

City and Borough of Wrangell Planning and Zoning Commission AGENDA

Thursday, September 25, 2025 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
- 6. DIRECTORS REPORT
- 7. CORRESPONDENCE
- 8. PERSONS TO BE HEARD
- 9. NEW BUSINESS
 - a. Final Plat review of a Replat of Lot A (APN 02-021-500) of the Presbyterian Reserve Replat, zoned Open Space Public, according to Plat No. 2019-7, creating Lots A-1 and A-2 of the Presbyterian - CBW Replat requested by Kim Covalt and the City and Borough of Wrangell.
 - b. (PH) Preliminary Review of a Planned Unit Development Application and Subdivision for Lot D of the Torgramsen-Austin Subdivision according to Plat No. 2017-1, zoned Zimovia Highway Mixed Use, owned and requested by Southeast Alaska Regional Health Consortium.
- 10. UNFINISHED BUSINESS
- 11. COMMISSIONERS' REPORTS AND ANNOUNCEMENTS
- 12. ADJOURNMENT



PLANNING AND ZONING COMMISSION Regular Meeting September 25, 2025 Staff Report

Agenda Item: New Business, Item 9A

From: Kate Thomas, Economic Development Director

Subject: Final Plat review of a Replat of Lot A (APN 02-021-500) of the Presbyterian Reserve Replat, zoned Open Space Public, according to Plat No. 2019-7, creating Lots A-1 and A-2 of the Presbyterian - CBW Replat requested by Kim Covalt and the City and Borough of Wrangell.

Review Criteria:

- WMC Title 19 Subdivisions
- WMC Title 20 Zoning: Open Space Public

Attachments

1.) Application, 2.) Aerial Map, 3.) Final Plat

Background and Findings of Fact

The preliminary plat was reviewed and approved with no conditions of the final submittal by the Planning and Zoning Commission at their July 10, 2025, regular meeting.

Lot A is currently a 61,691 square foot parcel located within the Open Space Public zoning district. The applicants propose to subdivide the lot into two separate parcels to facilitate future land use planning.

The subdivision will result in the following:

Lot A-1: 0.973 acres

Lot A-2: 0.466 acres

Two utility easements currently exist on the property and will remain on Lot A-2 following the replat. No additional easements are proposed.

The proposed subdivision does not conflict with existing zoning regulations, and the replat conforms to the subdivision design requirements in WMC Title 19. No changes to public access or utility service are anticipated as a result of this subdivision.

Staff Recommendation

Staff recommends approval of the final plat.

Recommended Motion

Move to approve the final plat for the Presbyterian – CBW Replat, a replat of Lot A of the Presbyterian Reserve Replat, according to Plat No. 2019-7, creating Lots A-1 and A-2, as requested by Kim Covalt and the City and Borough of Wrangell.



PLANNING AND ZONING COMMISSION Regular Meeting September 25, 2025 Staff Report

Agenda Item: New Business, Item 9B

From: Kate Thomas, Economic Development Director

Subject: (PH) Preliminary Review of a Planned Unit Development Application and Subdivision for Lot D of the Torgramsen-Austin Subdivision according to Plat No. 2017-1, zoned Zimovia Highway Mixed Use, owned and requested by Southeast Alaska Regional Health Consortium.

Review Criteria

- WMC Title 19 Subdivisions
 - WMC 19.12 Preliminary Plats
 - WMC 19.20 Design Standards
 - o WMC 19.28 Lots, Blocks and Easements
 - o WMC 19.30 Flag Lot Subdivisions
- WMC Title 20 Zoning
 - o WMC 20.08 Definitions
 - WMC 20.26 Zimovia Highway Mixed Use District
 - o WMC 20.56 Review
 - WMC 20.62 Planned Unit Developments
 - WMC 20.68 Conditional Use Permits

Attachments

- 1.) Aerial Map
- 2.) Narrative Development Plan
- 3.) Preliminary Plat
- 4.) Architectural Site Drawing
- 5.) Civil Snapshot
- 6.) Site Design
- 7.) Building plans for duplex and single family (available upon request, will be included in presentation)

- 8.) DEC Permit for Water and Wastewater (available upon request, plan no. PA-000689)
- 9.) Army Corp of Engineers Wetlands Permit and Mod (available upon request, permit no. POA-2020-00111)

Background and Findings of Fact

SEARHC has submitted a Planned Unit Development (PUD) and Subdivision application to develop employee housing on Lot D of the Torgramsen-Austin Subdivision. The property is 3.28 acres in size, located at 1064 Zimovia Highway (Parcel No. 03-002-308), and is currently vacant. The site is zoned Zimovia Highway Mixed Use (ZHMU). The subject lot contains 3.28 acres, exceeding the minimum one-acre lot size required to be eligible for consideration as a Planned Unit Development under WMC 20.62.

Planned Unit Developments are intended to provide flexibility from strict code requirements while ensuring projects are consistent with the Comprehensive Plan and protect surrounding uses. The following areas are commonly addressed through the PUD mechanism:

- Minimum lot sizes allowing clustering and averaging across the site.
- Increased non-residential development intensity when appropriate in mixed-use districts.
- Reduced or reorganized internal building setbacks while maintaining adequate spacing and safety.
- Additional types of housing supporting workforce and community needs.
- Subdivision standards including modifications to frontage, easement length, and lot count.

The proposed development consists of eight housing units in the initial phase, including six one-bedroom units and two two-bedroom units. Two of the units are single-family homes (one single-story and one two-story), and the remaining six are arranged in three single-story duplexes. Units will range from approximately 773 to 1,344 square feet. The initial five structures are proposed on the southern portion of the property, with future phases expanding to the north.

The current zoning allows for a density of one unit per 10,000 square feet. The applicant proposes to meet this standard through sitewide averaging. The project will also comply with the 50% maximum lot coverage, 10-foot minimum building separation, and 25-foot maximum building height required under zoning regulations.

The subject property is located within the Zimovia Highway Mixed Use (ZHMU) District. The intent of this district is to accommodate a broad range of compatible residential, commercial, and mixed-use development along the Zimovia Highway corridor. The district is designed to provide flexibility in land use while ensuring development patterns are consistent with surrounding uses and Borough planning objectives.

Residential development is a permitted use within the ZHMU District, and Planned Unit Developments (PUDs) that include residential housing may be approved as conditional uses pursuant to WMC 20.62 and WMC 20.68. The proposed SEARHC development, consisting of clustered employee housing, aligns with the district's purpose by providing coordinated residential design that supports workforce needs while ensuring compatibility with highway access and infrastructure requirements.

Procedural History

- 1. Pre-application meeting held between applicant and Borough staff.
- Application and narrative development plan submitted, including site plan, preliminary plat, and supporting documentation.
- 3. Internal administrative review completed on September 10, 2025, with comments provided by Public Works, Capital Facilities, and Wrangell Municipal Light & Power.
- 4. Public hearing notice issued September 12, 2025.
- 5. Planning and Zoning Commission preliminary review scheduled for September 25, 2025.
- 6. Final review anticipated October 2025.
- 7. Final Borough Assembly approval targeted for November 2025.

Site Information

- 1. Parcel Number APN 03-002-308
- 2. Lots Size 3.28 Acres
- 3. Existing Land Use Vacant Land
- 4. Current Zoning Zimovia Highway Mixed Use District
- 5. Utilities/Infrastructure Water, sewer, and electrical utilities are available. Connections within the Zimovia Highway right-of-way require separate DOT&PF permits.

Requested Adjustments from Base Zoning and/or Subdivision Standards

The development narrative identifies setbacks of 20 feet front, 15 feet sides, and 5 feet rear. However, the ZHMU district requires 20-foot front and rear setbacks and 15-foot side setbacks. Given the available site area and building placement, the full 20-foot rear setback appears achievable and should be applied to ensure compliance with district standards.

The proposed private access and utility easement is approximately 700 feet, exceeding the 400-foot maximum allowed under WMC 19.30.020(E).

The proposed subdivision creates 9 lots, whereas the maximum allowed under flag lot standards with Borough utilities is 4 lots (WMC 19.30.020(G)).

Nine-lot subdivision proposed, whereas four lots is the typical maximum under flag lot subdivision standards.

Justification provided that the PUD structure allows coordinated housing design, proper ingress and egress, minimum road surface and easement widths, utility efficiency, and fire safety mitigations including additional hydrants.

Staff Analysis of Required Findings for PUD and CUP

Planned Unit Development Criteria (WMC 20.62.050)

- A. No material adverse impact / public health, safety, or welfare: The deviations requested will not have a material adverse impact on surrounding uses as conditioned. The project is buffered from neighboring properties, and conditions requiring fire hydrants, a turnaround, easement and maintenance agreements for access and utilities, and stormwater improvements mitigate potential impacts.
- B. Exception warranted by design and amenities: Exceptions from the flag lot subdivision standards are warranted by the coordinated design of clustered employee housing, shared utilities, and road access. The PUD format provides flexibility for efficient land use and improved fire protection compared to individual flag lots.
- C. Adequate streets and traffic capacity: The private road easement is designed at 30 feet wide (26 feet of paved surface with 2-foot shoulders) and meets the dimensional requirements of WMC 19.30.020(D). Parking will be provided on individual lots, and a turnout is included near the terminus. A recorded Access and Utility Easement Maintenance Agreement will be required as a condition of final approval, consistent with WMC 19.30.020(H), and will remain in effect as long as the flag lot subdivision exists. These provisions ensure adequate circulation and long-term maintenance.
- D. General conformance with the Comprehensive Plan The proposal aligns with Comprehensive Plan goals for workforce housing and compact, efficient growth.

Conditional Use Criteria (WMC 20.68.030)

- A. Compatibility with surrounding properties: The residential use is compatible with the mixed-use district and surrounding residential and commercial uses.
- B. Public health, safety, and welfare: Health and safety are addressed through Borough utility service, stormwater management, and fire protection improvements.
- C. Traffic and access: Entrances and internal circulation are adequate. Parking will meet code standards, with conditions requiring two stalls per lot under flag lot rules, prohibition of parking along the easement shoulders to increase safe ingress and egress of fire, and

adequate turnaround to prevent backing into Zimovia Highway.

- D. Infrastructure and utilities: The development will be served by Borough water, sewer, and electrical systems, with DOT&PF permits required for right-of-way connections. Service valves, backflow preventers, and water metering will be required.
- E. Consistency with Comprehensive Plan: The project supports workforce housing and strengthens Wrangell's health services and economic development.

Access and Utility Easements

All access and utility easements must be dedicated by the subdivision plat with established legal descriptions.

The Access and Utility Easement encompasses the full 30 feet in width as required by code and will be constructed to a width of 26 feet with 2-foot shoulders. An Access and Utility Easement Maintenance Agreement must be prepared and recorded in the Wrangell Recording District and remain in effect as long as the subdivision exists, pursuant to WMC 19.30.020(H).

Plat notes shall reference a common access and utility easement agreement with terms and provisions for maintenance and responsibility. The Borough may accept one comprehensive subdivision agreement or separate agreements (e.g., a utility reservation and maintenance agreement and an access and easement maintenance agreement). All agreements must reference the subdivision name, plat number, and legal description for each binding lot. Although it is not required, staff recommend recording an easement exhibit with the agreement to provide future property owners with clarity on the location of existing easements.

While the primary access easement accommodates utilities, the utility plans show underground infrastructure crossing individual lots before entering the roadway. These utility easements must also be dedicated by the plat with adequate width to ensure future maintenance and access.

Conditions of Approval

- Easement Dedication: All access and utility easements must be dedicated by plat with
 established metes and bounds descriptions, including underground utilities crossing lot 9
 before entering the primary roadway. All easements shall provide adequate width to
 ensure long-term maintenance.
- 2. Easement Agreements: Plat notes shall refer to a common access and utility easement agreement with terms and provisions for maintenance and responsibility. The Borough may accept one comprehensive subdivision agreement or separate agreements (e.g.,

access and easement maintenance agreement, utility reservation and maintenance agreement). All agreements must be recorded with reference to the subdivision name, plat number, and legal description for each binding lot. Staff recommend, though not required, attaching an easement exhibit to provide clarity for future property owners.

- 3. State ROW Permit: Developer must obtain a State right-of-way permit to tie into municipal utilities within the Zimovia Highway right-of-way.
- 4. Service Valves: Service valves shall be installed at each unit/duplex to ensure water and sewer services can be terminated if necessary.
- 5. Stormwater Management: Provide stormwater management details including culverts and drainage conveyance as part of the final plat and construction documents.
- 6. Turnaround: Demonstrate adequate turnaround radius at the road terminus to accommodate emergency and service vehicles.
- Parking and Access: Parking shall comply with WMC standards, with at least one stall per dwelling unit and two per lot. Parking within the easement shoulders shall be prohibited to maintain clear access.
- 8. Fire Protection: Install fire hydrants along the access road as required by the Fire Department.
- Backflow and Metering: Install backflow preventers and water meters as required by Borough policy.
- 10. Final Plat Approval: Final plat approval is subject to Borough and State recording requirements.

Staff Recommendation

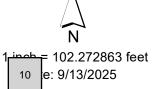
Staff recommends approval of the preliminary review of the SEARHC Planned Unit Development and Subdivision, subject to the conditions of approval listed above.

Recommended Motion

Move to approve the findings of fact and staff analysis detailed in this report the preliminary review of a Planned Unit Development Application and Subdivision Plat for Lot D of the Torgramsen-Austin Subdivision according to Plat No. 2017-1, zoned Zimovia Highway Mixed Use, owned and requested by Southeast Alaska Regional Health Consortium, subject to the conditions of approval.

CITY AND BOROUGH OF WRANGELL, ALASKA





Public Map



August 19, 2025



Kate Thomas
Economic Development Director
PO Box 531
Wrangell, AK 99929

RE: SEARHC Property Development at 1064 Zimovia Highway

Kate,

This letter outlines how the proposed SEARHC residential development complies with the Wrangell Zoning Code, specifically Chapter 20.26 — Zimovia Highway Mixed-Use District. Below is an overview of the planned development:

We are proposing the development of a new residential project on an approximately 3.28-acre site located at 1064 Zimovia Highway in the Borough of Wrangell. The initial phase of the project includes a total of eight housing units, consisting of six one-bedroom and two two-bedroom units. Of these, two will be single-family homes and the remaining six units will be arranged within three duplex structures. One of the single-family homes will be two stories, while all other buildings will be single-story. Each unit will range from approximately 773 to 1,344 square feet in size.

The first five structures will be constructed on the southern portion of the property. Future development by SEARHC is planned for the northern portion of the site and will include additional residential units.

It is our understanding that the zoning designation will remain ZHMU (Zimovia Highway Mixed-Use). The current zoning allows for a density of one unit per 10,000 square feet. We propose to meet this requirement through sitewide averaging. The project will comply with the 50% maximum lot coverage, 10-foot minimum building separation, and 25-foot maximum building height as required by zoning regulations.

Setbacks will also be met in accordance with code: 20 feet front, 15 feet side, and 5 feet rear. Structures will be sited to meet these setbacks relative to newly established lot lines.

In terms of parking, the development will meet or exceed the code requirement of one parking stall per unit. Specifically, we propose one parking space for each one-bedroom unit and two parking spaces for each two-bedroom unit.

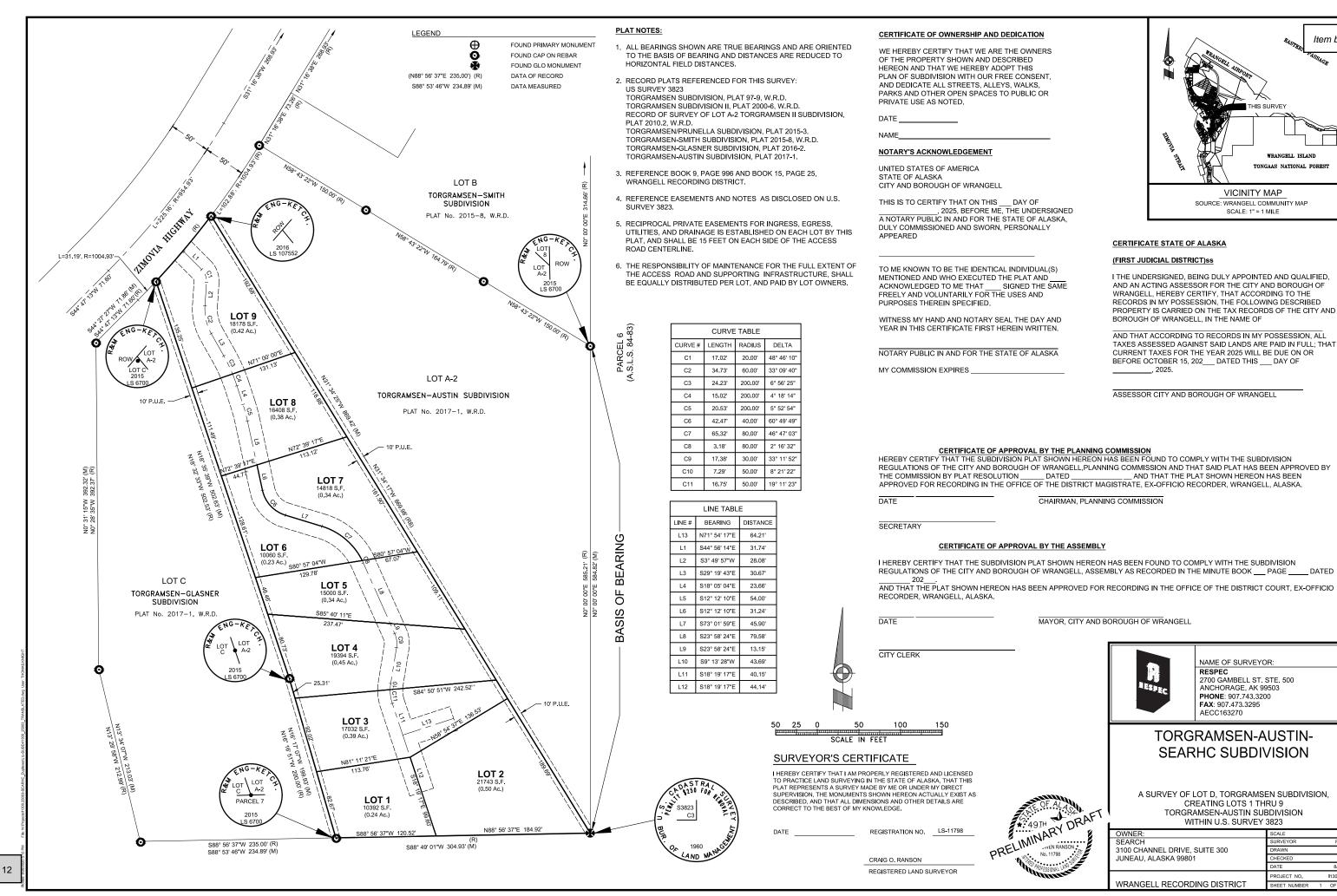
Based on our coordination with Borough staff and review of the applicable regulations, it is our understanding that the proposed development complies with the relevant provisions of the Wrangell Zoning Code.

Sincerely,

Tom Calla, AIA

Director, Healthcare | Associate

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WRANGELL ISLAND ONGAAS NATIONAL FOREST

CHECKED

ROJECT NO.

11300-250

- A. THIS IS AN OVERALL SITE PLAN INTENDED TO SHOW LOCATIONS OF ALL STRUCTURES ON THE SITE.
 B. SEE CIVIL DRAWINGS FOR GRADING, UTILITIES, AND ADDITIONAL SITE DETAILS.

cushingterrell.com 800.757.9522

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NOT FOR CONSTRUCTION

9.2.2025
PROJ# | SEARHC_WRNGLWFH
DESIGNED BY | DUNBAR
DRAWN BY | DUNBAR
REVIEWED BY | CALLA

O ARCHITECTURAL SITE PLAN

