PLANNING COMMISSION MEETING

JULY 24, 2018
A presentation by representatives from Eielson Air Force Base on the updated Air Installation Compatible Use Zone (AICUZ) study.

AGENDA
Immediately following Work Session

A. ROLL CALL

B. MESSAGES
  1. Chairperson’s Comments
  2. Commissioner’s Comments
  3. Communications to the Planning Commission
  4. Citizen’s Comments – limited to three (3) minutes
     a. Agenda items not scheduled for public hearing
     b. Items other than those appearing on the agenda
  5. Disclosure & Statement of Conflict of Interest

C. APPROVAL OF AGENDA AND CONSENT AGENDA

Approval of consent agenda passes all routine items indicated by asterisk (*) on agenda. Consent agenda items are not considered separately unless any Commission member or citizen so requests. In the event of such request, the item is returned to the general agenda.

D. *MINUTES


E. PUBLIC HEARING

  1. RZ2018-005: A request by Fairbanks North Star Borough Land Management Division, on behalf of Fairbanks North Star Borough, to rezone approximately 33.39 acres from General Use 1 (GU-1) to Rural and Agricultural 5 (RA-5) or other appropriate zone. The proposed rezone includes parcels described as Portion of Government Lot 1, Section 6, T1N, R1W, F.M. (located north and south of Goldstream Road, north of Ballaine Road). Staff Contact: Stacy Wasinger
F. NEW BUSINESS

1. FMATS Metropolitan Transportation Plan: Discussion and action by the Commission for involvement in the development of the FMATS Metropolitan Transportation Plan, and for consideration of adoption as an element of the Comprehensive Plan.  

G. EXCUSE FUTURE ABSENCES

H. COMMISSIONER’S COMMENTS/COMMUNICATIONS

I. ADJOURNMENT
MINUTES

MAY 8, 2018

Are not available at this time
MINUTES

MAY 22, 2018

Are not available at this time
MINUTES

JULY 10, 2018

Are not available at this time
STAFF REPORT

RZ2018-005
STAFF REPORT

To: Fairbanks North Star Borough Planning Commission

From: Stacy Wasinger, Planner III

Date: July 24, 2018 Planning Commission Meeting

Subject: RZ2018-005: A request by Fairbanks North Star Borough Land Management Division, on behalf of Fairbanks North Star Borough, to rezone approximately 33.39 acres from General Use 1 (GU-1) to Rural and Agricultural 5 (RA-5) or other appropriate zone. The proposed rezone includes parcels described as Portion of Government Lot 1, Section 6, T11N, R1W, F.M. (located north and south of Goldstream Road, north of Ballaine Road).

EXECUTIVE SUMMARY

The proposed rezone from General Use 1 (GU-1) to Rural and Agricultural 5 (RA-5) is for an approximately 33.39 acre area owned by the Fairbanks North Star Borough off of Goldstream Road. The subject property has been through the preliminary platting process and was approved by the Platting Board on September 20, 2017 for a five lot subdivision known as Goldstream Dream (Exhibit 1). The lots range in size from 4.614 acres to 10.368 acres. All five proposed lots meet the minimum lot size requirement of 200,000 square feet (4.59 acres) for the RA-5 zone. The proposed rezone area is adjacent to RA-5 zoning to the south. The purpose of the rezone is to place a more appropriate zone on the property before the individual proposed lots are sold into private ownership. The lots are intended to be sold in the FNSB Land Management fall land sale, beginning in October 2018.

Key Issues:

Comprehensive Plan compliance:
The FNSB Comprehensive Plan area designation for the subject parcel is "Outskirt Area." "Outskirt Area" is defined as "a area generally within a 20 to 30 minute travel time of urban destinations, and which contains primarily open space, mining and residential uses; variable densities are encouraged provided they are compatible with the surrounding community, sensitive to natural systems and have adequate water and sewer facilities. Other uses include agriculture, and supporting commercial uses." The low-density residential and agricultural uses permitted in the RA-5 zone are compatible with this designation. The proposed rezone is also consistent with the FNSB Comprehensive Plan Land Use Goal 3, Strategy 6; Land Use Goal 4, Strategy 10, Actions A and B; and Environment Goal 3, Strategy 7.

Public health, safety, and welfare
The proposed to RA-5 zone conforms to the public health, safety or welfare. The RA-5 zone is compatible with the existing surrounding land uses and will not permit the more intensive uses that are currently allowed in the GU-1 zone. Because all uses that are permitted in the RA-5 zone are already allowed in the GU-1 zone on the subject property, the rezone to RA-5 would not increase or could potentially reduce traffic. The RA-5 zone also establishes 35 foot front-
yard and 10 foot side and rear-yard setbacks. These setbacks will help provide fire separation between buildings on adjacent properties and allow additional privacy for each lot.

**Staff Recommendation:** The Department of Community Planning recommends **APPROVAL** of the rezone from General Use 1 (GU-1) to Rural and Agricultural 5 (RA-5) with six (6) Findings of Fact in support of approval. The Department recommends approval of the RA-5 zone because it meets the Comprehensive Plan and conforms to public health, safety and welfare. This rezone to RA-5 is not considered to be a spot zone or a reverse spot zone.

I. **GENERAL INFORMATION**

### Property Information

<table>
<thead>
<tr>
<th>Applicant</th>
<th>Sandra Mota, on behalf of Fairbanks North Star Borough Land Management Division 907 Terminal Street Fairbanks, AK 99701</th>
</tr>
</thead>
<tbody>
<tr>
<td>Property Owner</td>
<td>Fairbanks North Star Borough 907 Terminal Street Fairbanks, AK 99701</td>
</tr>
<tr>
<td>PAN</td>
<td>602607 and 602599</td>
</tr>
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<td>Lot Size</td>
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<td>Existing zoning</td>
<td>General Use 1 (GU-1)</td>
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<td>Existing land use</td>
<td>Vacant</td>
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<tr>
<td>Flood zone</td>
<td>X</td>
</tr>
<tr>
<td>Comprehensive plan</td>
<td>Outskirt Area</td>
</tr>
<tr>
<td>Code Violations</td>
<td>None listed</td>
</tr>
</tbody>
</table>

### Adjacent Zoning

| North | General Use 1 (GU-1) |
| South | Rural and Agricultural 5 (RA-5) |
| East | General Use 1 (GU-1) |
| West | General Use 1 (GU-1) |

### Adjacent Land Use

| North | Vacant |
| South | Residential |
| East | Residential |
| West | Residential |

### Public Services

| Water | Private |
| Sewage | Private |
| Emergency Fire Response | Chena Goldstream Fire |
| Energy | GVEA |
| Police | State Troopers |
II. ZONING AND DEVELOPMENT HISTORY

The subject property was zoned Unrestricted Use (UU) with the adoption of FNSB Comprehensive Zoning Ordinance No. 67-34 on March 28, 1968. Goldstream Road runs through Government Lot 1 (GL-1). GL-1 was acquired by the Fairbanks North Star Borough on June 27, 1980 by deed from the state of Alaska. The UU zone became the General Use 1 (GU-1) zone with the adoption of Ordinance No. 88-010, effective on April 25, 1988. The property is currently vacant (Exhibit 2).

III. REZONE REQUEST DESCRIPTION

The subject property, known as portion of GL-1, is currently zoned General Use 1 (GU-1) (Figure 1). The property is owned by the Fairbanks North Star Borough. FNSB Land Management has requested to rezone the approximately 33.39 acres from GU-1 to Rural and Agricultural 5 (RA-5). The parcel has been through the preliminary platting process and was approved by the Platting Board on September 20, 2017 for a five lot subdivision known as Goldstream Dream (Exhibit 1). The lots range in size from 4.614 acres to 10.368 acres. All five proposed lots meet the minimum lot size requirement of 200,000 square feet, or 4.59 acres, for the RA-5 zone. This plat also dedicates Calvin Drive as public ROW to the undeveloped parcels to the north. The purpose of the rezone is to place a more appropriate zone on the property before the individual lots are sold into private ownership. The lots are intended to be sold in the FNSB Land Management fall land sale, beginning in October 2018.

Much of this area is zoned GU-1, including the borough-owned lands to the north and west of the property (Exhibit 3). There is a mix of GU-1, Rural and Agricultural, Rural Estates,
Rural Farmstead, and Rural Residential zoning in the developed neighborhoods to the south, east, and west (Figure 1). There is RA-5 zoning adjacent to the south of the subject property. Community Planning has begun a planning process with the neighborhood regarding the potential rezone of approximately 2,606 acres of the borough land to the north and west of the subject property that is currently zoned GU-1. That process is in early stages and will not be complete before fall. This rezone application was brought forward for only the approximately 33 acres because it is the only area currently identified for scheduled Land Management land sales. The purpose is to more appropriately zone this 33 acres before the 5 proposed lots are sold into private ownership.

**Figure 1: Zoning in the Surrounding Area**
(Subject rezone property shown in red)

Much of the surrounding area to the north and west is vacant. The areas to the south, west, and east are predominantly residential development (Figure 2).
Figure 2: Land Uses in the Surrounding Area
(Subject rezone property shown in red)

Gray – Vacant
Yellow – Residential
Pink – Other/Cabin
Blue – Multi-Family

Figure 3: Goldstream Dream approved preliminary plat
The intent of the RA-5 zone is for “agricultural uses of land for very low density residential development. These districts are intended for areas where community sewer and water systems are unavailable” (FNSBC 18.28.010). All uses that are permitted in the RA-5 zone are already allowed under the current GU-1 zoning. The RA-5 zone would increase the minimum required lot size from 40,000 square feet in the GU-1 zone to 200,000 square feet. The GU-1 zone does not have minimum required setbacks and the RA-5 zone would establish a 35 foot front-yard setback and 10 foot side and rear-yard setbacks.

The applicant states that “[t]he parcel’s current zoning of GU-1, which applicable as a property in rural areas where community water and sewer systems are unavailable, is unsatisfactory to the specific property in question given surrounding zoning of developed lands.” Most of the area is either vacant or developed with residential uses. GU-1 zoning allows a large variety of commercial and industrial uses that may not be as compatible with the predominantly residential existing uses. Additionally, the soils are not as suitable for dense development and may contain wetlands. RA-5 zoning has often been utilized for areas with poorer soils for development due to the increased lot size and the uses permitted. There is also RA-5 zoning directly adjacent to the south, so the proposed rezone is compatible with the adjacent zoning.

IV. PUBLIC NOTICE & AGENCY COMMENTS

All agency and public comments are included in the “Agency Comments” and “Public Comments” sections following this report. Community Planning mailed 57 dear property owner notices and received no telephonic inquiries and no written comments about this rezone request as of the date of this report. The FNSB Department of Community Planning contacted the following agencies for comments:

a. Alaska State Fire Marshal’s Office  
b. Alaska State Troopers  
c. Alaska Department of Transportation and Public Facilities (ADOT&PF)  
d. Alaska Department of Environmental Conservation (ADEC)  
e. United States Army Corp of Engineers  
f. Golden Valley Electric Association (GVEA)

FNSB Community Planning has received no response to this rezone that indicates opposition. AKDOT & PF made comments about both the rezone and the plat. They noted driveways would be required to meet DOT permit standards and recommended approval of the rezone. The state Fire Marshal’s Office noted that any commercial structures would require plan review from their office.

V. STAFF ANALYSIS - FNSBC Section 18.104.020 (C)

(1) The proposed rezone conforms to the comprehensive plan.

The Comprehensive plan attributes the “Outskirt Area” designation to the subject parcel (Figure 3). It is defined as “[a]rea generally within a 20 to 30 minute travel time of urban destinations, and which contains primarily open space, mining and residential uses; variable densities are encouraged provided they are compatible with the surrounding community,
sensitive to natural systems and have adequate water and sewer facilities. Other uses include agriculture, and supporting commercial uses.”

The RA-5 zone is “intended for agricultural uses of land for very low density residential development. These districts are intended for areas where community sewer and water systems are unavailable” (FNSBC 18.28.010). The proposed rezone is more consistent with the “Outskirt Area” designation because the RA-5 zone is intended for low-density residential and agricultural uses. The increased minimum lot size would also likely result in more open space on the lots. The GU-1 zone would permit a wide variety of commercial and industrial uses that may not be as compatible with the surrounding existing uses. Both zones are intended for areas where community water and sewer is not available. All uses that are permitted in the RA-5 zone are already allowed under the existing GU-1 zoning.

**Figure 4: Comprehensive Plan**  
(Subject rezone property shown in red)

![Comprehensive Plan](image)

Additionally, the proposed rezone to RA-5 would meet the following FNSB Comprehensive Plan goals:

**Land Use Goal 3** – To have a variety of land uses that fit the diverse needs of the community  
**Strategy 6** – Provide a variety of residential land use opportunities.

The subject parcel has an approved preliminary plat for a 5 lot subdivision. FNSB Land Management intends for these lots to be sold into private ownership in the FNSB fall land sale. The RA-5 zone allows for low-density residential development, providing a specific residential land use opportunity.
Land Use Goal 4 – To enhance development opportunities while minimizing land use conflicts
Strategy 10 – Attract and support development that is compatible with and enhances existing land use.

Much of the surrounding area is vacant or developed with residential uses. The GU-1 zone would permit a wide variety of uses that may not be compatible with that existing development. The RA-5 zone allows the flexibility of agricultural and low-density residential uses while restricting the more intensive uses allowed in the GU-1 zone. The proposed RA-5 zone would provide a larger required lot size, as well as setback and use restrictions, to create certainty that the future development would be more compatible with the existing surrounding residential development.

The proposed rezone is also consistent with Action A of Land Use Goal 4, Strategy 10. Specifically, the first item under this action is to “Rezone new subdivisions to appropriate land use designations concurrent with the platting process.” The subject property has received preliminary plat approval for a five lot subdivision. All lots proposed meet the RA-5 minimum lot size requirement of 200,000 square feet and the RA-5 zone is appropriate for the subject property.

The proposed rezone also meets the first two items under Action B of this goal and strategy. These items are to “Separate commercial and industrial land uses from residential or incompatible land uses by methods such as screening, buffering, and/or alleys” and “Encourage agricultural development that is compatible with surrounding land uses and densities.” By limiting the more intensive commercial and industrial uses that are allowed in the current GU-1 zoning to the predominantly low-density residential and agricultural uses permitted in the RA-5 zone, both of these items are supported by the proposed rezone.

Environment Goal 3 – To protect natural systems
Strategy 7 – Consider land development toward areas where natural systems will be least adversely affected.

The parcel does have some potential wetlands and a soil type that is less suited to intensive development (Exhibit 4). The RA-5 zone would increase the minimum required lot size and limit the density of uses that could be developed. This will help leave more potential wetland areas and any other sensitive areas less developed than is possible with GU-1 zoning.

(2) The proposed rezone conforms to the public health, safety and welfare.

Surrounding Zoning and Land Uses

This rezone request from GU-1 to RA-5 would align the zoning of the subject property with the Comprehensive Plan designation and goals. The subject property does not have community water and sewer systems available. The land is appropriate for low-density residential and agricultural uses with larger lot sizes than the intensive commercial and industrial uses allowed in the GU-1 zone. The immediate area is predominantly vacant or development residentially, which is more compatible with RA-5 zoning. Much of the land to the north and west is also owned by the borough, with many individual, privately owned lots surrounding the area as well.
The subject property is currently vacant. There are various trails in the area but none of the trails designated in the Trails Plan run through the subject parcel (Exhibit 5). No specific development is proposed with the rezone, although a 5 lot preliminary plat has already been approved by the Platting Board. The RA-5 zone would not permit any uses that are not already allowed in the existing GU-1 zone. This application only considers the rezone request, which would restrict more intensive land uses but still allow low-density residential and agricultural uses. Uses such as schools and professional offices would become conditional uses under the RA-5 zone but are currently allowed without any permits in the GU-1 zone.

Additionally, the RA-5 zone would establish 35 foot front-yard and 10 foot side and rear-yard setbacks; no setbacks are currently required in the GU-1 zone. The establishment of setbacks will help in potential fire separation of buildings. Therefore, Community Planning recommends that this rezone request conforms to the public health, safety and welfare because this request will allow for compatible low-density residential and agricultural uses while limiting more intensive land uses that are currently allowed by either making them conditional uses or not permitted.

Traffic and Trip Generation

Rezoning from GU-1 to RA-5 is not expected to have any increased impact on the trip generation potential for the property involved. The uses associated with GU-1 are more intensive and numerous than the uses allowed in RA-5. All uses that are permitted in the RA-5 zone are already allowed in the existing GU-1 zone. The proposed rezone would limit the permitted uses and make more intensive uses that are allowed outright in the GU-1 zone, such as schools and professional offices, conditional uses.

Goldstream Road is classified as a major collector road and is maintained by the Alaska Department of Transportation and Public Facilities (AKDOT & PF). Because there is no increased impact on trip generating potential from this rezone, the adequacy of the roads to accommodate traffic does not change with the proposed rezone from GU-1 to RA-5. AKDOT & PF returned comments that driveway permits would be required. Comments for the plat include that access for the lots is limited to Calvin Drive for lots 1-4. Lot 5 has an existing easement to access Goldstream Road. These comments do not impact the rezone criteria, except that all proposed lots have adequate access. No traffic hazards are created by the proposed rezone.

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1 This section of this staff report includes input from Donald Galligan, FNSB Transportation Planner after a review of the application materials with FNSB Planner Stacy Wasinger.
Nonconforming Lot Size, Structure and Uses

The proposed RA-5 zone does not make any of the existing or proposed lots nonconforming because they are all over 200,000 square feet. The rezone does not make any structures or uses within the proposed rezone boundary nonconforming because the subject property is currently vacant.

Flood Hazard Area and Wetlands

The subject property is in flood zone X, out of the Special Flood Hazard Area. There are some potential wetlands on the property (Exhibit 5). Any development in these areas, if designated as Jurisdictional Wetlands by the US Army Corp of Engineers, would require permits. No specific development is proposed with the rezone.

(3) Spot Zone Analysis

The Alaska Supreme Court has stated that the classic definition of spot zoning is, “the process of singling out a small parcel of land for a use classification totally different from that of the surrounding area, for the benefit of the owner of such property and to the detriment of other owners.” Determining whether a rezone constitutes spot zoning depends on the facts and circumstances of each case. In Griswold v. City of Homer, 925 P.2d 1015, Alaska, 1996 the court stated it would consider the following three factors in determining the constitutionality of spot zoning:

1. The consistency of the amendment with the comprehensive plan;
2. The benefits and detriments of the amendment to the owners, adjacent landowners, and community; and
3. The size of the area rezoned.

The subject property is currently zoned GU-1 and surrounded by GU-1 zoned parcels to the north, east, and west. The area to the south is zoned RA-5. Community Planning does not find this rezone request to be a spot zone because of the following reasons:

(i) Consistency of the amendment with the comprehensive plan;

The Comprehensive Plan land use category, “Outskirt Area” envisions areas where public sewer and water systems are not available and contain predominantly open space, mining, and residential uses. The current zoning, GU-1, is intended for areas where community sewer and water systems are not available (FNSBC 18.84.010) and allows many intensive uses not compatible with residential development without permits. The proposed RA-5 zone would restrict the permitted uses to predominantly low-density residential and agricultural uses, which is more compatible with the “Outskirt Area” designation. The proposed rezone to RA-5 is also consistent with FNSB Comprehensive Plan Land Use Goal 3, Strategy 6; Land Use Goal 4, Strategy 10, Action A and Action B; and Environment Goal 3, Strategy 7.
(ii) The benefits and detriments of the amendment to the owners, adjacent landowners, and community;

**Benefit to the Property Owner**

The RA-5 zone benefits the property owner because it would allow for the proposed subdivision and sale of the 5 lots with a more appropriate zoning designation. The RA-5 does not permit the more intensive uses that may not be compatible with low-density residential and agricultural development. Community water and sewer are not available and soil types are less suitable for development, supporting a larger lot and low-density type residential development.

**Benefit to the Adjacent Landowner**

The current GU-1 zoning allows a variety of more intensive land uses that may not be compatible with the existing properties developed residually in the area. Much of the surrounding property is owned privately or by the Fairbanks North Star Borough. Much of the area is either vacant or developed with low-density residential uses. The RA-5 zone is more appropriate to this type of adjacent use than the GU-1 zone.

The proposed RA-5 zone will also have benefits for the surrounding residually developed properties because it will limit the allowed uses on the property and establish setback requirements. The RA-5 zone would provide more certainty to the surrounding properties that the subject parcel will not be developed with use that is incompatible with low-density residential development, such as a large-scale or intensive industrial development. Additionally, some more intensive uses, such as schools, would become conditional uses under the RA-5 zone and include a public hearing process in which interested persons could testify and detrimental impacts could be mitigated. The establishment of setbacks will help provide space for privacy and fire separation of buildings on adjacent properties.

**Benefit to the Community**

RA-5 zoned land provides opportunity for low-density and agricultural development. The borough and community benefits from a variety of residential land use types by providing choice to the residents. Zoning land more appropriately before it is transferred from borough to private ownership benefits the community by providing more certainty and predictability for future development in the area. Comprehensive Plan Land Use Goal 4, Strategy 10, Action A also supports the proposed rezone with the specific item to “Rezone new subdivisions to appropriate land use designations concurrent with the platting process.”

(iii) The size of the area rezoned.

The total area of the proposed rezone boundary is approximately 33.39 acres. The case law does not give an exact size for making a spot zone determination and size of the property is not the only factor in the spot zone determination. The case law provides guidance that parcels over 13 acres are almost always found valid, but this is not determinative. The adjacent zoning is GU-1 on three sides. The proposed rezone would extend the existing adjacent RA-5 zone south of the subject property. Staff does not consider this proposal to be a spot zone. The adjacent existing GU-1 zone is extensive, comprised of hundreds of
acres. Therefore, this rezone would not constitute a reverse spot zone because it does not leave small GU-1 zoned parcels as a remainder.

VI. RECOMMENDATION

Based on the staff analysis above, the Department of Community Planning recommends APPROVAL of the rezone from GU-1 to RA-5.

VII. FINDINGS OF FACT

The Department of Community Planning further recommends adoption of the staff report and following findings of fact in support of APPROVAL of the rezone from GU-1 to RA-5:

1. The FNSB Regional Comprehensive plan assigns “Outskirt Area” designation to the subject property. This designation envisions area that is not served by community sewer and water and includes primarily open space, mining and residential uses. The GU-1 zone allows many more intensive uses and all uses permitted in the RA-5 zone are already allowed on the subject parcel in the GU-1 zone. The property owner intends this property to be subdivided and individual lots sold. The rezone request to RA-5 will help ensure compatible uses to the established and future uses in the area. It will also increase the minimum required lot size. Low-density residential and agricultural uses are more compatible with the uses and soil types in the area.

2. The current GU-1 zone is no longer appropriate for the subject property because of the existing low-density predominantly residential development in the area. The Comprehensive Plan designation of “Outskirt Area” is more consistent with the RA-5 zone than the GU-1 zone because the RA-5 limits the more intensive commercial and industrial uses that are allowed in the GU-1 zone.

3. The proposed RA-5 zone is consistent with FNSB Comprehensive Plan goals:
   a. Land Use Goal 3, Strategy 6; to “provide a variety of residential land use opportunities.”
   b. Land Use Goal 4, Strategy 10; to “attract and support development that is compatible with and enhances existing land use.”
      i. Action A; specifically to “Rezone new subdivisions to appropriate land use designs concurrent with the platting process.”
      ii. Action B; specifically to “Separate commercial and industrial land uses from residential or incompatible land uses by methods such as screening, buffering, and/or alleys” and “Encourage agricultural development that is compatible with surrounding land uses and densities.”
   c. Environment Goal 3, Strategy 7; to “consider land development toward areas where natural systems will be least adversely affected.”

4. The proposed RA-5 zone does not make any of the existing or proposed lots nonconforming because they are all over 200,000 square feet. The rezone does not make any structures or uses within the proposed rezone boundary nonconforming because the subject parcel is currently vacant.
5. The rezone to RA-5 conforms to the public health, safety or welfare because:

   a. It is compatible with the existing surrounding land uses and will not permit the more intensive uses that are currently allowed in the GU-1 zone. Because all uses that are permitted in the RA-5 zone are already allowed in the GU-1 zone on the subject property, the rezone to RA-5 would not increase and may potentially decrease traffic.

   b. The RA-5 zone establishes 35 foot front-yard and 10 foot side and rear-yard setbacks. These setbacks will help provide fire separation between buildings on adjacent properties and allow additional privacy for each lot.

6. The rezone is not a spot zone because:

   a. It is consistent with the FNSB Comprehensive Plan Land Use Goal 3, Strategy 6; Land Use Goal 4, Strategy 10, Actions A and B; and Environment Goal 3, Strategy 7. The low-density residential and agricultural uses permitted in the RA-5 zone are consistent with the "Outskirt Area" land use designation.

   b. (1) The RA-5 zone benefits the property owner because it would allow for a more appropriate zone on the property providing more certainty for future land owners before the proposed lots are sold; (2) The proposed RA-5 zone will have benefits for the surrounding residentially developed and vacant properties because it provided more predictability by limiting potential future uses and establishing setbacks; (3) The proposed RA-5 zone would have benefits for the community because it would provide additional variety of housing options and more appropriate zoning for the property.

   c. The total area of the proposed rezone boundary is approximately 33.39 acres. The subject parcel is adjacent to GU-1 zoning on three sides and RA-5 zoning to the south. The rezone area is over 13 acres and extends an existing RA-5 zone. The rezone does not constitute a reverse spot zone because it does not leave GU-1 zoned parcels as a small remainder.

DRAFT PLANNING COMMISSION MOTION:

I move to recommend approval of the rezone of Portion of Government Lot 1, Section 6, T1N, R1W, F.M. from General Use 1 (GU-1) to Rural and Agricultural 5 (RA-5) or other appropriate zone, and adopt the staff report and six (6) Findings of Fact in support of the recommendation of approval.
Public Notice Sign Posting

Public Hearing sign posted June 19, 2018, Goldstream Road north side

Public Hearing sign posted June 19, 2018, Goldstream Road south side

Planning Commission 33 July 24, 2018
WRITTEN AGENCY COMMENTS

RZ2018-005
Stacy Wasinger

From: Bowden, Pam A (DPS) <pam.bowden@alaska.gov>
Sent: Tuesday, June 19, 2018 10:26 AM
To: Stacy Wasinger
Cc: Fisher, Timothy W (DPS)
Subject: RE: RZ2018-005 - proposed rezone of approximately 33 acres

Follow Up Flag: Follow up
Flag Status: Flagged

Stacy,
Plan review would be required for commercial use bldgs., not single family homes depending on what structures are determined for the property after purchase.
Tim

From: Stacy Wasinger [mailto:SWasinger@fnsb.us]
Sent: Wednesday, June 13, 2018 4:19 PM
To: Stacy Wasinger
Subject: RZ2018-005 - proposed rezone of approximately 33 acres

Good afternoon,

The FNSB Department of Community Planning has received a request to rezone approximately 33.36 acres from General Use-1 (GU-1) to Rural and Agricultural 5 (RA-5). The parcels included in this request are Government Lot 1, T1N, R1W, Section 6, off of Goldstream Road. This area is owned by the Fairbanks North Star Borough and has obtained a preliminary plat approval for the Goldstream Dream Subdivision. Once subdivided, these lots are proposed for sale in the FNSB Land Management fall land sale. Attached are the application and narrative, as well as a report containing basic information for the parcels. This application is currently scheduled for a public hearing before the Planning Commission on July 24, 2018.

This information is being sent to you for review and comment, if any, because the property is potentially in your agency review area. Please return any written comments by Wednesday, June 27, 2018. If you have any questions, please don’t hesitate to contact me.

Thanks,
Stacy

Stacy Wasinger
Planner III | FNSB Community Planning
swasinger@fnsb.us
907-459-1262

Fairbanks North Star Borough
PO Box 71267 / 907 Terminal Street
Fairbanks, AK 99707-1267
Stacy,

Attached is the comment letter for the Goldstream Dream Subdivision rezone application. I have added a few comments regarding the plat as well. Let me know if you have any questions.

Thanks,
Randi

Stacy Wasinger
Planner III | FNSB Community Planning
swasinger@fnsb.us
907-459-1262

Fairbanks North Star Borough
PO Box 71267 / 907 Terminal Street
Fairbanks, AK 99707-1267
June 27, 2018

Stacy Wasinger
Department of Community Planning
459-1262
swasinger@fnsb.us

Property Owner/Developer: Fairbanks North Star Borough

Type of Request: Rezone Application RZ2018-005: Goldstream Dream Subdivision

Property Location: Subdivision of GL1, within the NE1/4 of surveyed section 6, T.1N., R.1W., Fairbanks Meridian, Alaska; Fairbanks Recording District.

ADOT&PF has reviewed the above request and has the following comments:

- ADOT&PF recommends approval of the request to rezone approximately 33.36 acres from General Use-1 to Rural Agricultural 5.
- Add note on plat: Access from Lot 5 onto Goldstream Road is limited to the existing easement or the section line easement to the east.
- Access to Goldstream Road for this subdivision is limited to Calvin Drive. There shall be no direct lot access from Lots 1 and 4 to Goldstream Road.
- Calvin Drive will require a DOT&PF driveway permit.
- Sight distance shall be addressed for safety.

Driveways on state owned roads must meet current Alaska DOT&PF standards. If they do not meet these standards, ADOT&PF may request that they be modified to do so. If the owner wishes to modify an existing permitted driveway, or create a new driveway, an ADOT&PF driveway permit is required. The ADOT&PF permitting website can be found at: http://www.dot.state.ak.us/permits/index.shtml

ADOT&PF requests a review of the final plat. Thank you.

“Keep Alaska Moving through service and infrastructure.”
Sincerely,

[Signature]

Randi Motsko
Fairbanks Area Transportation Planner
(907) 451-2386

cc:  George Stefan, FNSB
     Angela Parker, FNSB
     Dan Welch, FNSB
RETURNED DPO AND WRITTEN PUBLIC COMMENTS*

RZ2018-005

*None received as of the date of this report
APPLICATION MATERIAL SUBMITTED ON

June 7, 2018
Planning Commission
Fairbanks North Star Borough
Department of Community Planning
907 Terminal Street/P.O. Box 71267
Fairbanks, Alaska 99707-1267
(907) 459-1260 Fax: (907) 205-5169
planning@fnsb.us

REZONE APPLICATION ☑ REZONE
File No. 27-2018-005 ☑ REZONE WITH SPECIAL LIMITATIONS

FEES: □ $1,000 rezone application**
□ $200 sign deposit (check or cash only)
**Fee waived if rezoning a split zone parcel or rezoning a GU property to an appropriate residential zone if the rezone encompasses at least 13 acres or 5 more contiguous lots

<table>
<thead>
<tr>
<th>Applicant:</th>
<th>Property Owner:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contact Name:</td>
<td>Name: Fairbanks North Star Borough</td>
</tr>
<tr>
<td>Sandra Mota</td>
<td></td>
</tr>
<tr>
<td>Business Name:</td>
<td>Mailing Address:</td>
</tr>
<tr>
<td>Same as Property Owner</td>
<td>PO BOX 71267</td>
</tr>
<tr>
<td>Mailing Address:</td>
<td>City, State Zip:</td>
</tr>
<tr>
<td>Same as Property Owner</td>
<td>Fairbanks AK 99707</td>
</tr>
<tr>
<td>City, State Zip:</td>
<td>Phone:</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Phone: 907-459-1247</td>
<td>Cell:</td>
</tr>
<tr>
<td>E-mail: <a href="mailto:smota@fnsb.us">smota@fnsb.us</a></td>
<td>E-mail:</td>
</tr>
</tbody>
</table>

Property Information:
Property Description:
Subdivision of GL1 within the NE 1/4 of surveyed section 6, T1N, R1W, FM
Street Address: Golstream Rd
Size: 33.39 Acres
Parcel Account Numbers (PAN): N/A
Existing Use: Vacant Land
Existing Zone: GU-1
Proposed Zone: RA-5

I certify that the information included in this application is to the best of my knowledge true and complete.

APPLICANT SIGNATURE: Sande
DATE: June 7, 2018

OWNER SIGNATURE (if different): 
DATE: 

Written Narrative

The parcel’s current zoning of GU-1, while applicable as a property in rural areas where community sewer and water systems are unavailable, is unsatisfactory to the specific property in question given surrounding zoning of developed lands. The parcel received preliminary plat approval from the FNSB Platting Board on September 20, 2017. The 5 lots created by this plat, Goldstream Dream Subdivision, are authorized for sale by the FNSB Assembly and will be offered for sale at public auction this fall. Continued GU-1 zoning of this parcel could result in future land use conflicts with neighboring properties. The intended zoning of RA-5 would provide setback distances currently not contemplated in GU-1, would provide for a minimum lot size of 200,000 square feet which is significantly larger than the 40,000 square foot requirement under GU-1, and would respect the surrounding residential uses by eliminating the possibility of harsher commercial and industrial uses currently permitted under GU-1. Soil conditions in this area, which are essentially coarse-silty, mixed, superactive Aquic Eutrochrepts, are not as suitable for development. Larger lot sizes afford property owners greater maneuverability in placement of building development and wastewater systems.

The proposed rezone conforms to the FNSB Regional Comprehensive Plan’s designation for the property of “Outskirt Area” which is generally land 20 to 30 minutes travel time to the nearest urban destination, containing primarily open space and residential uses, and on which variable densities are encouraged. The rezone supports Land Use Goal 3, strategy 6 which speaks to providing a variety of residential land use opportunities. RA-5 provides for very low density residential development and a wide range of other development types, including but not limited to commercial uses as related to agriculture, and community service uses such as churches. The proposed rezone also conforms to Land Use Goal 4 strategy 10 by enhancing development opportunities while minimizing land use conflicts; attracting development that is compatible with and enhances existing land use. RA-5 better serves surrounding development already zoned RA-5.

The intended rezone will protect public health, safety and welfare by reducing the anticipated increase in traffic, noise, and pollution which could occur under GU-1 as result of smaller lot sizes, and more intense commercial and/or industrial uses. It will also promote safety by allowing for setbacks thereby guaranteeing fire separation between constructed improvements.
September 21, 2017

Design Alaska, Inc
601 College Road
Fairbanks, AK 99701

Re: SD029-17 Goldstream Dream

1. At its regular meeting on September 20, 2017 the Platting Board of the Fairbanks North Star Borough considered your request to subdivide Government Lot 1, Section 6, T1N R1W, a total of 31.8 acres, into 5 lots ranging in size from 4.6 to 10.2 acres. The Platting Board approved a variance from 17.56.100.C.2 to waive the requirement for corner roundings at the intersection of Goldstream Road and the future Calvin Drive. Additionally the Platting Board approved a variance from 17.56.100.C.6 to allow Calvin Drive to intersect Goldstream Road on a curve.

1. The Board gave preliminary approval to the request, subject to the following conditions: ACS and the Chena Goldstream Fire Service Area Chief shall have a maximum of 10 working days to review and comment on the final plat.

2. GVEA and IGU shall have a maximum of 10 working days to review and comment on the final plat.

3. General Note #8 shall be revised by adding the sentence, "Access from Lot 5 onto Goldstream Road is limited to the section line easement to the east and will require a DOT&PF driveway permit."

4. A note shall be added to the final plat which reads, "Access to Goldstream Road for this subdivision is limited to Calvin Drive. There shall be no direct lot access from Lots 1 and 4 to Goldstream Road."

5. A copy of the driveway permit from DOT&PF shall be submitted for construction of the Calvin Drive landing.

6. Traffic control signage shall be approved by Alaska DOT&PF.

7. A note shall be added to the final plat stating, "The existing section line easement running north-south along the east boundary of Goldstream Dream Subdivision is designated by the Comprehensive Roads Plan as a major collector north of Goldstream Road. If this easement is ever developed as a major collector, access from Lots 3 and 4 in Goldstream Dream Subdivision will be prohibited."

8. ASLS 2017-21 shall be approved and recorded by DNR prior to final plat approval of Goldstream Dream Subdivision.

9. The landing for Calvin Drive at the intersection of Goldstream Road shall be approved by FNSB Public Works prior to submittal of the final plat.

10. Approved variances shall be noted on the plat.

a) Furthermore, the Platting Board adopted the staff report and the following findings of fact in support of their decision: The section line easement on the east boundary of the subdivision is noted in the Comprehensive Road Plan as a major collector north of Goldstream Road.
b) Lots 1-4 rely on Calvin Drive for access.

c) Lot 5 relies on the section line easement to the east for access.

d) The proposed subdivision is not within a road service area and does not rely on road service area roads for access to the subdivision.

e) The applicant applied and qualifies for the road construction exemption for Calvin Drive.

f) A separate ASLS survey plat will be approved and recorded by AK DNR prior to recording of the final plat for Goldstream Dream Subdivision. The ASLS will dedicate the right-of-way for Goldstream Road.

g) With the two variances and ten conditions recommended by staff, this subdivision meets the applicable requirements of Title 17.

The developer is strongly encouraged to meet with Borough engineering staff to discuss the required improvements for the subdivision before beginning construction of the improvements.

Interim inspections by a registered professional are required during road construction per 17.60.170.G. These inspections shall occur, at a minimum, at the sub-base, the base, and the surface course phases of construction. A report of the inspection findings must be included with the final plat submittal. The final plat must be prepared by a registered land surveyor and submitted to this office by September 20, 2019 or the preliminary approval will become void. If you have any questions regarding this matter, please contact the Fairbanks North Star Borough Department of Community Planning at 907 Terminal Street, 459-1260.

Sincerely,

Angela Parker, AICP, CFM
Platting Officer

Enclosure to Addressee

cc: FNSB Land Management
    ADOT Planning
    Pete Eagan, ADOT ROW
    David Bredlie, FNSB Public Works Engineer
    Ann Worhatch, FNSB Rural Services Engineer
    Julie Karl, GVEA
    Robert Horner, ACS
    Jack Willard, Chena Goldstream Fire Chief
    David Prusak, IGU
NEW BUSINESS
ENVISION 2045
Investing In Our Transportation Future

FMATS METROPOLITAN TRANSPORTATION PLAN (MTP) UPDATE
FAIRBANKS NORTH STAR BOROUGH PLANNING COMMISSION PRESENTATION
Primer on Regional Planning

- FMATS
- Metropolitan Transportation Planning
- Federal Regulations
- Planning Factors/Performance Measures/Targets
- The “New” Year 2045 MTP
What / Who is FMATS?

• Federally designated area (based on census)
• Established by the Governor
• Independent organization
• Comprising voting members, representing state and local transportation agencies, authorities & others
• Legally responsible for the expenditure of certain federal funds
Who makes up the MPO Board?

City of North Pole Mayor

Dept. of Environmental Conservation Representative

Fairbanks City Council Representative

ADOT&PF Regional Director

FNSB Mayor

City of Fairbanks Mayor

FNSB Assembly Representative

July 24, 2018
What does FMATS do?

- Regularly produces a family of plans:
  - Metropolitan Transportation Plan
  - Unified Planning Work Plan
  - Transportation Improvement Program
  - Public Participation Plan
  - Air Quality and Conformity Analysis and Determination
What is a Metropolitan Transportation Plan?

- A 20+ year blueprint of coordinated transportation investments
- Guides federal, state and local expenditures
- Provides for the movement of people and freight
- Involves all modes
Federal Requirements
Why Update the MTP?

• Federally required to update
• Must prove air quality conformity
• Must account for federal funding
• Must anticipate 20-years of growth / change
Federal Planning Factors

- Support **economic vitality**
- Increase the **safety & security** of the transportation system
- Increase the **accessibility and mobility** of people and freight
- Protect and **enhance the environment**
- Promote consistency between transportation improvements and planned growth
- Enhance the **integration and connectivity** of the system
- Promote **efficient** system management and operation
- Emphasize the **preservation** of the existing transportation system
- Improve transportation **system resiliency and reliability**
- Reduce/Mitigate **stormwater impacts** of surface transportation
- Enhance **travel and tourism**
The “New” 2045 MTP
What's the process?

1. Review federal regulations
2. Draft goals & objectives
3. Obtain state forecast of future growth
4. Evaluate existing conditions
5. Forecast future travel demand
6. Shape a system to meet needs / achieve goals
7. Align funding with timing of projects
8. Prove air quality is maintained
Develop goals for the MTP

- Coordinate planning efforts to provide an integrated transportation and land use system that embodies smart growth principles and stimulates the economy to grow.

- Provide a safe, efficient, secure, and interconnected multi-modal transportation system for all users.

- Protect the environment, improve air quality, and promote energy efficiency.

- Optimize the utility and lifespan of the existing transportation system.

- Ensure adequate transportation facilities to support economic development.

- Facilitate an open, honest, and transparent decision-making process conducted through constructive two-way communication between the project team, agencies, and the public.
Current Transit Service

Bus Lines
- Blue Line
- Orange Line
- Brown Line
- Purple Line
- Gold Line
- Red Line
- Planning Revisions
- Yellow Line
- City Boundaries
- MPO Boundary

Fairbanks

North Pole

July 24, 2018
Existing Crashes

[Map showing the locations of fatal crashes and serious injury crashes within the city boundaries and MPO boundary.]
## Changes in Auto Use

<table>
<thead>
<tr>
<th>Roadway</th>
<th>Extents</th>
<th>Previous AADT</th>
<th>Current AADT</th>
<th>Change</th>
<th>Previous LOS</th>
<th>Current LOS</th>
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</thead>
<tbody>
<tr>
<td>St. Nicholas Dr</td>
<td>Santa Claus Ln – 5th Ave</td>
<td>1,500</td>
<td>2,300</td>
<td>53%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>1st Ave</td>
<td>Noble St – Cushman St</td>
<td>2,600</td>
<td>3,900</td>
<td>50%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Chena Pump Rd</td>
<td>Chena Small Tracts Rd – Roland Rd</td>
<td>6,200</td>
<td>8,000</td>
<td>29%</td>
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<tr>
<td>Laurance Rd</td>
<td>Richardson Hwy – Nelson Rd</td>
<td>2,200</td>
<td>2,800</td>
<td>27%</td>
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<td>C</td>
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<tr>
<td>Mitchell Expr</td>
<td>Peger Rd – Lathrop St</td>
<td>13,600</td>
<td>17,000</td>
<td>25%</td>
<td>B</td>
<td>B</td>
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<tr>
<td>Nordale Rd</td>
<td>Badger Rd – Chena River</td>
<td>1,900</td>
<td>2,300</td>
<td>21%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Wilbur St</td>
<td>2nd Ave – Airport Way</td>
<td>2,800</td>
<td>3,300</td>
<td>18%</td>
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<td>Richardson Hwy</td>
<td>Badger Rd (North Pole) – Badger Rd/ 6 mile</td>
<td>12,400</td>
<td>14,500</td>
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<td>Sheep Ck Rd</td>
<td>Tanana Loop (UAF) – Miller Hill Rd</td>
<td>3,200</td>
<td>3,700</td>
<td>16%</td>
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<td>C</td>
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<td>Parks Hwy</td>
<td>Old Nenana (Ester) – Gold Hill Rd</td>
<td>4,100</td>
<td>4,700</td>
<td>15%</td>
<td>B</td>
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</tr>
<tr>
<td>10th Ave</td>
<td>Steese Expr – Noble St</td>
<td>3,600</td>
<td>2,700</td>
<td>-25%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Peger Rd</td>
<td>Parks Hwy/ Mitchell – Van Horn Rd</td>
<td>6,500</td>
<td>5,000</td>
<td>-23%</td>
<td>C</td>
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<tr>
<td>Illinois St</td>
<td>Minnie St – College Rd</td>
<td>11,500</td>
<td>9,000</td>
<td>-23%</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Farmers Loop Rd</td>
<td>College/ University – North Tanana Dr</td>
<td>13,700</td>
<td>11,300</td>
<td>-20%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Old Steese Hwy</td>
<td>3rd St/ Minnie St – College Rd</td>
<td>11,600</td>
<td>9,300</td>
<td>-20%</td>
<td>C</td>
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<tr>
<td></td>
<td>College Rd – Trainor Gate Rd</td>
<td>13,700</td>
<td>11,300</td>
<td>-20%</td>
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<td>Barnette St</td>
<td>1st Ave – 7th Ave</td>
<td>5,400</td>
<td>4,500</td>
<td>-17%</td>
<td>C</td>
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<td>University Ave</td>
<td>College Rd – Johansen Expr</td>
<td>20,900</td>
<td>17,500</td>
<td>-16%</td>
<td>C</td>
<td>C</td>
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<tr>
<td>Johansen Expr</td>
<td>Steese Expr – College Rd</td>
<td>20,800</td>
<td>17,600</td>
<td>-15%</td>
<td>B</td>
<td>B</td>
</tr>
<tr>
<td>Airport Way</td>
<td>Gillam St – Wilbur St</td>
<td>21,300</td>
<td>18,000</td>
<td>-15%</td>
<td>B</td>
<td>B</td>
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</tbody>
</table>
The Region’s Future
Fairbanks Regional Growth 2017-2045

- 23,400 new residents
  - 25% increase
  - 7,350 new HHs
- 16,700 new jobs
  - 37% increase

Approximately 92,000 residents & 45,000 jobs today
Regional Housing Growth
Growth Considerations

• Infrastructure needs
  – Transportation
  – Utilities

• Density

• Land consumption

• Natural resource consumption

• Environmental effects (air quality)

• Other?
Is this the right / best / desired way to grow?

10,000 acres consumed

$1,000 per household in annual transportation need
Scenario Planning
Three Scenarios Developed

- All chose more compact approach to growth

<table>
<thead>
<tr>
<th>Category</th>
<th>Trend</th>
<th>Compact</th>
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<tbody>
<tr>
<td>Rural Single Family</td>
<td>43%</td>
<td>25%</td>
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<tr>
<td>Urban Single Family</td>
<td>35%</td>
<td>50%</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>22%</td>
<td>25%</td>
</tr>
<tr>
<td>Retail</td>
<td>15 jobs/acre</td>
<td>25 jobs/acre</td>
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<tr>
<td>Office</td>
<td>35 jobs/acre</td>
<td>50 jobs/acre</td>
</tr>
<tr>
<td>Industrial</td>
<td>5 jobs/acre</td>
<td>10 jobs/acre</td>
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</tbody>
</table>
Performance Measures

- Daily vehicle miles travelled
- Average trip length
- Percentage of trips during peak periods
- Peak volume-to-capacity
- Daily average speed
- Daily vehicle hours travelled
- Trip times
Public Involvement
Future Bike Needs

Planning Commission

July 24, 2018
Future Ped Needs

Planning Commission

July 24, 2018

Pedestrian Facility Needed
Facility Maintenance Needed
Crossing Improvement Needed
Facility Separate from Bicycles Needed
Bridge Crossing Improvement Needed

Activity Generators:
- Hospital
- Library
- School
- Shopping

Planning Commission

July 24, 2018
Where are we in the Process?

Task 1: Project Management & Public Involvement
Task 2: Goals, Objectives & Measures of Effectiveness
Task 3: Summary of Existing Conditions & System Perf.
Task 4: Policy Assessment
Task 5: 2045 Needs Analysis & Plan
Task 6: Scenario Planning & Analysis
Task 7: Alternatives Analysis & Preferred Plan
Task 8: Implementation Plans
Task 9: Reports & Documentation
Next Steps

- Drafting the MTP
- Circulating for public & agency comment
- Refinements
- Adoption