MEMORANDUM

CITY/BOROUGH OF JUNEAU 155 South Seward Street, Juneau, Alaska 99801

DATE:

July 21, 2011

TO:

Board of Adjustment

FROM:

Laura A. Boyce, Planner

Community Development Department

FILE NO.:

VAR2011 0016

PROPOSAL:

A variance request to eliminate the 5% vegetative cover requirement

for the Red Dog Saloon in the Mixed Use (MU) zone district.

GENERAL INFORMATION

Applicant:

Eric Forst

Property Owner:

Alaska Red Dog Saloon, LLC.

Property Address:

278 South Franklin Street

Legal Description:

Tidelands Addition Block 82 Lot 5 FR

Parcel Code Number:

1-C07-0-K82-004-0

Site Size:

6,159 square feet

Zoning:

MU, Mixed Use

Utilities:

Public Water and Sewer

Access:

Admiral Way

Existing Land Use:

Red Dog Saloon

Surrounding Land Use:

North

- Mixed Use, South Franklin

South

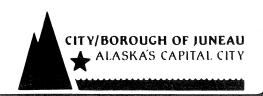
- Mixed Use

East

- Mixed Use, Admiral Way

West

- Mixed Use



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PROJECT DESCRIPTION

The Applicant requests an elimination of the 5% vegetative cover requirement for this 6,159 square foot parcel which is located in the Mixed Use zone district. The Applicant proposes to construct a 540 square foot addition to the existing Red Dog Saloon in order to expand the gift shop and bar areas. According to the Applicant, the proposed addition, including paved walkways, will cover the majority of the lot making it infeasible to provide the required vegetative cover. The Applicant is proposing to provide hanging baskets and a wood plank walkway under the proposed canopy, and a historic-appearing building addition in place of the vegetative cover requirement. The requirement for 5% vegetative cover applied to this property results in 308 square feet. Approximately 2.6%, or 160 square feet of vegetative cover, currently exists on site and will be entirely removed with this building addition. The existing vegetative cover is provided in a raised bed on the southwest side of the property, along Admiral Way. This bed is immediately adjacent to the building next door, and in fact, completely blocks a side door to that building. The owner of the building would like use of the door again which requires that the vegetated bed be removed.

A concurrent Conditional Use Permit case (USE2011 00016) is also under review as the project is located in a moderate hazard zone, which requires Conditional Use approval for any development greater than a single-family home.

BACKGROUND

The current Red Dog Saloon was originally built in 1988. An addition to the building was approved in 2001. This property is located in the Mixed Use (MU) zone district which allows 100% lot coverage. However, the Mixed Use district also requires 5% vegetative cover. Four other zone districts require 5% vegetative cover including Waterfront Industrial, Mixed Use-2, and Industrial. All zoning districts require a vegetative cover ranging from 5% to 30%. However, the MU district is the only zone district of those four that do not require setbacks and allow complete lot coverage. In contrast, the MU-2 district requires 5 foot setbacks, making it feasible to provide the 5% vegetative cover requirement.

In the urban core of the Mixed Use district, and especially within the Downtown Historic District, where properties are often required to build to the property line, providing the vegetative cover requirement isn't as feasible as in other zone districts. In fact, many historical properties do not provide any vegetative cover. Historically, vegetative cover was not provided in the Downtown District and is inconsistent with historical development patterns in Juneau.

The Land Use Code is silent regarding the intent of the vegetative cover requirement. CBJ §49.50.300 provides that "live vegetative cover" is required. Over the years, CDD staff has discussed this issue, and according to previous staff reports, have determined that the intent of the vegetative requirement is at least two-fold:

- 1. To assist and buffer drainage from rain and snow run-off; and
- 2. To provide a public amenity by providing attractive, natural areas.

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The MU district is served by public storm sewers that drain directly to tidewater. All developments are required to submit detailed drainage plans to ensure that projects will not result in excessive runoff. The Engineering Department reviews and approves these plans. Since buffering storm run-off is unnecessary in the Mixed Use district, the need for vegetative cover to mitigate run-off doesn't apply in this instance. However, General Engineering recommends a condition requiring that all roof downdrains be directed into appropriate CBJ stormdrains.

As for providing aesthetic public amenities, the Applicant proposes to provide planted hanging baskets under the new canopy along with a historic-appearing building façade that will complement the existing building. To address the vegetative cover intent to provide an aesthetic public amenity, Staff recommends a condition that the amenities proffered by the Applicant, including hanging baskets, be provided as described in their application.

ANALYSIS

Variance Requirements

Under CBJ §49.20.250 where hardship and practical difficulties result from an extraordinary situation or unique physical feature affecting only a specific parcel of property or structures lawfully existing thereon and render it difficult to carry out the provisions of Title 49, the Board of Adjustment may grant a Variance in harmony with the general purpose and intent of Title 49. A Variance may vary any requirement or regulation of Title 49 concerning dimensional and other design standards, but not those concerning the use of land or structures, housing density, lot coverage, or those establishing construction standards. A Variance may be granted after the prescribed hearing and after the Board of Adjustment has determined:

1. That the relaxation applied for or a lesser relaxation specified by the Board of Adjustment would give substantial relief to the owner of the property involved and be more consistent with justice to other property owners.

As designed, the proposed development will cover the majority of the site, thereby making it impossible to provide raised planters or vegetative ground cover. One solution could be to provide a rooftop garden; however, an engineer's report would be required to address the roof's ability to support the garden. Otherwise, the building size will need to be reduced in order to provide ground space for vegetation. The Applicant is proposing hanging baskets along the canopy, and other aesthetic elements in place of the vegetative cover requirement.

Although a portion of this building along South Franklin Street is located in the Downtown Historic District, this portion of the property where the addition is proposed is not in the District. The Downtown Historic District requires that buildings be constructed to the front sidewalk in order to protect and continue the streetscape of the historic district. While not in the Historic District, this property is located adjacent to the District and also in a historic neighborhood where the majority of the buildings in the vicinity of the subject parcel are

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built to the property line. Requiring vegetative cover on this property while neighboring properties do not meet the requirement would hold this property owner to a different standard and would not be consistent with justice to other property owners. Additionally, a lesser relaxation would not give substantial relief as it would still be extremely difficult to provide a reduced amount of vegetative cover and allow 100% build-out of the property. The Applicant is proposing hanging baskets along the canopy, and other aesthetic elements in place of the vegetative cover requirement.

Based on the above analysis, it appears that the requested variance would offer substantial relief to the developer, would allow the project to be constructed as designed, and would be consistent with other developments in the neighborhood. **This criterion is met.**

2. That relief can be granted in such a fashion that the intent of this title will be observed and the public safety and welfare be preserved.

As mentioned previously, the intent of the vegetative cover requirement is not clear in the Code. Additionally, the requirement to provide vegetative cover appears to be in conflict with the development patterns of the urban core, especially within the Downtown Historic District, where vegetative cover doesn't exist. Many blocks in the vicinity do not provide any vegetative cover on site. The majority of the Downtown Historic District is within the Mixed Use zone district and a portion is within the Waterfront Commercial district. The Historic District's development pattern of providing no vegetative cover is in conflict with the requirement to provide it in the Mixed Use district. As stated previously, the Mixed Use zone district is one of four districts required to provide 5% vegetative cover, however, it's the only district of the four that allows 100% lot coverage and requires no setbacks, thereby leaving no space available to meet the vegetative cover requirement. Alternative methods to provide the requirement in this district seem reasonable.

In order to address the presumed intent of the vegetative requirement to assist with drainage and to provide an aesthetic public amenity, the following conditions are recommended by staff. The intent of reducing stormwater run-off is fulfilled by the drainage plan requirements of the General Engineering Department. Additionally, CBJ General Engineering recommends a condition requiring all roof downdrains to be directed to CBJ storm drains. As for providing an aesthetic public amenity, the Applicant is proposing hanging flower baskets along the new canopy, along with adding a building addition that replicates an old west-style. While the Applicant asserts in their application narrative (see attached) that seat level planters "reduce the greater pedestrian way creating congestion", vegetative cover can include grass at grade which will not cause an obstruction. Staff recommends a condition that the Applicant provides the amenities outlined in their application, including vegetated hanging baskets. Allowing a relaxation in the vegetative cover requirements for this lot in the MU district would still observe both the intent of this title and would not endanger public safety. Therefore, with the conditions recommended by staff, **this criterion is met.**

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3. That the authorization of the Variance will not injure nearby property.

The relaxation of the vegetative cover requirement will result in a building that will still match the style and amenities of the neighborhood. Therefore, the building's appearance and scale will not have a negative impact on properties. As mentioned previously, drainage concerns are addressed with General Engineering's recommended condition. As such, the relaxation in the vegetative cover requirement will not injure nearby property. **This criterion is met.**

4. That the Variance does not authorize uses not allowed in the district involved.

If approved, the variance would allow a relaxation in the vegetative cover requirement on a lot in the MU district. The proposed expansion to the retail sales area and to the bar area are permitted uses within the Mixed Use district. Approval of the variance would not result in a use not allowed in the district. Therefore, **this criterion is met**.

- 5. That compliance with the existing standards would:
 - (A) Unreasonably prevent the owner from using the property for a permissible principal use;

The principal use of the property already exists, and has, since 1988. This request is for a building addition to expand their current principle uses. If this variance were not granted, the property owner could meet the vegetative cover requirement in the form of a rooftop garden, sidewalk planters, and hanging baskets. The principal retail and bar area use would not be prevented; therefore, **this sub-criterion is not met.**

(B) Unreasonably prevent the owner from using the property in a manner which is consistent as to scale, amenities, appearance or features, with existing development in the neighborhood of the subject property;

In the Mixed Use zone district, and especially within the Downtown Historic District in which a portion of the building is located, most structures are built to the property line, reserving little or no lot area for vegetative cover. Where vegetative cover does exist, it is usually behind the building on steep slopes or on other difficult-to-develop terrain (such as along the uphill side of South Franklin Street); as these vegetated areas are not seen by the public since they are behind the buildings, they do not provide much of an aesthetic public amenity. However, when vegetation is added, it is usually done on public property or in the form of seasonal planters and hanging baskets. Development in this neighborhood generally does not include the required 5% vegetative cover. Therefore, compliance with the existing standard would prevent the Applicant from using the property in a manner consistent with development in the neighborhood; therefore, **this criterion is sub-criterion is met.**

(C) Be unnecessarily burdensome because unique physical features of the property render compliance with the standards unreasonably expensive;

There are no unique physical features of the property that make it unreasonably

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expensive to comply with the required standards. This is a flat property that meets the size and dimensions of the zoning district. **This sub-criterion is not met.**

or

(D) Because of preexisting nonconforming conditions on the subject parcel the grant of the Variance would not result in a net decrease in overall compliance with the Land Use Code, CBJ Title 49, or the building code, CBJ Title 19, or both.

There are no pre-existing nonconforming conditions on the subject parcel. This subcriterion is not applicable.

This criterion is met, based upon sub-criterion B.

6. That a grant of the Variance would result in more benefits than detriments to the neighborhood.

A grant of the requested variance would allow the project to proceed as proposed. There do not appear to be any detriments to the neighborhood by eliminating the vegetative cover requirement on this parcel. In addition, the Applicant will provide hanging baskets and provide façade improvements along with a canopy on the addition to make the project more aesthetically pleasing. Although only a portion of this property is located in the Downtown Historic District (the South Franklin Street façade), the property is situated in a prominent gateway position to the Historic District. The proposed historic-appearing addition will improve the appearance of the structure, along with bringing the building closer to the property line, as with the majority of other buildings in the vicinity.

Based upon the above analysis, it appears that the benefits to the neighborhood are greater than the detriments; **therefore**, **this criterion is met**.

49.70.900-49.70.1097 COASTAL DEVELOPMENT, HABITAT, AND WETLANDS

JUNEAU COASTAL MANAGEMENT PROGRAM (JCMP)

Not applicable.

FINDINGS

1. Is the application for the requested Variance complete?

Yes. The application contains the information necessary, as well as the necessary fees, to conduct a full review of the requested variance.

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2. Does the variance as requested, meet the criteria of Section 49.20.250, Grounds for Variances?

Yes, as discussed throughout this report with conditions recommended by staff, the variance meets criteria 1 through 6. Because all of the criteria are met, this request meets the grounds for a variance.

RECOMMENDATION

It is recommended that the Board of Adjustment adopt the Director's analysis and findings and approve the requested Variance, VAR2011 0012. The Variance permit would allow for elimination of the vegetative cover requirement for the proposed Red Dog Saloon. Staff recommends approval of this variance with the following conditions:

- 1. Prior to issuance of a Certificate of Occupancy or temporary Certificate of Occupancy, CBJ Community Development staff shall verify that the development substantially conforms with the plans and narrative submitted with the application.
- 2. In lieu of vegetative cover, it shall be the obligation of the owner to establish and maintain no less than six vegetated hanging baskets along the canopies on the exterior of the building between the months of May through September.
- 3. All roof downdrains are to be directed into appropriate CBJ stormdrains as required by the CBJ Engineering Department.

NOTICE OF PUBLIC HEARING



PROPOSAL: USE20110016: A Conditional Use permit to add 540 sq. ft. to an existing building located in a moderate landslide/avalanche hazard zone VAR20110016: A Variance Request to reduce the 5% vegetative cover.

FILE NO: USE20110016

TO: Adjacent Property Owners Property Owners

HEARING DATE: July 26, 2011

HEARING TIME: 7:00 PM

PLACE: ASSEMBLY CHAMBERS
Municipal Building

Municipal Building 155 South Seward St Juneau. Alaska 99801 **APPLICANT:** ERIC FORST

Property PCN: 1-C07-0-K82-004-0

Owner(s): ALASKA RED DOG SALOON LLC

Size: 6159 sqft

Zoned: Mixed Use

Site Address: 276 S FRANKLIN ST

Accessed via: S FRANKLIN ST

PROPERTY OWNERS PLEASE NOTE:

You are invited to attend this Public Hearing and present oral testimony. The Planning Commission will also consider written testimony. You are encouraged to submit written material to the Community Development Department no later than 8:30 A.M. on the Wednesday preceding the Public Hearing. Materials received by this deadline are included in the information packet given to the Planning Commission a few days before the Public Hearing. Written material received after the deadline will be provided to the Planning Commission at the Public Hearing.

If you have questions, please contact Laura Boyce by phone at: 907-586-0753 or e-mail laura_boyce@ci.juneau.ak.us

Planning Commission Agendas, Staff Reports and Meeting Results can be viewed at www.juneau.org/plancomm.

DEVELOPMENT PERMIT APPLICATION

	t Number	CITY and E	BOROUGH of	JUNEAU	Date Recei	ved: 6/1	7/11		
	t Name ff to Assign Name) 12ES	DOG	SALCON	ADDITION	1		1		
FORMATION	Project Description 540 59 FT. ADDITION TO RETAIN BAR AREA FOR THE FED DOG SHOOT ON TO INTERPRED PROPERTY LOCATION Street Address 218 S. FRANKULL ST Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) FRACTION - LOT S - TIDELANDS ADDITION - SURVET #3 Assessor's Parcel Number(s) LANDOWNER/LESSEE								
PROJECT / APPLICANT INFO	Property Owner's Name RECC Mailing Address E-mail Address Cric @	Contact Person: Home Phone: Other Contact Phone Num		Work Phone: 463 Fax Number:	3658				
	LANDOWNER/ LESSEE CONSE I am (we are) the owner(s) or lessee(s) A. This application for a land by the owner of the constant o	NT // ***Requi of the property subject to use or activity review for d officials and employees of ture ture	red for Planning Permits, not his application and I (we) evelopment on my (our) profithe City and Borough of June 1997.	consent as follows	s: h my complete u ny property as ne Date	nderstanding and reded for purpose	s of this		
	APPLICANT If the same as OWNER, write "SAME" and sign and da Applicant's Name Mailing Address E-mail Address			c at X below Contact Person: Home Phone: Other Contact Phone Number		Work Phone: Fax Number: Pr(s):			
	XApplicant's Signature	OFFICE USE	ONLY BELOW THIS LI	NE	Date of A	pplication			
STAFF APPROVALS	Permit Type Building/Grading Permit City/State Project Review and City Inquiry Case (Fee In Lieu, Letter of ZC Mining Case (Small, Large, Rural, Extr Sign Approval (If more than one, fill in a Subdivision (Minor, Major, PUD, St. V Use Approval (Allowable, C Mobile Home Parks, Acc Variance Case (De Minimis and all other Wetlands Permits Zone Change Application Other (Describe)	Land Action , Use Not Listed) raction, Exploration) Il applicable permit #'s) acation, St. Name Change Conditional, Cottage Hotelston, St. Name Change Conditional Research Variance case types)	ge) using,	Received	Appli	cation Numbe			
	Comments:	Fubilc NOtic	ce Sign Form filled out a	und in the file.		Permit Intak	e Initials		

VARIANCE APPLICATION

	Project Number	Project Name (15	characters)		Case Number	Date Received				
		-	ood Saloon	Add.	VARZ0110016	6/17/11				
	TYPE OF VARIANCE REQUESTED:									
	Variance to the Sign Standard Variance to Habitat Setbacks		(VSG)	∑ Vari S	(VDS)					
			(VHB)		Variance to Parking Requirements					
	Variance to Requiren		(VSB)							
	DESCRIPTION OF ACTIVITY WHICH REQUIRES A VARIANCE: ZERO SET BACK IN MIXED USE DISTRICT MAKES THE 500 VEGETATION REQUIREMENT IMPOSSIBLE									
THE APPLICANT	Previous Variance Previous Case Number(Was the Variance Grant	(s):	s? YES	— XTino	Date of Filing:					
BE COMPLETED BY THE APPLICANT	UNIQUE CHARACTERISTICS OF LAND OR BUILDING(S): OWHER PROPOSES UNIQUE FACADE ARTICULATION AND HANGING BASKETS FROM NEW CONOFY to SUBSTITUTE FOR THE 5% DEGETATION REQUIREMENT									
TO B	UTILITIES AVAILABLE: WATER: Public On Site SEWER: Public									
	WHY WOULD A VARIANCE BE NEEDED FOR THIS PROPERTY REGARDLESS OF THE OWNER? THE Vegetation requirements conflict with Access & circulation of Pedestrians in a Very Densely used Tourist area WHAT HARDSHIP WOULD RESULT IF THE VARIANCE WERE NOT GRANTED?									
	SAFETY CONCERAS WOULD EMERGE to the Pedestrian Commonwealth									
	For more information permitting process and required for a comple please see the reverse	the submittals ete application,	VARIANCE FEES Application Fees Adjustment	s <u>Hob</u>	Check No. Receipt	Date				
	If you need any assist this form, please cont Center at 586-0770.		Total Fee	2 400°00	scossaes 1608	6/17/11				

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM

Variance Application Instructions

<u>Application</u>: An application for a Variance will not be accepted by the Community Development Department until it is determined to be complete. The items needed for a complete application are:

Forms: A completed Variance Application and Development Permit Application form. The "land owner or lessee consent" signature is <u>mandatory</u> for all landowners on the Development Permit Application form.

Fees: The fee for a Variance Application is \$400.00. If the application is in conjunction with a major development permit a separate fee shall not be required. Any development, work or use done without a permit issued will be subject to double fees. All fees are subject to change.

Project Description: A detailed letter or narrative describing the hardship and/or practical difficulties that is the result of an extraordinary situation or unique physical feature affecting a specific parcel of land or structure. **Also include how the proposed project meets the variance criteria listed on the attached sheet.**

Plans: A site plan, drawn to scale, is required for all Variance Applications. The site plan should include the following information:

- A. The location of existing and proposed structures (i.e. buildings, fences, signs, parking areas, etc.); and
- B. The location of existing physical features of the site (i.e. drainage, eagle trees, hazard areas, salmon streams, wetlands, etc.).

Document Format: All information that is submitted as part of an application shall be submitted in either of the following formats:

- A. Electronic copies may be submitted by CD, DVD or E-mail in the following formats: .doc, .txt, .xls, .bmp, .pdf, .jpg, .gif, .xlm, .rtf or other formats pre-approved by the Community Development Department.
- B. Paper copies may not be larger than 11" X 17" (Unless a larger paper size is preapproved by the Community Development Department).

Please consult with the Community Development Department to discuss whether additional information may be required for your application. The "Planner-On-Call" can be reached by contacting the Permit Center at 586-0770 or via e-mail at Permits@ci.juneau.ak.us.

<u>Application Review & Hearing Procedure:</u> Once the application is determined to be complete, the Community Development Department will initiate the review and scheduling of the application. This process includes:

Review: As part of the review process the Community Development Department will evaluate the application for consistency with all applicable City & Borough of Juneau codes and adopted plans. Depending on unique characteristics of the Variance Application request the application may be required to be reviewed by other municipal boards and committees. During this review period, the Community Development Department will coordinate the review of this application by other agencies, as necessary. Review comments may require the applicant to provide additional information, clarification, or submit modifications/alterations for the proposed project.

Hearing: All Variance Applications must be reviewed by the Board of Adjustment. Once an application has been deemed complete and has been reviewed by all applicable parties the Community Development Department will schedule the requested permit for the next appropriate meeting.

<u>Public Notice Responsibilities</u>: As part of the Variance process, all requests must be given proper public notice, which consists of the following:

Community Development Department: Will give notice of the pending Planning Commission meeting and its agenda in the local newspaper a minimum of 10-days prior to the meeting. Furthermore, the department will mail abutters notices to all property owners within 500-feet of the project site. A "Public Notice Sign" is not required to be posted on the site.

PLEASE NOTE: As provided by CBJ Land Use code section on Variances (CBJ§49.20.200), a Variance may vary any requirement or regulation of this title concerning dimensional and other design standards, but <u>NOT</u> those concerning the <u>use of land or structures</u>, <u>housing density</u>, <u>lot coverage</u>, or <u>those establishing construction</u> standards.

Rich Conneen Architects LLC

7081 N. Douglas Hwy. Juneau, AK. 99801 907-586-3180

RE: Vegetative Cover Variance

Red Dog Saloon shop/bar addition 278 S. Franklin Street

TO: CBJ Planning Department

Date: 20 June 2011

SCOPE: This Variance requests that the 5% vegetation cover requirement at this

mixed use property be reduced to 0%, and that the owner in exchange

provide as a substitution:

hanging basket vegetation from new canopies

• More interesting architectural features

• Safer sidewalk surfaces to reconcile with the existing pedestrian density

Dear Staff,

My Architecture firm will be submitting a set of permit drawings on behalf of the Red Dog Saloon owners, to expand their existing retail space & Bar areas, 540 s.f.. This letter is to facilitate the granting of a variance at the Red Dog Saloon property to reduce it's Vegetative Cover requirement because the finished design can not provide this amenity in a safe way with the small amount of lot area left for them to develop. The following copy are the reasons submitted for waving this planning requirements.

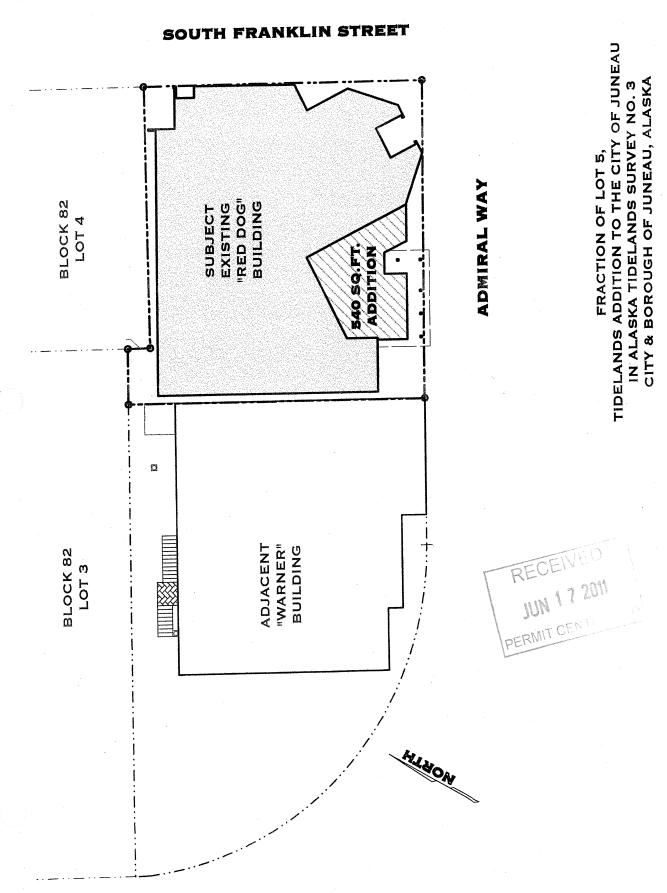
Architectural Interest:

The design is trying to replicate an "old west, flat front italianate storefront" with "hitching posts" and three dimensional viewing (please review the enclosed plan and elevation provided). Although brand new, the new facade is meant to be seen from both it's front and it's sides as an iconic period piece, unencumbered by other parts of the facade (or planters) being built out to the property line and blocking it's view.

In otherwards, the owners have agreed to: (1) not maximize their retail allowable areas, and (2) expand their construction costs, in order to achieve this affect. I am therefore, requesting that the planning commission agree to allow the owner to meet the vegetative cover requirement in another way, in order to allow for this street upgrade to Admiral Way.

Safety to the common wealth:

Since most tourists coming to Juneau visit this site and will no doubt congregate and photograph with this new "historic" back drop provided, I have proposed that the street and lot surfaces be a combination of concrete and wood plank surfaces. These proposed surfaces will maintain the safe passage of the older clientele that will mill around on the provided sidewalk and lot areas.





MODERATE HAZARD CONDITIONAL USE-MU ~ MIXED USE 5% (307 S.F.) 6,158 S.F. 0 VEGETATION=

SETBACKS=

PERMITS=

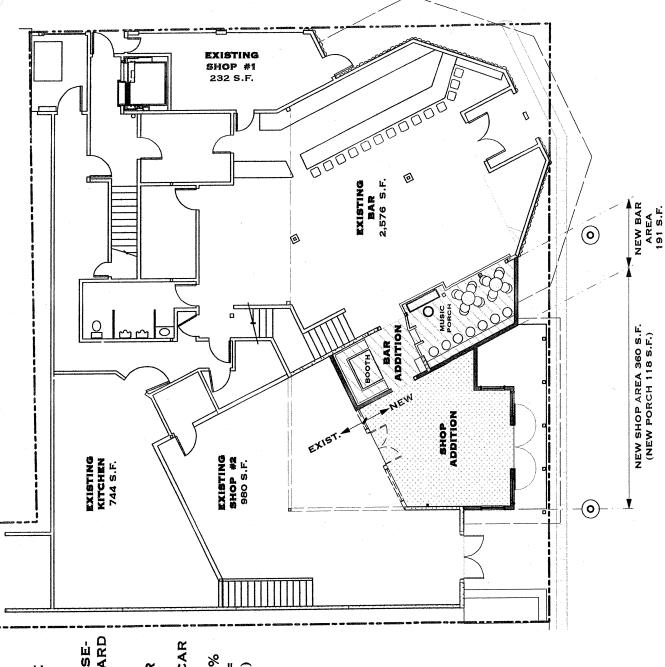
ZONING REVIEW:

LOT AREA=

ZONING=

PARKING: I CAR REQUIRED

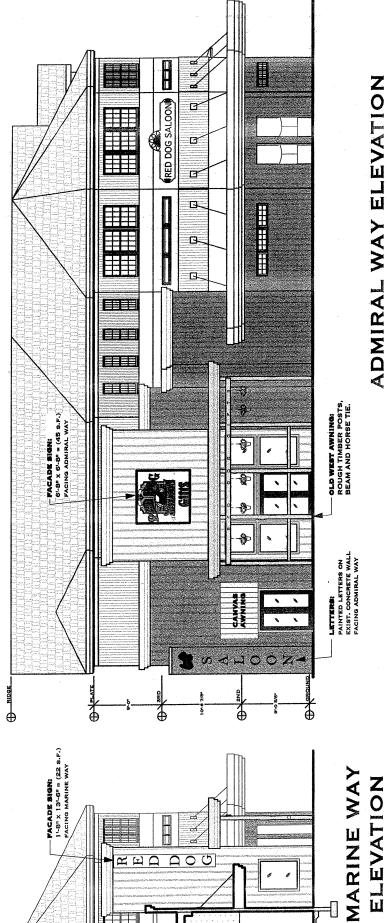
- NEW BAR AREA NEEDS (1) CAR PER 200 S.F. = .95 CARS
- **NEW STORE AREA NEEDS (1) CAR**
 - 2.15 CARS REQUIRED WITH 60% PER 300 S.F. = 1.2 CARS
 - REDUCTION (PD1)= .86 CARS = (1) CAR REQUIRED (FEE IN LIEU)





RICH CONNEEN Architects LLC

tel (907) 586-3180 fax (907) 586-3182 rich@richconneen.com



ADMIRAL WAY ELEVATION

