

Thursday, June 08, 2023 5:30 PM Location: Borough Assembly Chambers City Hall

Planning and Zoning Commission 5:30 PM

- 1. CALL TO ORDER
- 2. ROLL CALL
- 3. AMENDMENTS TO THE AGENDA
- 4. CONFLICTS OF INTEREST
- 5. APPROVAL OF MINUTES
 - <u>a.</u> Planning and Zoning Commission meeting minutes from May 11th, 2023.
- 6. CORRESPONDENCE
 - a. Economic Development Directors Report May 2023
- 7. PERSONS TO BE HEARD
- 8. NEW BUSINESS
 - a. Final plat review of the Ostrander Replat, a replat of a portion of Lot 5, Block 84, USS 2589 (Plat No. 65-152), creating Lot 5A and Lot5B, zoned Rural Residential 1, owned, and requested by Mark and Margaret Mitchell
- 9. UNFINISHED BUSINESS
 - a. Review and discussion of Detached Accessory Dwelling Units (ADU) draft code
- 10. COMMISSIONERS' REPORTS AND ANNOUNCEMENTS
- 11. ADJOURNMENT

Minutes of Planning & Zoning Commission Held on May 11, 2023

A. CALL TO ORDER: Call to Order at 5:30pm

B. ROLL CALL

PRESENT: Chair Terri Henson, Jillian Privett, Kathy St. Clair

ABSENT: Vice Chair Don McConachie, Apryl Hutchison

STAFF PRESENT: Kate Thomas, Matt Henson C. AMENDMENTS TO THE AGENDA: NONE

D. CONFLICTS OF INTEREST: NONE

E. APPROVAL OF MINUTES

1. Planning and Zoning Commission meeting minutes from April 13th, 2023.

M/S: IP/KS move to approve the minutes from April 13th.

Chair Henson: ADU section has comment that says "If existing residence built then becomes Airbnb - then must be behind existing structure." While this might have been what was stated it is not quite what was meant. ADU can share same driveway but access to behind.

M/S: JP/KS move to amend minutes from April 13th, 2023, page 5 slash verbiage.

Approved unanimously by poll vote.

M/S: JP/KS move to approve the minutes from April 13th, 2023, as amended.

Approved unanimously by poll vote.

F. CORRESPONDENCE: NONE

G. PERSONS TO BE HEARD: NONE

H. NEW BUSINESS:

1. Request from John Agostine to purchase Borough Tidelands in the subdivided portion of Agostine Tidelands Resubdivision, adjacent to Lot 15A and 14A, zoned Waterfront Development.

M/S: JP/KS to recommend approval of John Agostine request to purchase tidelands Parcel 02-015-113 Lot 15A, Plat 2004-9 and Parcel 02-015-111 Lot 14A, Plat 2004-9.

Staff Comments: Agostine has leased land for 30 years. Borough has no plans to develop.

Approved Unanimously by poll vote.

I. UNFINISHED BUSINESS: NONE

Item	2
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J. COMMISSIONERS' REPORTS AND ANNOUNC	EMENTS: NONE	
K. ADJOURNMENT: Adjourned at 5:35pm.		
ATTEST:		
Matt Henson, Secretary	Terri Henson, Chair	

ECONOMIC DEVELOPMENT DEPARTMENT REPORT

To: Planning and Zoning Commission;

Economic Development Board; and,

Wrangell Convention and Visitors Bureau

Cc: Borough Manager

Borough Assembly

From: Kate Thomas, Economic Development Director

Date: May 26th, 2023

ECONOMIC DEVELOPMENT

- The next Economic Development Board meeting will be held on Thursday, June 15th, 2023, at 5:30PM in the Assembly Chambers. The Board will recess for the months of July and August, resuming their regular meetings and workshops in September.
- Staff have developed a public survey in conjunction with the Economic Development Board to obtain resident opinions and interests related to the development of the Six-Mile-Deep Water Port site. The survey will be released to the public on June 5th. Preliminary results of the survey will be reviewed by the Board at its June 15th meeting.
- The Economic Development Board held a productive workshop at its May 17th meeting. The workshop provided the Board an opportunity to listen to the insights and experience of Ryan Naylor, a PhD student who has been conducting research on the perceived impacts of tourism. More specifically, Mr. Naylor is exploring 1) how tourism impacts the local culture of the community, 2) how tourism integrates into existing livelihoods, and 3) how the community can manipulate tourism to ensure appropriate forms of community development. He is repeating this process in Ketchikan and Petersburg to understand how differences in cruise tourism volume influence each community and identify community- and region-specific patterns. Mr. Naylor is trying to ensure his research can inform local decision-making and has now returned for a community engagement trip to explore preliminary ideas and explore ways to give back to the community.
- Staff and Board Members have invited Julie Decker of the Alaska Fisheries Development Foundation (AFDF), Inc, to a workshop on June 15th. AFDF is dedicated to identifying opportunities common to the Alaska seafood industry and developing efficient, sustainable outcomes that provide benefits to the economy, environment, and communities. The Economic Development department is interested in learning about potential developments that could take place in Wrangell, creating a niche industry to bolster our fishing economies, while positioning the community to be a leader in the Alaska Mariculture initiative.
- Interdepartmental collaboration is underway with the planning of the Alaska Recreation and Parks Association Conference to be held in Wrangell in September of 2023 and 2024. The Economic Development, Nolan Center and Parks and Recreation departments are working cohesively to plan, organize and facilitate the statewide conference, which falls on the 20 and 21 of September. The conference includes an e-Sports expert as the Keynote Speaker. The speaker will facilitate a workshop for recreation professionals to learn how to facilitate electronic sports activities and competition. A live public event will be held at the Nolan Center. Staff are working to coordinate the event to include students and faculty from Wrangell Public Schools.

- Marketing and Community Development Coordinator, Matt Henson has been working on content
 creation to build story telling capacity for the Borough as it relates to projects, funding decisions, staff
 performance, agency stakeholders, partnerships and more. In addition to social media deliverables, staff
 will publish a Borough wide newsletter every four months. The first newsletter is subject to be released
 this month.
- After a period of respite due to competing schedules and priorities, the Borough plans to resume monthly partnership meetings with the Wrangell Cooperative Association beginning on June 8th, 2023.
- Staff have been working with high school graduate, Nikolai Siekawitch to create drone footage for the
 Marine Service Center. Footage will be merged into short and long form video content which will be
 utilized to promote the available and high caliber services in Wrangell. Footage has also been obtained
 for the Six-Mile-Deep Port property to promote development potential as the Borough moves to create
 more industry for the community and region.
- Borough staff met to review Real Estate proposals for Broker Services related to the sale of the (old)
 Wrangell Medical Center. Once the selection process is finalized all proposing firms will be notified
 and the next steps in establishing a contract agreement will take place. Management of the real estate
 contract will fall in the Economic Development Department. Staff will work closely with the Borough
 Manager and Attorney to ensure a positive and productive process is achieved for all parties.
- Staff are currently working with the State of Alaska Department of Transportation and the Wrangell Golf Club, inc. on the transfer of leased land from the golf club to the Borough. The impetus for this comes from recent developments whereby the golf club was required to undergo property appraisals at their expense and commit to an annual lease agreement which would be cost prohibitive for the golf club to sustain. The golf club has leased and maintained the land since 1995 for an annual fee with the most recent lease agreement set to expire on June 30th, 2023. Given that government to government land use agreements do not require a fee to be exchanged, the Borough is working to assume the prime lease and sub-lease the land back to the golf club. There are mutual economics as it allows the Borough to partner with the golf club for future recreation opportunities.
- Saint Frances Animal Shelter was approved for conditional use specifically to erect and maintain a catshelter on the Boroughs impound lot in the industrial yard. With the approval of the Conditional Use
 permit, the next steps include establishing a lease agreement with the organization to enable them to
 proceed with site developments. The establishment of the shelter supports the needs of the community
 and offsets the burden to the Borough of managing feral cats or other animal issues that could arise
 from a lack of owner accountability and/or poor management.
- Kate Thomas was able to attend the end of the year advisory board meeting in support of the Wrangell Fabrication and Shop class. Wrangell has an extraordinary shop program, which has long since been a model for other communities. Recently, faculty members of other communities have visited Wrangell to learn more about the marine fabrication program within the school district. The department hopes to strengthen relationships with teacher, Winston Davies to continue building community projects, opportunities for students and to promote the unique niche offerings of our district within the trades industries.

TOURISM

 The Travel Wrangell website is currently hosted by Contentful. There are serious limitations on what staff can manipulate and update without technical support from the webhost. Due to the need for staff to be able to make necessary changes independently and in a reasonable timeframe, the website is being moved to Square space. The new web host will allow for easy access and routine updates. The design format and content mirrors that of the original site. All domain hosts are being consolidated and will be directed to the new site.

- Marketing and Community Development coordinator, Matt Henson, has been working on a re-design project for the street banners that are mounted on the lamp posts along the Front Street corridor. It has been approximately 15 years since the last design efforts took place. The current street banners are aging and due for replacement. With that comes an opportunity to approach new themes and design. There are six different themes including a cultural heritage design that is intended to represent the rich and vibrant culture of the Tlingit people. Staff are currently working with the Wrangell Cooperative Association to gain approval for the cultural heritage themed design.
- The Wrangell Convention and Visitors Bureau approved an expenditure for the department to obtain mobile mapping software with Wander Maps. Wander Maps is a user-friendly mapping software designed for State Parks, Private Destinations, and Destination Marketing Organizations. Their platform allows users to navigate a 3D interactive map on a web browser, as well as access an offline version downloadable through their app. Primarily catering to outdoor recreation and attractions. The map will serve as on-the-ground infrastructure for visitors, while allowing for one central place to find points of interest. Staff are working on an on-boarding plan to ensure proper implementation with outreach to stakeholders who would be listed in the software as a point of interest. Points of interest can be restaurants, accommodations, historical landmarks, parks, cabins, trails and more.
- Staff are planning a community tour for Matt Henson. The purpose is to visit communities that have comparable tourism programs with more advanced practices and systems in place to learn more about the approach and necessary tools Wrangell can deploy to refine its tourism management program and policies. Communities of interest include Sitka, Juneau, Cordova and Haines.
- The Tourism Best Management Practices have been released to the public. Several businesses along Front Street and within the Visitor Industry have signed on to the program. Any business that has taken the step to participate should have a TBMP decal posted in the window at the front entrance of their establishment. Staff will continue to promote and encourage participation in the program. Soon social media highlights will be posted to further community engagement and understanding behind the purpose of the program. To date no negative interactions have been reported.
- The Alaska Travel Industry Association has organized a regional tour with Mile Partnership to obtain video and photo content from each community for media and publications to bolster tourism marketing in Southeast Alaska. A team from Miles Partnership will be in Wrangell on June 15th. Matt Henson has been working with the team to plan out a Wrangell itinerary that allows the crew to capture dynamic content from a variety of offerings unique to our area. Wrangell Public School has been generous enough to allow use of their vehicles. The Wrangell visit will include a tour of the Marine Service Center, harbor boat tour, Petroglyph Beach stop, Mount Dewey hike-followed by a tour up the Stikine River with Alaska Charter and Adventures.

PLANNING AND ZONING

- Planning and Zoning Secretary (staff), Matt Henson completed a backlog of meeting minutes by formatting, printing, and obtaining all necessary signatures for record keeping. All records are published online and in the records book at present.
- Staff have been working with ESRI to plan for the transition to ArcGIS Pro Essentials and ArcGIS Pro
 Online programs including training for three borough staff including the Economic Development
 Director, Public Works Director, and the Capital Facilities Director. Training is scheduled for late June

and will take place virtually to achieve greater cost savings. The transition to the new platform will be underway shortly after the training is complete.

- Kate Thomas has responded to a slew of public inquiries related to planning and zoning. Issues that
 have been addressed include but are not limited to; zoning district restrictions on commercial use,
 variance permit application, encroachment permit application, preliminary and final plats, land sales,
 deed of trust, debt payments, right of way access and permissions.
- With support from the exiting department director, staff have written the first draft of the Accessory Dwelling Unit code to go before the Planning and Zoning Commission at the June 8th Meeting. Further review of the Planned Unit Development code will need to take place. To reduce staff time and create efficiencies it is the goal to bring forward the Accessory Dwelling Unit and Planned Unit Development codes at the same time for Attorney review and Assembly approval.

City and Borough of Wrangell, Alaska

Planning and Zoning Commission Regular Meeting June 8th, 2023 Staff Report

Agenda Item: New Business, Item 8A

From: Kate Thomas, Economic Development Director

Subject: Final plat review of the Ostrander Replat, a replat of a portion of Lot 5, Block 84, USS 2589 (Plat No. 65-152), creating Lot 5A and Lot5B, zoned Rural Residential 1, owned, and requested by Mark and

Margaret Mitchell

Background: Applicants are proposing to subdivide a parcel into two lots, creating Lot 5A and Lot 5B. This is a preliminary plat. Commissioners reviewed the preliminary plat with <u>no</u> additional conditions for approval of the final plat. The preliminary plat was approved on Thursday, April 13th, 2023.

Review criteria:

Subdivisions: Chapter 19

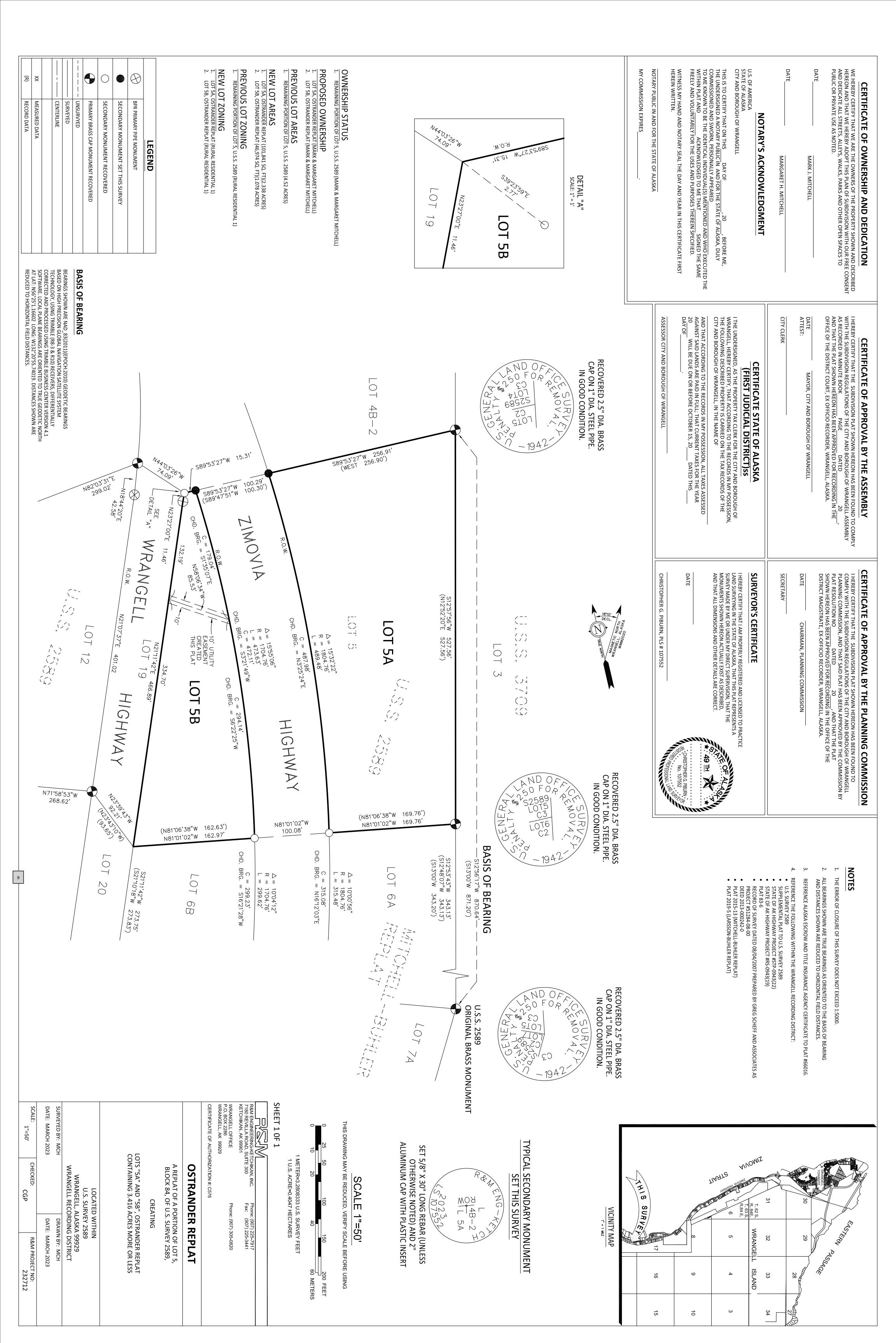
Recommended Motion:

Staff recommends approval of the final plat of the Ostrander Replat.

Findings of Fact:

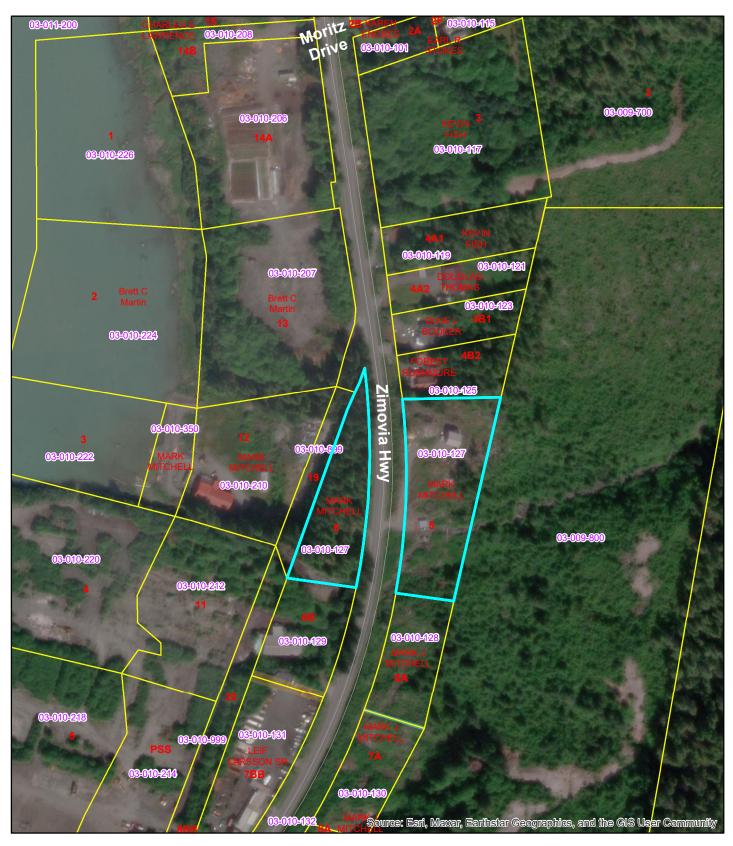
The minimum lot size for lots zoned Rural Residential is 15,000 square feet, except that the minimum lot area may be 10,000 square feet for lots served by public water and sewer service (WMC 20.52.090). Zimovia Highway runs through the current parcel, Lot 5, creating a natural divide in the property. The applicant is subdividing Lot 5 (4.52 acres) into two lots creating Lot 5A (101,650 sq. ft.) on the eastern (upland) side of Zimovia Highway and Lot 5B (46,929 sq. ft.) on the western (oceanside) side of the highway. Both lots are greater than the minimum lot size. There is a 10 ft. wide utility easement that will continue through Lot 5B servicing the southern lots beyond the old Wrangell Highway, Lot 19. When the highway was relocated, it split Lot 5. The owners are now legally creating two lots.

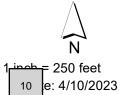
All signatures will be obtained for the mylar prior to going before the Assembly for final approval.



CITY AND BOROUGH OF WRANGELL, ALASKA

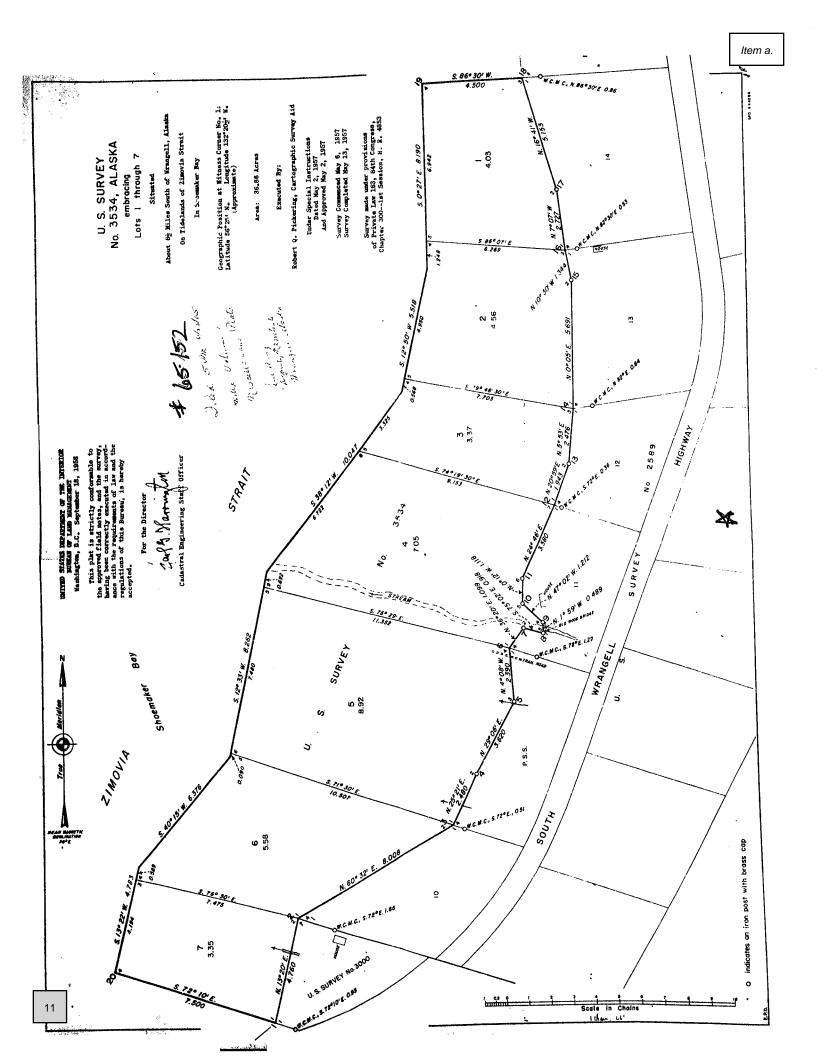
Item a.





Public Map





City and Borough of Wrangell, Alaska

Planning and Zoning Commission Regular Meeting June 8th, 2023 Staff Report

Agenda Item: Unfinished Business, Item 9A

From: Kate Thomas, Economic Development Director

Subject: Accessory Dwelling Unit Draft Code

Background: As the housing market continues to see a rise in land, development and home costs, the availability of affordable housing is decreasing in Wrangell and beyond. In order to expand industry, bolster our economy and ensure that interested persons and residents can build their lives here, beginning with safe and accessible housing, Wrangell is looking to establish standards and requirements for developing Accessory Dwelling Units (ADU), which can be defined as a second dwelling that is located on the same parcel as the primary single-family residence.

With the shortage of housing in Wrangell, staff have been receiving more inquiries regarding the construction of small cabins, tiny homes and conversions of detached structures for additional housing. Requests are commonly for personal use such as a family member, or to create additional rental properties for both short- and long-term purposes. Currently, the way the municipal code reads, two residences cannot be constructed on a single lot unless the applicant can provide information that property could be subdivided, and the second structure meets all the development standards. There is no limit on structure size. Tiny homes are currently permitted, but they must be placed on a foundation and meet building permit requirements. If they remain on a trailer, they are treated as such.

Conversations began with the Planning and Zoning commission in 2022 when code developments were underway for the Alder Top Village, formerly known as the Institute Property. Commissioners have had the opportunity to weigh in on preliminary discussions to review variations of standards to be considered, while comparing other communities' requirements and code provisions.

<u>The following issues are addressed in the draft code</u>; intent, definitions, size of dwelling, minimum lot size, number of units allowed, development requirements, location requirements, short-and-long-term rental permit requirements, variances and right-of-way considerations.

The following issues need to be discussed to determine how the language shall be reflected in the code. Sections that are italicized in brackets indicate issues reflected in the list below.

- 1. Should there be terms for internal, attached and detached dwellings? Would the requirements differ if there were?
- 2. Are foundations required for a second dwelling?
- 3. Are mobile dwellings allowable? Or should they be treated as a mobile home and/or trailer?
- 4. Are conditional use permits required for all accessory dwellings? Or just those that are accessed by publicly maintained right-of-way and for short term rental units?
- 5. Should permits be required within right-of-way?
- 6. Should ADUs be allowed on properties accessed by an easement?
- 7. Are utility hook ups allowed to be connected to the primary residence? Or should there be a secondary hookup?
- 8. Are existing detached dwellings that are a part of a garage/shop now considered an Accessory Dwelling? Thereby prohibiting them from establishing another dwelling.

City and Borough of Wrangell Accessory Dwelling Unit (draft code) P&Z Meeting June 8th, 2023

Code Sections

- I. Intent. The intent of this chapter is to enable the establishment of accessory dwelling units within residential districts as designated in the code, while preserving the appearance and character of neighborhoods. Accessory dwelling units give homeowners flexibility in establishing separate living quarters within or adjacent to their homes so that they might provide housing opportunities for elderly or other family members, obtain rental income, provide affordable housing opportunities within the community, and to utilize their land base more efficiently. (KTN and OR)
- II. Definitions. An accessory dwelling unit (ADU) is a second dwelling unit that is located on the same parcel as the primary single-family dwelling unit. ADUs must provide a complete, independent residential living space and shall include provisions for living, sleeping, eating, cooking and sanitation. An ADU may be created through the following methods:

{Shall attached and/or internal ADU be referenced under the same section? Are they allowable already? Under what terms?}

- a. Constructing a detached ADU on a parcel with an existing single-family home.
- b. Constructing a new-single family home with a detached ADU.

{Do we want to allow two units, with one unit attached to the primary residence or if it is internal? [A. One Unit. A maximum of one Accessory Dwelling is allowed per legal single-family dwelling. The unit may be a detached building, in a portion of a detached accessory building (e.g., above a garage or workshop), or a unit attached or interior to the primary dwelling (e.g., an addition or the conversion of an existing floor). / A. Two Units. A maximum of two Accessory Dwellings are allowed per legal single-family dwelling. One unit must be a detached Accessory Dwelling, or in a portion of a detached accessory building (e.g., above a garage or workshop), and one unit must be attached or interior to the primary dwelling (e.g., an addition or the conversion of an existing floor).]}

III. Accessory Dwelling Unit Requirements.

ADU's may be permanently established on a residential lot as allowed by the Residential Districts under the following standards:

a. ADUs shall be visually subordinate to the primary residence and are limited in size to 800 sq. ft. to include exterior finishes such as decks, stairs and home access points.

{Subordinate meaning? No closer to the front yard property line than the primary residence. Do we want to insert a provision that allows for a process to approve a larger sized dwelling under certain conditions; subordinate to structure, no adverse impacts to adjacent property owners, under a CU permit and public hearing process?}

b. Only one ADU is allowed per parcel. The ADU must be located on the same parcel as the primary dwelling unit, even if the owner owns two or more adjacent parcels. ADU shall not be located on parcels that contain a duplex and shall not be located on parcels that contain two or more dwelling units. unless they are part of a Planned Unit Development proposal and meet the necessary requirements.

{This brings up a point that we had discussed... currently what has been allowed is a house with a small apartment as part of the garage/shop, because it has not been the primary use. Pretty grey and technically probably not permitted... but we have because a garage which would be primary use of that structure is allowed... ... is the apartment now a Detached Accessory Dwelling Unit. This goes back to the definition and adding language to differentiate between internal, attached or detached dwelling. If the property already has an apartment, could they have an ADU or would that bleed into the planned unit development or multifamily zone issue?}

- c. The minimum lot size for an ADU is 10,000 square feet.
- d. ADUs must meet all the development requirements of the zoning code, including setbacks, lot coverage, off-street parking, etc., except as otherwise noted.
- e. ADUs may be no closer to the front property line than the primary residence.
- f. ADUs can only be placed in a side or rear yard, except in the case of a new or converted garage with an integrated apartment, which may be in the front yard providing minimum setbacks are met.
- g. ADU heights shall not exceed the height of the principal dwelling. A building height variance shall not be granted for construction of a detached accessory dwelling unit.
- h. There must be a minimum of at least two (2) off-street parking spaces provided for the accessory dwelling unit and the primary residence.
- i. ADUs should utilize a common driveway with the primary residence from the adjacent access road, unless impractical due to topographic constraints.
- j. Variances are prohibited on any lot containing an ADU including setbacks, lot coverage, building height and off-street parking requirements. Variances may be permitted for roof overhangs up to a three (3) foot encroachment maximum, subject to approval from the Planning and Zoning Commission per the Variance Permit requirements of WMC 20.XX.XXX.
- k. ADUs intended for short-term vacation rentals and/or bed and breakfast purposes, use must be approved by the Planning and Zoning Commission per the Conditional Use permit requirements of WMC 20.XX.XXX.

{Confirm all districts require CU permits for short term rentals.}

1. Mobile homes, travel trailers and recreational vehicles shall not be used as an ADU.

{Other language could state: Shall not be a mobile building or other nonpermanent structure. Is a mobile structure allowable?}

- m. All subdivisions of lots containing an ADU are prohibited unless all minimum lot sizes, setbacks, lot coverage, and other requirements in the zoning and subdivision codes are met.
- n. An ADU should not have a material adverse impact on adjacent properties, including but not limited to viewsheds, parking, or compatibility (e.g., mass and scale of development)

{This is broad but if there are complaints it would allow potentially a review by PZ.... should a neighbor complain for some valid reason. Other language might state: The planning commission shall weigh impacts to neighboring properties, including views, privacy, traffic, and preservation of the rural open quality of neighborhoods, and may impose conditions which mitigate neighborhood concerns- This should remain if we're going to require a conditional use permit}

o. Shall share the principal dwelling's sewer and septic system where practical and not in a city or service area or connected to a marine outfall, and the system shall be adequately sized and approved by ADEC for two dwelling units.

{In discussions with PW/CF about the hookups. PZ discussed having separate connections, but then considered allowing for it when practical or secondary hook ups prove to be difficult.}

p. An ADU is a permitted use, on lots served by a publicly maintained right-of-way in the following residential zoning districts: Single family and multi-family residential. An ADU shall not be constructed on lots accessed by access easements. They are also not allowed on lots served by rights-of-way that have not been accepted by the municipality or state of Alaska for maintenance.

{Discussing this provision with PW and State. Need to determine if Rural Residential shall be affected by the same provision.}