles, and emergency response over multimodal density. This demonstrates that transportation modes and priorities vary by geography, and a single LOS metric, even if it is a modern multimodal one, will likely measure the wrong things if it does not reflect what it looks like in that environment. There is also a risk of implementing mismatched mitigation measures, such as overbuilding roadways, underbuilding multimodal facilities, or adding signalization or widening that is not warranted.

Fragmented Data Management

A related challenge is the fragmented nature of infrastructure data. Transportation agencies, school districts, utilities, and emergency services often track capacity in separate systems, using different assumptions, update schedules, and reporting formats. Without a shared, transparent platform, planners and decision-makers are left with an incomplete picture that can distort approvals or denials. In practice, these gaps can also lead to mitigation requirements that are poorly targeted or mismatched to actual needs.

For example, a transportation agency may update its corridor capacity model annually, while the local school district only revises enrollment projections every three years. A mixed-use development could be approved because traffic capacity appears sufficient, yet the school system may be on the verge of overcrowding within that same geographic area, a conflict that no single

reviewer can see without integrated data.

In another example, a utility provider might still show adequate water or sewer capacity in its decade-old GIS layers, even though recent repairs or emergency restrictions have reduced real-world performance. If planners rely on outdated utility data, they may require a developer to fund off-site road improvements when the actual bottleneck is a sewer pump station that will not be addressed through the assigned mitigation. This mismatch not only misallocates resources but also delays the improvements that are truly needed to maintain service adequacy.

Reform Options for APF Systems

As communities reconsider how their APF systems support growth and resilience, planners and decision-makers increasingly face questions about when and how to adjust core APF system components. Modernizing APF systems requires a comprehensive reassessment of the underlying regulatory components to ensure continued alignment with contemporary planning objectives.

Update Core APF Elements

Updating the core elements of an APF system can significantly affect development feasibility, infrastructure investment, and long-term community outcomes.

Service Areas

Service areas should reflect how each facility actually functions. Right-sized subareas, such as transportation corridors or districts, school feeder patterns, utility pressure zones and sewer sheds, stormwater catchments, parks service radii, and emergency response districts, support more accurate and defensible adequacy determinations.

Local regulations should designate service areas based on how each facility functions:

- **Transportation:** Service areas can be rooted in multimodal network units like corridors, nodes, or traffic analysis zones or established using an overlay to define specialized pedestrian/bicycle districts or transit priority zones.

Compact, location-efficient housing in San Marcos, Texas (Credit: WGI)

- **Schools:** Service areas are typically organized by attendance boundaries or feeder patterns so that residential development is evaluated against capacity in the relevant cluster.
- **Water/Sewer:** Service areas can use pressure zones, drainage basins, and sewer sheds that reflect engineering realities and treatment plant service limits.
- **Stormwater:** Service areas can be mapped as catchments or sub-watersheds to align concurrency with hydrologic impacts.
- **Parks and EMS:** Service areas can use radii, response time districts, or neighborhood service zones.

Performance Measures

Performance measures translate adequacy into measurable criteria. Many jurisdictions are moving beyond vehicle congestion to multimodal and service-specific indicators such as transit frequency and reliability, pedestrian safety and connectivity, low-stress bicycle network coverage, stormwater storage and infiltration targets, utility flow constraints, and emergency response time standards.

Local regulations increasingly apply multimodal and service-specific criteria

beyond traditional road congestion metrics:

- **Transit:** Performance measures can establish reliability standards, maximum headways in transit corridors, or minimum service frequencies.
- **Pedestrian and Bicycle:** Performance measures can use sidewalk coverage, intersection crossing safety scores, network connectivity indices, or protected bike lane access.
- **Emergency Services:** Performance measures can be required response times, staffing ratios, or coverage distances.
- **Water/Sewer:** Performance measures can set benchmarks tied to treatment capacity, flow limits, pressure minimums, or fire-flow requirements.
- **Green Infrastructure:** Performance measures can use stormwater storage or retention thresholds, infiltration requirements, and volume control targets.

Concurrency should be tested when it is most meaningful for each facility type.

Timing Updates

Concurrency should be tested when it is most meaningful for each facility type. For example, stormwater adequacy is often best assessed during site engineering review, while water and sewer capacity may be most accurate at the point of connection or certificate of occupancy. Phased concurrency checkpoints can reduce uncertainty for large projects and allow the jurisdiction to reassess adequacy as conditions evolve.

Concurrency checks occur at multiple milestones depending on the facility:

- **Transportation & Schools:** Concurrency is tested during site plan review and again at building permit review or at phased milestones to reflect cumulative impacts over time.
- **Water/Sewer:** Concurrency is tested during certificate of occupancy review, aligning with the physical connection of the building to the utility system.
- **Stormwater:** Concurrency is assessed during site plan review when engineering designs are submitted.

Mitigations

A modern mitigation menu helps development proceed while addressing impacts. Beyond traditional roadway widenings, mitigation can include mobility or impact fees, targeted multimodal improvements, green stormwater infrastructure, transit operations contributions, transportation demand management (TDM) commitments, school capacity partnerships, development agreements, and performance bonding.

Local regulations can authorize an array of situation-specific mitigation methods:

- **Impact or Mobility Fees:** These are standardized monetary contributions to systemwide improvements.
- **Off-Site Improvements:** These are developer-constructed projects such as turn lanes, sidewalks, utility upsizing, or pump station enhancements.
- **Transportation Demand Management (TDM):** These are commitments to reduce vehicle trips through transit subsidies, bike parking, shared mobility, or employer programs.
- **Transit Operations Funding:** These are payments that help increase headways or extend routes in transit-supportive districts.
- **School Capacity Contributions:** These can be modular classrooms, additions, or participation in educational facility funding formulas.
- **Development Agreements:** These are custom negotiations for large or phased projects.
- **Performance Bonds:** These are financial sureties to guarantee promised improvements are built even if project timelines slip.

It is important to note, though, that the availability and use of funding mechanisms for transportation and infrastructure improvements vary by state

and local authority. Not all tools or policy approaches will be applicable in every jurisdiction. Planners and local officials should consult appropriate legal and policy staff to confirm that proposed methods align with their regulatory authority.

Validation and Vesting

Validation and vesting rules should balance predictability with responsiveness. Time-limited approvals, milestone-based vesting, and phased revalidation for multi-stage developments can prevent "banked capacity" while still providing the certainty needed for financing and delivery.

Here are three alternative approaches to consider:

- **Approval Windows:** Validation and vesting can be based on APF validity periods tied to project milestones (e.g., two to three years) that require revalidation if deadlines expire.
- **Phased Vesting:** Validation and vesting can be phased, requiring each successive phase to be revalidated, which supports adaptive management.
- **APF-Critical Project Prioritization:** Some jurisdictions give priority processing or expedited vesting for developments that build key infrastructure improvements.

Monitoring and Reporting

Monitoring closes the loop between approvals, capital investments, and real-world performance. Regular audits, dashboard reporting, and explicit ties between mitigation revenues and CIP delivery help maintain credibility and keep the APF program aligned with community outcomes.

Here are three promising practices to consider:

- **Public Dashboards:** These are interactive tools showing facility status, such as school utilization, intersection safety metrics, transit performance, park service levels, or utility capacity.
- **Annual Audits:** These are system-wide reviews that check whether performance measures and service thresholds are being met and recommend policy adjustments.
- **CIP-Linked Accounting:** This means tracking APF-related revenues and expenditures, ensuring that mitigation fees and improvements integrate with the capital improvement program (CIP).

A tactile planning exercise to identify growth priorities, opportunities, and constraints (Credit: WGI)

Operationalize and Institutionalize APF System Changes

To effectively modernize APF systems, they need to become part of a jurisdiction's everyday planning, review, and capital programming processes, going beyond policy shifts. This means integrating updated APF concepts and components into comprehensive plans, land use and development regulations, and procedures to ensure all follow consistent expectations. These three legs to the stool—plans, regulations, and practices—allow communities to translate high-level APF reforms into actionable, long-term decision-making, akin to codifying density standards established in a comprehensive plan.

Strategies to Consider for Plan Updates

- Revise growth frameworks and place-types to reflect updated service area boundaries, multimodal performance goals, or climate-driven infrastructure standards.
- Update transportation, utility, school, and parks master plans so that they include new performance measures (e.g., multimodal LOS, transit reliability targets, or stormwater resilience metrics).
- Integrate scenario-planning outputs that identify future infrastructure gaps, priority investment zones, or vulnerable populations that should guide APF thresholds and mitigation priorities.
- Align APF updates with CIPs to ensure that required projects and mitigation pathways are financially and programmatically feasible.

Strategies to Consider for Land Use and Development Regulations Updates

- Revise concurrency or adequacy standards to reflect new performance measures, such as transit frequency, pedestrian safety, or green infrastructure performance (Table 2).
- Update development impact and mobility fee ordinances to align with new mitigation options, such as operational transit funding or TDM commitments (Table 3).
- Codify flexible concurrency timing (e.g., phased concurrency tied to building permits instead of preliminary plan approval).
- Adjust service area definitions in zoning or subdivision codes to match new modeling outputs, school boundary changes, or utility network realities.
- Revise submission requirements to include multimodal analyses, equity impact assessments, or GIS-based infrastructure reporting.

Strategies to Consider for Procedures Updates

- Create standardized review procedures and checklists that reflect updated APF metrics and concurrency timing.
- Establish cross-agency data-sharing practices so transportation, schools, utilities, and emergency services are working from the same baseline assumptions.
- Implement dashboards or shared data platforms to maintain real-time

Table 2. Sample Menu of Modern LOS Components and Metrics

Component	Method
Transit	Peak or off-peak headways; daily hours of service; on-time performance; percentage of housing units within one-quarter mile of frequent service
Pedestrian	Sidewalk completeness; crossing density; pedestrian delay at signals; shade canopy coverage
Bicycle/ micromobility	Low-stress network connectivity; protected facility coverage; secure parking availability
Auto/freight	Travel-time reliability; intersection safety performance
Access	Jobs or services reachable within 15, 30, or 45 minutes by mode
Safety	Crash risk index; severe injury rate per person-trip
Resilience	Stormwater storage; flood-risk reduction; EMS response times

Table 3. Sample Menu of Modern Mitigation Methods

Component	Method
Infrastructure	Protected bike lanes; transit shelters; safe crossings; green infrastructure basins
Demand Management	Universal transit pass programs; parking pricing; shared mobility; flexible work schedules
Operations	Facility upgrades; maintenance funding; staffing resources
Agreements and Funds	Milestone triggers in development agreements; corridor packages or pooled contributions; performance bonds; credit policies

capacity snapshots accessible to planners, engineers, and decision-makers.
- Train staff and applicants on new APF requirements, mitigation options, and evaluation methodologies.
- Institute annual or biennial monitoring processes to ensure performance measures remain relevant and that mitigation funds are spent efficiently.

Align LOS With Broader Objectives

Aligning LOS with health and climate goals shifts transportation planning from measuring vehicle speed to assessing how effectively the system moves people and supports long-term resilience.

Consider Opportunities to Balance LOS and VMT

California's adoption of SB 743 illustrates this transition by replacing delay-based LOS with vehicle miles traveled (VMT) as the primary California Environmental Quality Act (CEQA) metric. This change encourages mitigation strategies focused on reducing driving and improving multimodal access rather than widening roads to address congestion. San Jose, California, expanded on this approach by using VMT for CEQA while de-emphasizing LOS in local development review, placing greater emphasis on multimodal operations, safety, and context-sensitive performance (Council Policy 5-1; SCVTA 2026). This demonstrates that jurisdictions can still address operational needs without letting congestion drive decisions that conflict with health, equity, or climate objectives.

Consider Opportunities to Reframe LOS

Similarly, a reframed LOS can incorporate climate-resilience considerations. Research from Tacoma, Washington, shows that tree canopy significantly reduces sidewalk temperatures, underscoring the value of shade, cooling features, and reduced impervious surfaces along walking routes (Ettinger et al. 2024). Treating thermal comfort as a meaningful service outcome helps ensure that transportation design supports heat-vulnerable communities. Flood-resilience strategies, such as green streets and permeable pavements, further demonstrate how roadways can function as stormwater assets. Integrating stormwater performance into LOS encourages designs that reduce runoff, improve water quality, and strengthen resilience during extreme rainfall.

Concerns about emergency response accessibility often arise when streets are redesigned to add bike lanes, curb extensions, street trees, or other complete street elements. However, the U.S. Environmental Protection Agency's guidance emphasizes that smart growth street design can support emergency response while also improving safety and health outcomes (2026). Strategies such as narrowing overly wide streets, tightening turning radii appropriately, adding

A rendering of a potential complete streets project (Credit: WGI)

sidewalks and bike facilities, and improving street connectivity can slow operating speeds and reduce crash severity. Highly connected street systems can also shorten travel distances compared to cul-de-sac–dominated networks and improve access for medical calls, which represent the majority of emergency responses in many communities. In this framing, emergency access is not achieved solely through wider streets; it can also be supported through network connectivity, context-sensitive geometry, and predictable design.

Modernize Data Practices and Technology Integration

Stronger data practices and modern technology can make APF systems more accurate, coordinated, and responsive by helping planners and local officials make better real-time decisions about growth and infrastructure.

Revamp Data Management

Reliable, current data supports better capital prioritization, clearer public decision-making, and more consistent growth management. Those benefits depend on APF programs being tied to strong comprehensive planning, shared and accessible data, and policies that anticipate change rather than reacting to it. Revamping data management means moving beyond static, siloed information and creating systems that allow planners, engineers, and elected officials to work from shared, real-time, decision-ready data.

In practice, improved data management could include establishing unified data standards across departments so that land use, transportation, utility, environmental, and permitting systems speak the same language.

Integrate Technology and Innovation

Digital tools can improve both accuracy and efficiency in estimating future facility and infrastructure needs. Virtual models, including digital twins and scenario planning platforms, can support real-time analysis, strengthen asset management, and help align service standards with mitigation expectations.

One approach is to build an integrated infrastructure and housing database that connects GIS, utility capacity, and demographic information. With that foundation, a locality can monitor conditions in near real time, test the impacts of different growth scenarios, and tailor LOS measures to context.

Scenario-based modeling also supports better alignment between development review and the CIP. Public dashboards can improve transparency and engagement, while updated trip-generation methods for transit-served areas can produce impact estimates that better reflect observed travel behavior.

With these tools in place, outdated inputs are less likely to block projects that meet community priorities. Jurisdictions can advance infill and affordability goals while still ensuring that infrastructure adequacy is evaluated consistently and credibly.

Some cities already model this well, such as Los Angeles City Planning's Performance Metrics dashboard, which provides weekly, automatically updated landuse case processing data, allowing planners and the public to track filings, processing times, and geographic distribution of development activity in near real time.

Virtual models, including digital twins and scenario planning platforms, can support real-time analysis, strengthen asset management, and help align service standards with mitigation expectations.

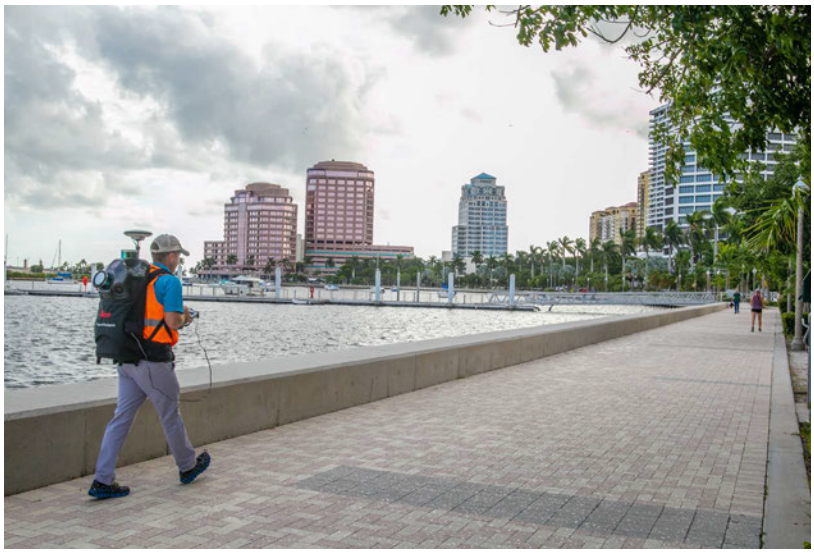
Planners could also maintain real-time inventories of approvals, infrastructure capacity, and capital project status rather than relying on outdated spreadsheets. Cities like Minnetonka, Minnesota, and Irving, Texas, use public-facing strategic dashboards to track capital projects, operational performance, and progress toward goals, demonstrating how local governments can shift from annual reports to continuously updated tracking systems that better support planning and public accountability.

To make these changes possible, several enablers must be in place. First,

interdepartmental governance structures are essential, such as clear agreements on who maintains which datasets, update cycles, and quality standards. Second, technology infrastructure, such as cloud-based platforms, shared GIS systems, open-data portals, and APIs that connect permitting, transportation, utilities, emergency response, and environmental data, can make a big difference. For example, Rockville, Maryland, shows how advanced, climate-focused dashboards can rely on centralized, open data architecture to track progress on emissions, resilience, and sustainability goals.

Also, staffing and training must keep pace. Modern dashboards and real-time systems only work when planners and engineers are trained not only in collection and analysis, but also in communicating data to elected officials and the public. Finally, policy frameworks, such as APF ordinances, comprehensive plan implementation procedures, and capital-programming requirements, must explicitly require the use of shared datasets and define how these datasets influence prioritization, concurrency triggers, and growth-area decisions.

Taken together, these changes create a system where data is not simply archived but actively used to guide investments, monitor performance, and adapt to evolving community needs.



Data-driven planning in West Palm Beach, Florida (Credit: WGI)

Measure Success

Updating APF procedures and revamping LOS standards is highly important to today's planning practices, but evaluating their performance against intended outcomes is vital in maintaining a well-aligned APF program that meets the intended goals and performance is optimized across multiple dimensions within an evolving landscape.

There are several important questions to consider when developing the method to assess the effectiveness of an APF program.

- **Mobility and access:** How well does the program improve multimodal connectivity and reduce travel barriers?
- **Safety:** What reductions in severe injuries and fatalities across the network have been made?
- **Housing:** How many new housing units have been constructed, and how many affordable units were constructed that are in a preferred location with transit and other services?
- **Quality of life:** What improvements have been made in underserved neighborhoods, and what investments have closed disparity gaps?
- **Fiscal impact:** How many APF dollars allocated to actual projects were delivered, and what has been the cost-effectiveness or return on investment?

Conclusion

APF remains relevant and effective when it shifts from rigid, outdated benchmarks to more flexible, multimodal, equitable, and access-focused performance measures. By integrating APF with comprehensive plans, CIPs, and funding strategies, we can accelerate the delivery of necessary infrastructure while also advancing housing, safety, and climate objectives. It is important to treat concurrency as a transparent part of planning. As communities accommodate growth, public agencies must deliver the facilities and services needed to keep that growth sustainable and reasonable. APF remains highly relevant when it shifts from strict, automobile-focused criteria to adaptable, multimodal standards that prioritize equity and access. This evolution is crucial in fostering environments where various

transportation options, such as public transit, cycling, and walking, are given equal importance alongside vehicular traffic.

By integrating APF with comprehensive planning documents, capital improvement programs, and funding strategies, communities can better coordinate approvals with infrastructure delivery. This approach can support timely investment in roads, parks, and schools while also advancing goals related to affordable housing, public safety, and climate resilience.

Concurrency works best as a shared commitment between communities and public agencies. When neighborhoods welcome growth, agencies must ensure that facilities and services keep pace. That partnership helps keep development feasible and balanced, and it supports outcomes that residents can see and trust.

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