

Planning Commission Staff Report

Meeting date: September 12, 2023

TO: Planning Commission

FROM: Liz Cabrera, Community & Economic Development Director

Subject: ZONING AMENDMENT
Skylark Park LLC

Proposed Motion: I move to recommend to the Borough Assembly that the Petersburg Borough Zoning Map be amended by rezoning Government Lot 14, Section 33, Township 58 South, Range 79 East, Copper River Meridian from Public Use to Single-Family Mobile Home (SFMH).

The Petersburg Planning & Zoning Commission makes the following findings as to need and justification:

1. An application for an amendment to the zoning map was submitted by Skylark Park LLC.
2. The parcel size is 5 acres, and it is mostly vacant. The surrounding area is partially developed with a mix of residential dwellings and vacant land.
3. The subject property is currently zoned Public Use, which is used for government-owned buildings and municipal facilities. The property may also be developed with single-family residential dwellings.
4. Zoning of the surrounding area:
 - a. North – Single Family Residential
 - b. South – Open Space Recreational
 - c. East – Public Use
 - d. West – Mobile Home Park
5. The stated intended use for the property is rezoning to Single Family Mobile Home to subdivide the parcel into 75'x100' lots for placement of manufactured homes. This use is consistent with SFMH. SFMH lot development requires a minimum lot size of 7,500 sf.
6. The purpose of the Single-family Mobile Home district is to provide a sound and attractive residential neighborhood for single-family mobile homes on standard residential-size building lots. One and two-family dwellings also are allowable uses in the SFMH district.
7. The overarching housing goal in Chapter 6, Housing, of the comprehensive plan is to *“...expand the range, affordability and quality of housing in the community while maintaining attractive, livable residential neighborhoods.”* The plan specifies a goal to increase the *“availability of affordable, quality housing, particularly “starter homes” and rentals, while avoiding overdeveloping housing for a stable or declining population.”*
8. The 2016 comprehensive plan recommends future land use for this area be Medium-High Density Residential. The intended use is higher density residential, including attached and detached homes, option for accessory dwelling units, for home-based occupations. The corresponding zoning districts for this use are single-family, single-family mobile home, multi-family, and mobile home park.

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9. On August 29, 2023, a notice of the public hearing was mailed to all owners of property within six hundred feet of the exterior boundary of the property that is the subject of the application.
10. On August 31, 2023, notices of the public hearing were posted at the Municipal Building, and at the subject property.
11. On September 12, 2023, a duly noticed public hearing was held by the Petersburg Planning Commission.
12. At the public hearing, the Planning Commission considered and reviewed applicant materials, public comments and testimony, and staff comments.

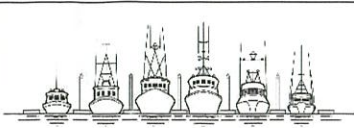
Section 2. Based on the preceding findings, the Petersburg Planning Commission makes the following determination:

1. The current zoning of the parcel is Public Use. The purpose of the Public Use district includes government-owned buildings and municipal facilities, although single-family residential uses are also allowed.
2. The existing zoning of the subject area is inconsistent with the intended use of the site for development of manufactured home dwellings.
3. The proposal is consistent with the goals of the 2016 comprehensive plan and consistent with the future land use map.

Chair, Planning Commission

EXHIBITS

- A. Applicant Materials
- B. Vicinity and Detail Map
- C. Hearing Notice
- D. Exerpts from Comprehensive Plan
- E. Public Comments



**PETERSBURG BOROUGH
LAND USE APPLICATION**

CODE TO:	110.000.404110
BASE FEE:	100.00
PUBLIC NOTICE FEE:	\$70.00
TOTAL:	170.00
CHECK NO. or CC:	CC

DATE RECEIVED: _____ RECEIVED BY: _____

APPLICANT/AGENT		LEGAL OWNER (IF DIFFERENT THAN APPLICANT/AGENT)	
NAME	Ambre Burrell	NAME	Skylark Park LLC
MAILING ADDRESS	PO BOX 2070	MAILING ADDRESS	PO BOX 2126
CITY/STATE/ZIP	Petersburg, AK 99833	CITY/STATE/ZIP	Petersburg, AK 99833
PHONE	907-772-4423	PHONE	907-772-4423
EMAIL	ambre@rocknroadak.com	EMAIL	

PROPERTY INFORMATION

PHYSICAL ADDRESS or LEGAL DESCRIPTION:
LOT GL14

PARCEL ID: 01-010-600 ZONE: PU OVERLAY:

CURRENT USE OF PROPERTY: Vacant Lot LOT SIZE: 217,800 sq

PROPOSED USE OF PROPERTY (IF DIFFERENT):
SF/MH Lots SF/MH lots subdivision

CURRENT OR PLANNED SEWER SYSTEM: Municipal DEC-approved on-site system

CURRENT OR PLANNED WATER SOURCE: Municipal Cistern/Roof Collection Well

LEGAL ACCESS TO LOT(S) (Street Name): **Odin - Skylark**

TYPE OF APPLICATION & BASE FEE

- 19.84 Zoning Change (\$100)
- 18.18 Record of Survey (\$50) (Note: No Public Notice Fee)
- 18.20 Minor Subdivision/18.24 Preliminary Plat/18.19 Replat (\$75 + \$10 per lot)
- 18.24 Final Plat (\$25 per lot)

SUBMITTALS:

For Zoning Change, please submit letter stating the new zoning and explaining the need for the change.
For Subdivision approvals, please submit a prepared plat map as required by borough code.

SIGNATURE(S):

I hereby affirm all of 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(s) or authorized agent thereof for the property subject herein.

Applicant(s): Ambre Burrell Date: 8.1.2023

Owner: Ambre Burrell Date: 8.1.2023

Owner: _____ Date: _____

Owner: _____ Date: _____

SKYLARK PARK LLC
PO BOX 2126
PETERSBURG, ALASKA 99833
907.772.3888
ambre@rocknroadak.com

August 8, 2023

Planning & Zoning Commission

To whom it may concern:

I am writing regarding parcels: 01-010-600 owned by Skylark Park LLC. I am asking the commission to change the zoning on our trailer park from mis zoned Public Use to Single Family Mobile Home park.

We are required to list how our proposal aligns with the Petersburg Comprehensive plan which ours does.

The Petersburg Comprehensive plan lists this parcel as Med-High density best use. Page 31 of the plan states 3. c) Establish guidelines that allow for and encourage higher density housing while ensuring quality of neighborhoods and individual structures. 4. d.) Increase the amount of residential, office and other uses within walking distance of downtown. Page 32. 1. Goal: Support Development. Actively work to reduce barriers to private development Strategy: Actively work to reduce barriers to private development. Local governments can have a large impact on the ease – or the complication – of complying with land use regulations. The objective of this strategy is for the Borough to play a role as facilitator of desired development.

Our intentions are to subdivide the lot into 75 x 100 lots which will be available for purchase to the public. This zoning change will allow a small home to be built or to work with us to bring in a custom designed manufactured home.

This zoning change will allow us to create actual affordable housing options for people struggling to find housing in Petersburg. This will also entice investors to purchase a manufactured home on its own lot they could rent out. Creating affordable rental properties will help the rental crisis we are in.

We hope the Commission can see the need in our community we will be able to address with this zoning change.

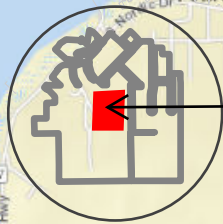
We would like to add that there will still be a Borough owned lot creating a green belt between our subdivision and Severson's Subdivision, which is more than what exists in most other subdivisions.

Thank you for your consideration.

Regards,

Sigmund K and Ambre R Burrell
Skylark Park LLC

*Skylark Park Property
Gov Lot 14
01-010-600*



PROPERTY AREA





August 29, 2023

«Name1» «Name2»
«Address1»
«City», «State» «Zip»

NOTICE OF SCHEDULED PUBLIC HEARINGS

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

Recommendation to the Borough Assembly regarding an application from Ambre Burrell (Skylark Park LLC) to rezone Gov't Lot 14, US Survey from Public Use to Single-family Mobile Home (PID: 01-010-600).

The public hearing and consideration of the application will be held:	Tuesday, September 12th 2023, 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
CHRIST FRY	
HEATHER O'NEIL	
SALLY DWYER	
JIM FLOYD	
JOHN JENSEN	
PHIL MEEKS	
MARIETTA DAVIS	
SKYLARK PARK LLC	
AGNER JESSE A	AGNER MARGARET H
ALASKA STATE OF	
AMANECER ELIZABETH	
ARMIN NORMAN	ARMIN MERRY
BERTAGNOLI JOE	
BOJORQUEZ FELIX RICARDO	
BRADFORD AARON	BRADFORD JANET
BRAUN RICK G	BRAUN SUE A
CANGIALOSI SALVATORE A	
CARNES SHANE	PHILLIPS DEANNA
CHITTENDEN TIMOTHY R	
CISNEY JOE ALLEN	CISNEY JENNIFER MAE
CLARK KEVIN J	
COLLINS KEVIN	BRUSELL PRISCILLA
CONN JOSHUA H	CONN HEATHER

CONNOR WILLIAM H JR	
COTTA CARISSA R	
CUMMINGS ROBIN	CUMMINGS JOYCE
CURTIS DYLAN	
DAVIS KELLY	
EGEN KADDY	
ELLIS MARY ANNE	
ENGELL JAMES B	ENGELL JILL E
ENRIQUEZ JORGE A	ENRIQUEZ MINDY J
FALTER TERRY	FALTER TERRI
FRANKLIN CLAYTON S	
FRANKLIN KYLE O	FRANKLIN VIKKI
FRIEND REX	FRIEND CHERI
GARD TIMOTHY	GARD LISA
GOOD INVESTMENTS LLC	
GRANBERG LOREEN	
GRANT CASSANDRA	
GRISS SEAN J	GRISS KRISTA A
HALL KIMBERLY REBECCA	
HAMMER KACEY	
HANAHAN INDIGO L	HANAHAN WILLIAM R
HASBROUCK MIKA JERE	
HERMOSA HOLDINGS LLC	

HESS COURTNEY N	HESS REX
HOLMGRAIN RANDAL E	HOLMGRAIN SARAH
JONES KENNETH JOHN LORGEN MARIE H	THE LORGEN- JONES LIVING TRUST
KATASSE IRVING	
KLUDT-PAINTER JONATHAN T	KLUDT-PAINTER ERICA L
LENZ TORE	
LOPEZ-MENDOZA JOEL	
LUHR JASON	LUHR STACY
LYNN CYNTHIA E	
LYONS HEIDI PERSCHON LIV	ONEIL HEATHER
LYONS JACK C	LYONS HEIDI
M&K SCHWARTZ AK TRUST	
MARSH KIRT	MARSH DONNA
MATTINGLY DARBY	MATTINGLY NICHOLE
MCCAY ASHON	MCCAY NATALIE
MORAN TONY	
MORRIS CHRISTINA	
MURDOCK WILLIAM CHARLES	MURDOCK EILEEN ROSE
NEIDIFFER JUSTIN	
NELSON JOSEPH T	NELSON KAREN G
NEWMAN LUCAS	NEWMAN TANGI
NEWMAN SCOTT D	NEWMAN CYNTHIA

NUSSBAUMER DONA M	NUSSBAUMER ALVIN
ONEIL DENNIS	ONEIL HEATHER
OREAR LARRY	OREAR KATHY
O'SOUP DERRICK G	O'SOUP KELLY N
PERSCHON LIV M	
PETERSBURG BIBLE CHURCH	
PETERSON RAYMOND G	PETERSON ELIZABETH K
PHILLIPS AARON L	
PHILLIPS JEANETTE	
PLEW EVA R	SALOMONE PAUL
POOLE JEFFREY	
RADFORD GENESIS & MARTINEZ- MACIAS	ALBERTO GREGORIO
ROSVOLD ANDERS O	
ROUNDTREE DEAN & ELENA	ROUNDTREE ARIEL M
ROUNDTREE JESSE	
SAKAMOTO DIANNA	QUEZON ALVIN
SANDHOFER THEODORE F	SANDHOFER MARSHA L
SCHWARTZ JAMES	SCHWARTZ LESLIE
SKEEK GEORGE	
SLAVEN JACOB	
STROMDAHL JAMES	STROMDAHL MARY
TANGATAILOA STACIE	
THE MILL INC	

THOMASSEN SCOTT	RRT TRUST / SPECIAL NEEDS TRUST
TIDWELL JARED	
TRIDENT SEAFOODS CORPORATION	
VICK THERESA	VICK DAN
VOLK ROBERT D	VOLK ANNE
WALLEN LISA J	
WOOD GEORGE	WOOD SUSAN
WORHATCH ERICA	
YOUNG ELROY L & ALICE H	
REGULA RANDY R & REBECCA A	
ZAIC NANCY L	HUSE DONALD

Use Category	Intended Uses	Zoning “Menu” – zones to be applied within any specific general land use category
	- On public land: no/minimal development	private land
Downtown Historic	Compact, walkable, diverse; controls on building form and appearance to maintain historic character; little or no onsite parking	C-3 Commercial 3 with modifications to maintain historic character
Downtown Commercial	Commercial, higher density residential, - compact, walkable, diverse; minimal onsite parking, most parking needs met through well-managed public parking, on and off street	C-1 Commercial 1 with modifications to reduce on-site parking requirements
Commercial Outside of Downtown	Commercial outside of downtown, including larger floorplate uses; in contrast to downtown, these are generally uses requiring substantial on-site parking to meet needs of customers who arrive by automobile	C-2 Commercial 2
Medium and Higher Density Residential	Higher density residential, including attached and detached homes; option for accessory dwelling units, for home-based occupations	SF 1 Single Family 1, (SF 2 - Single Family 2 modified or eliminated), MF - Multi-Family, SFMH - Single Family Mobile Home, MHP - Mobile Home Park
Lower Density Residential	Single family or duplex residential, option for accessory dwelling units and home-based businesses, (1-4 dwellings units per acre (DUA) is most common; but allow option for densities up to 6-8 DUA)	RR Rural Residential; Single Family Mobile Home? (add option for up to 6-8 DUA with admin site plan review)
Public Facilities	Site-specific, developed public use facilities, including developed recreation facilities	P-1 Public use
Industrial	Range of industrial activities; primarily uses that tend to have impacts on surrounding non-industrial uses, such as noise, smells, bright lights, truck traffic, low visual quality, safety concerns	I Industrial
Open Space/Recreation	Land in natural state, allowing for dispersed recreation. Open space is preferred near term use, in part to concentrate development in currently developed areas. This designation may be changed in the future to allow for development if/when local economy/population grows.	OS Open Space - recreation, modified to emphasize conservation, generally for public lands, option to be dedicated for mitigation lands
Development Reserve	Areas with limited current access, and limited near term development pressures. Decision on future uses to respond to market opportunities, community and environmental standards	No current corresponding zoning category
Dispersed Recreation/Resource Development	The general category for public land managed by USFS or DNR; multi-use management including timber harvests, recreation, mineral development (same outside SA1)	No currently corresponding zoning category

CHAPTER 6: HOUSING

Overarching Goal: Expand the range, affordability and quality of housing in the community while maintaining attractive, livable residential neighborhoods.

GOALS + STRATEGIES

1. **Goal: Housing Supply.** Increase availability of affordable, quality housing, particularly “starter homes” and rentals, while avoiding overdeveloping housing for a stable or declining population.
 - a. Renovate and rehabilitate existing housing stock. Potential actions:
 - Provide direct links to private and public sector partners that can work with residents to estimate cost and identify funding options for home upgrades and improvements.
 - The Borough should condemn unhealthy, dilapidated housing and either rehabilitate or replace such structures, preferably with higher density, more affordable homes.
 - b. Increase infill in already developed areas. Potential actions:
 - Encourage higher density, less expensive housing options such as duplexes, four-plexes, apartments, “mother-in-law,” or “tiny houses” where appropriate. These units could be used for vacation residences, low-impact living, lower income housing and singles housing options.
 - Develop appropriate zoning and building standards to allow for “tiny house” dwelling, including multiple-dwellings on a single lot.
 - Encourage re-development of older low-density single homes into higher-density housing.
 - *See Chapter 3: Land Use + Environment* for specific land use strategies to encourage infill.
 - c. Reserve land adjacent to existing infrastructure to allow for increased supply in new areas, as needed. Potential actions:
 - Expand the concentrated residential downtown core of Petersburg.
 - Add two more streets with utilities to Tlingit-Haida Regional Housing Authority (THRHA) subdivision. Build on sites with appealing views.
 - Identify locations along Mitkof Highway for housing.
 - Encourage small housing developments with shared green spaces, maintenance and parking.
 - Adjust land use restrictions to allow for smaller lots.
 - Open up portions of land the airport access road focusing on areas closer to town for new housing development.
 - Where the land is physically suited, consider building housing on the large platted Borough-owned subdivision north of the ballfields.



Tiny houses and “cottage homes” offer alternatives to traditional single family housing. Instead of a lot with a single home, the lot can be used for multiple detached homes on land held in common with landscaping for privacy.
Image from tinyhouseblog.com

- See *Chapter 3: Land Use + Environment and land use plan map* for land use designations for new housing.

2. **Goal: Partnerships.** Work in partnership with neighboring land owners, agencies, and nonprofits to share resources and reduce costs to identify and develop housing.
 - a. Conduct a comprehensive housing needs assessment.
 - b. Explore options for the Borough to play a role in reducing time and cost for development. Potential actions:
 - Infrastructure. Expand road, water and sewer systems. Assist with coordinating extension of power.
 - Permitting. Work with the Army Corps of Engineers to make the permitting process for new construction and development on existing private property easier (see Goal 1 in Land Use chapter).
 - Continue to offer a one-stop “concierge” for permits for desired uses.
 - Land. Expand areas open to housing, including land selections, and residential areas outside of town.
 - Funding. Waive fees till occupancy.
 - Host a fair for sharing innovative technologies such as renewable energy options and composting that could help interested residents and developers explore new opportunities for home construction both on and off the grid.
 - c. Work in partnership with THRHA, taking advantage of the Regional Housing Authority’s ability to leverage a mix of private and public funding sources.
 - d. Expand partnerships to offer subsidized housing to lower income households.
 - e. Encourage development of one-room studio condos for less than \$100,000.
 - f. Work with partners to offer rent-to-own housing and sweat equity options to make it easier for people to purchase homes.

3. **Goal: Seasonal Housing.** Ensure populations that are seasonal or transitional are living in housing that best meets their needs.
 - a. Develop land use policies that allow for appropriate and accessible seasonal housing for fishing workforce. Potential actions:
 - See *land use plan map* related to designating certain waterfront properties for workforce housing.
 - Learn more about the availability and use of vacation rentals in the Borough and examine the potential impact on the overall housing market.
 - b. Develop land use policies and Borough processes that facilitate, enhance and market Petersburg as a place for second homes. Potential actions:
 - Encourage development where there are appealing views.
 - See *land use plan map* for specific areas that have good views and access to existing infrastructure.

4. **Goal: Senior Housing.** Expand senior housing options across all levels of care.
 - a. Ensure adequate support services at lower levels of in-home care. Potential actions:
 - See *Chapter 5 Public Facilities + Services* for specific strategies related to supporting seniors to live safely in their own homes. This will prevent need to build as much housing for higher levels of care.
 - b. Promote development of additional elderly independent living housing. Potential actions:

- Identify possible sites including near Mountain View Manor, the Petersburg Medical Center or the ball fields.
 - Partner with non-profit developers whereby the Borough and/or other partners, such as the Alaskan Mental Health Trust Authority, provides the land for a senior housing project.
- c. Explore new housing models for seniors who need low level supports. Potential actions:
- Partner with regional Aging and Disability Resource center to pilot shared housing; for example, the Golden Girls Network.
 - Explore King Cove model of four independent housing units with one caregiver unit.
- d. Explore options for a memory-care assisted living wing addition to Mountain View Manor. Potential actions:
- Conduct a senior needs assessment to determine future demand for higher levels of care in Petersburg.

“Housing and childcare is seriously short for folks. And this is not a need for me, but I see and hear about this often.”
 – Community survey participant

BACKGROUND AND CONTEXT

This chapter outlines the current housing profile of Petersburg Borough and identifies where there is need for additional housing in the future. The chapter begins with an overview of housing supply, quality and affordability. Next, the factors that affect the supply are considered; these factors include land supply, seasonal housing and the need for senior housing. The chapter concludes with a simple quantitative housing needs assessment that sets the stage for future analysis.

RATIONALE

While providing housing might not be the first priority of a borough government, there are public benefits to having an adequate supply of housing for its population. A diversity of housing options of different sizes and prices ensure that people who come to the Borough to work and live will have a place they are willing and able to pay for. Without housing for workforce, it is more difficult for new economic sectors to develop. Additionally, poor housing quality has negative impacts on the health and wellness of the community, including young children. It also makes those homes undesirable and unsellable, which makes them poor investment choices for first time home buyers. While Petersburg Borough does not need to construct



Sept. 5, 2023

Dear Planning Commission:

I am writing in opposition to the commission approving the rezoning request from Amber Burrell, Skylark Park, LLC.

The parcel in question has long been zoned public use, and more than could ever be adequately described, has been widely used as such from firsthand observation for almost 30 years.

After having lived for almost 6 years at Lot #11 in Magill's Trailer Court, as it was known for decades, my husband and I purchased our property at 710 Vesta Street 30 years ago and proceeded to build our home in which we have lived for 27+ years. The land between Vesta Street and Magills was vacant and had been zoned as public use for decades. We anticipated from the start that it would remain so. We've raised our children here, utilized the open spaces behind and to the south of our home in this muskeg as a playground for exploration, frog and newt hunting, cross country skiing, sledding, ice skating, and so many other activities that have enriched our lives. To think that a major portion of this open space will be rezoned into single family mobile home/manufactured homes for future development makes my stomach churn.

I've been able to watch from my kitchen window many children and adults alike enjoy this space as well.

Many of our neighbors along Vesta Street and in Severson Subdivision have long shown pride of ownership in maintaining their homes and yards. Mobile home parks in Petersburg and even across the country often are not places of cleanliness and beauty. Crime is much more prevalent and frequently, they are not well kept. These factors will affect negatively the neighbors in Severson Subdivision and will also negatively affect property values. The "green belt" noted in the petition is also public use, but would not make up for the presence of an expanded trailer/manufactured home development.

Several years ago, Pat Magill petitioned the Commission for exactly the same thing: a rezoning so she could expand the trailer court. That request was denied. I urge the commission to likewise deny this one as well.

Opening residential lots close to town (ok, it's a mile or so away) could be beneficial, but to take prime public use land and pack it full of mobile/manufactured homes would be a huge loss for the neighborhood that has been long established as well as the many people who utilize this ground for all sorts of activities throughout the year.

Thank you for your time.

Sincerely,

Kirt, Donna and Evan Marsh