MEMORANDUM

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

DATE:

September 9, 2011

TO:

Board of Adjustment

FROM:

Kelly Keenan, Planner

Community Development Department

FILE NO.:

VAR2011 0020

PROPOSAL:

A Variance Request to reduce the minimum lot size for four proposed

lots fronting along a minor arterial from 36,000 square feet to 11,859

square feet.

GENERAL INFORMATION

Applicants:

Kally Flynn & Bradley Leimbach

Property Owners:

Kally Flynn & Bradley Leimbach

Property Address:

4021 Mendenhall Loop Rd

Legal Description:

USS 1521 Tract B Lot 4A

USS 1521 Tract B Lot 4B

Parcel Code Numbers:

5-B24-0-115-005-0

5-B24-0-115-006-0

Site Size:

Lot 4A - 52,707 square feet (1.21 acres)

Lot 4B - 37,897 square feet (0.87 acres)

Zoning:

D5

Utilities:

CBJ Water and Sewer

Access:

Mendenhall Loop Road

Existing Land Use:

Lot 4A – Residential, Duplex

Lot 4B - Vacant



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Surrounding Land Use: North - D-5 Residential

South - D-5 Residential

East - Bicycle and Pedestrian Path, Mendenhall Loop Road, D-5

Residential

West - D-5 Residential

ATTACHMENTS

Attachment A – Vicinity Map

Attachment B – Current Configuration

Attachment C - Proposed Subdivision

Attachment D - Line of Sight Looking North

Attachment E – Line of Sight Looking South

Attachment F – Driveway Entrance

Attachment G – Standard Bicycle Path Warning Sign and Specifications

PROJECT DESCRIPTION

The applicants have requested a variance to CBJ§49.40.130(b)(1), which requires that newly subdivided lots with access directly onto minor arterials comply with D-1 zoning district lot area standards (36,000 square feet). The applicants wish to re-subdivide two lots that currently front along Mendenhall Loop Road into four lots with shared, direct access onto Mendenhall Loop Road. As proposed, the four resulting lots would all have areas less than 36,000 square feet. The smallest of the four lots would be 11,859 square feet. The lots would share one common access driveway that already exists on the site.

The applicants have already submitted an application for a minor subdivision (SMN2011 0011), which is in waiting status pending the outcome of this variance case.

BACKGROUND

The two lots that the applicants wish to subdivide both front on Mendenhall Loop Road, near the intersection of Mendenhall Loop Road and Kimberly Street (see Attachment A). Mendenhall Loop Road is classified as a Minor Arterial in the vicinity of the subject lots. The lots are both zoned D-5, as are all the adjacent properties. Lot 4A is currently developed with a duplex and Lot 4B is vacant. The lots are quite large for a D-5 zone, with Lot 4A having an area of 52,707 square feet, and Lot 4B having an area of 37,897 square feet (See Attachment B).

Both lots are currently accessed by a common driveway, which crosses lot 4A. There are no turning lanes on Mendenhall Loop Road in the vicinity of the site driveway. Vehicles entering and exiting the site must cross the bicycle and pedestrian path located on the west side of Mendenhall Loop Road.

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The proposed four-lot subdivision has been designed as a double panhandle, with two "front" lots and two "rear" lots each having roughly 34 feet of frontage on Mendenhall Loop Road (see Attachment C). The existing driveway, which provides the two existing lots with direct access onto Mendenhall Loop Road, would be extended and shared by the four proposed lots. No new access roads or driveways are proposed with this development.

To ensure that no additional driveways are added, staff is recommending a condition of approval that the subdivision plat include a note requiring that the four lots be accessed by a single, shared driveway. This would alleviate the safety concerns that could be associated with adding additional driveways at the site.

At the entrance of the existing driveway, Mendenhall Loop Road is relatively straight (see Attachments D and E). In addition, the driveway entrance is clear of vegetation (See Attachment F). The sight obscuring fence in the front yard is located 12 feet back from the bicycle and pedestrian path and far enough from the road that it does not block sight distance. These factors combine to provide for good lines of sight to the north and south.

Per CBJ§49.40.130(b), land involving frontage directly along a minor arterial street may be subdivided so as to allow access directly onto the minor arterial street provided all of the following conditions are met:

- (1) All of the resulting lots must comply with the D-1 zoning district lot area standards;
- (2) All of the lots must share a common access point and no additional lots may be added;
- (3) The owner or the developer; as appropriate, must construct a parking area of sufficient size to provide a minimum parking and maneuvering area to prevent back-out parking;
- (4) The owner or the developer; as appropriate, must provide assurance in the form of an easement, plat note, or other form acceptable to the City and Borough, that the required access will be maintained by the property owners; and
- (5) The proposed subdivision must meet all other applicable City and Borough subdivision standards and requirements.

As proposed, the subdivision is capable of meeting conditions 2-5, but not condition 1. Due to the size of the existing lots, the applicants are unable to subdivide with access directly onto Mendenhall loop Road and still meet the requirements of Title 49. To provide the proposed new lots with access other than Mendenhall Loop Road, the applicants would need to build a new interior access street and possibly acquire additional property. These options are highly cost prohibitive for a four-lot subdivision. Therefore, the applicants are requesting a variance.

If this variance and the associated subdivision are approved, the four resulting lots would range in area from 31,209 square feet to 11,859 square feet. Under D-5 zoning standards, each lot would be large enough for construction of a duplex, resulting in the potential for eight residential units at the subject site. This means that if the proposed lots were built out to their potential, the traffic from eight residential units would be crossing the shared-use path, and entering or exiting Mendenhall Loop Road.

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As Mendenhall Loop Road is a State right-of-way, staff discussed this variance request, including issues of access and increased traffic load, with Fred Thorsteinson from the Alaska Department of Transportation. Mr. Thorsteinson summed up his comments regarding the proposal with the following written statement.

Kelly ADOT would have no objection to the proposed variance. Fred *(Fred Thorsteinson, DOT)*

CBJ §49.40.130(b)(1), which requires that new lots having direct access onto a minor arterial comply with D-1 lot area standards, serves to limit the additional traffic load and associated safety hazards that might be created by a subdivision. In this case, the new traffic that might be generated by the proposed subdivision would not only interface with other traffic on Mendenhall Loop Road, but also with pedestrians, cyclists, or other users of the shared-use path.

As discussed previously, the lines of sight north and south from the site driveway entrance are very good. While this alleviates some of safety concern that is associated with increased traffic, staff believes there is a need to provide for increased awareness of the bicycle and pedestrian path, specifically for vehicles exiting the subject site. This is because people exiting the site in vehicles will expect other vehicle traffic on Mendenhall Loop Road, but may pull across the shared use path to wait for an opening. Increased awareness of the shared-use path could be provided through signage.

Therefore, in an effort to facilitate this subdivision and meet the intent of CBJ §49.40.130(b)(1), staff is recommending a condition of approval that prior to plat recording the applicants shall install a bicycle path warning sign, visible to vehicles exiting the site driveway (see Attachment G). The location and specifications of the signs would be subject to CBJ Engineering Department approval.

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

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would give substantial relief to the owner of the property involved and be more consistent with justice to other property owners.

The requested variance would provide the applicants with substantial relief because the cost of acquiring additional property and constructing an interior access street would be significantly higher than the potential for increased property value that the subdivision would provide.

Staff is recommending a condition of approval that the applicants install a bicycle path warning sign prior to plat recording. This requirement would increase awareness of the bicycle and pedestrian path and would improve neighborhood safety, thereby making the variance application consistent with justice to other property owners. In consideration of the above analysis, 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.

The Title 49 requirement that new lots with direct access onto minor arterials must meet the D-1 lot area standard serves to limit traffic and preserve public safety at the intersections of site driveways and other roads or paths. Given the adequate sight lines at the subject property, and with the installation of signage improving awareness of the shared-use path, the variance could be granted in observance of Title 49 intent. In consideration of the above analysis, this criterion **is met.**

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

As of the date of this memorandum, no information has been presented to indicate that this proposal would negatively impact adjacent lots. In consideration of the above analysis, this criterion is met.

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

Uses are determined by the Table of Permissible Uses, CBJ§49.25.300. The grant of this variance and approval of the associated subdivision would not have any influence on uses allowed on the subject property. The properties are zoned for single-family and duplex residential development at a density of five dwelling units per acre. Staff anticipates that the four proposed lots would be developed in this fashion. In consideration of the above analysis, 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;

Existing Lot 4A is developed with a duplex. Existing Lot 4B is currently vacant, but could be developed with a single-family dwelling or a duplex. These are principal uses in a D-5 zone. The requested variance is not needed to facilitate these uses on the existing lots. In consideration of the above analysis, this sub-criterion is **not met.**

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(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;

Existing lots 4A and 4B are much larger than all surrounding properties. In order to develop their property in a manner consistent with the scale of surrounding lots and comply with existing standards, the owners would need to construct an interior access street and possibly acquire additional property. In consideration of the above analysis, this sub-criterion is **met.**

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

Lots 4A and 4B are both relatively rectangular and flat and do not possess other unique physical features. In consideration of the above analysis, the 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.

No preexisting nonconforming conditions exist on the subjects parcels. Therefore, this sub-criterion is **Not Applicable.**

Because sub-criterion B is met, criterion 5 is met.

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

The primary function of CBJ §49.40.130(b)(1) is to ensure public safety. With the recommended condition of approval, the subject properties can be subdivided to create two additional lots while improving the awareness of the shared use path. In addition, the applicants' proposal provides for additional housing in a D-5 neighborhood and for a more efficient use of land. In consideration of the above analysis, the criterion **is met.**

JUNEAU COASTAL MANAGEMENT PROGRAM

Not Applicable. Based on the above analysis, the grant of this variance is not related to the goals of the Juneau Coastal Management Program.

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FINDINGS

1. Is the application for the requested Variance complete?

Yes. Staff finds that the application contains information necessary to conduct a complete analysis of the variance criteria. The applicant submittal, including the appropriate fees, substantially conforms to the requirements of CBJ§49.15.

2. Will the proposed development comply with the Juneau Coastal Management Program?

Not applicable. In consideration of the above analysis, no aspect of this application is related to the Juneau Coastal Management Program.

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

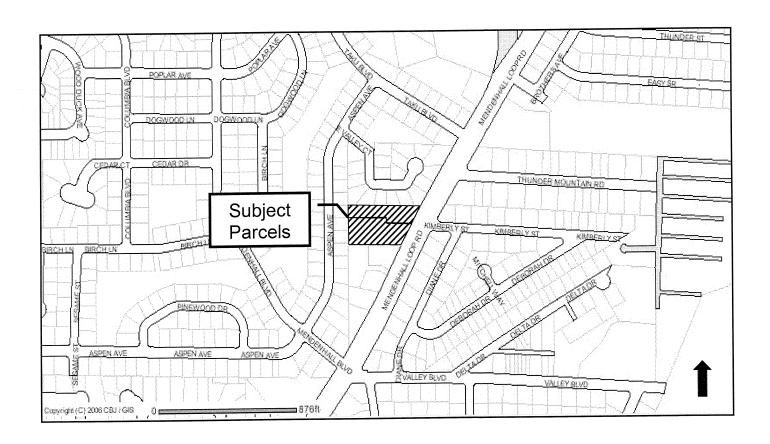
Yes. Based on the above analysis, the variance as requested, and with the recommended condition, meets the criteria of Section 49.20.250, Grounds for Variances.

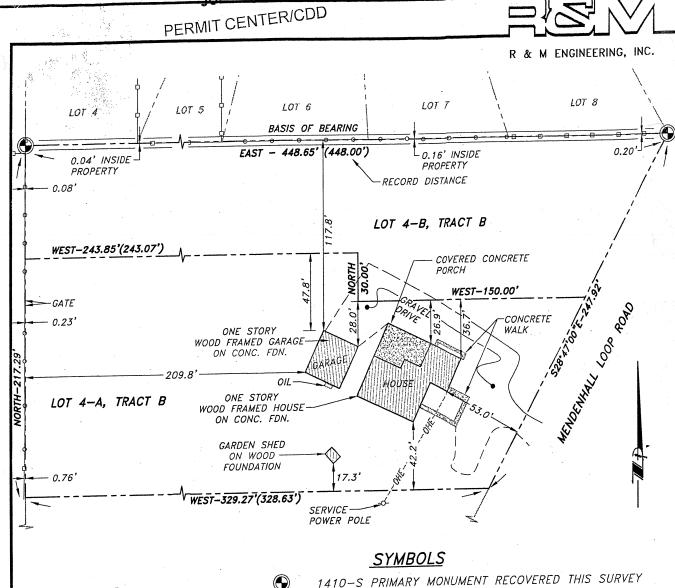
RECOMMENDATION

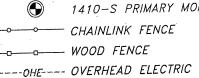
Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and grant the requested Variance, VAR2011 0020. The Variance permit would allow a four lot subdivision to be platted with direct access onto a minor arterial and with the resulting lots having areas less than 36,000 square feet, the smallest of which would be 11,859 square feet. Staff recommends the following conditions:

- 1. Prior to plat recording, the applicants shall install a bicycle path warning sign visible to vehicles exiting the property. The location and specifications of the signs will be subject to CBJ Engineering Department approval.
- 2. The subdivision plat shall include a note requiring that the four lots be accessed with a single, shared driveway.

Attachment A – Vicinity Map







<u>NOTE:</u>

UNDER NO CIRCUMSTANCES SHOULD ANY DATA HEREON BE USED FOR CONSTRUCTION OR FOR ESTABLISHING BOUNDARY OR FENCE LINES.

SURVEYOR'S CERTIFICATE

I HEREBY CERTIFY THAT THIS IS A TRUE AND CORRECT PLAT OF LOTS 4-A & 4-B, TRACT B, U.S. SURVEY NO. 1521, AND THAT ALL WALKS, ROADS, EASEMENTS AND IMPROVEMENTS APPEARING ON THE LAND ARE AS SHOWN, AND THERE ARE NO ENCROACHMENTS OR OVERLAPS OF IMPROVEMENTS THEREON. EXCEPT AS SHOWN.

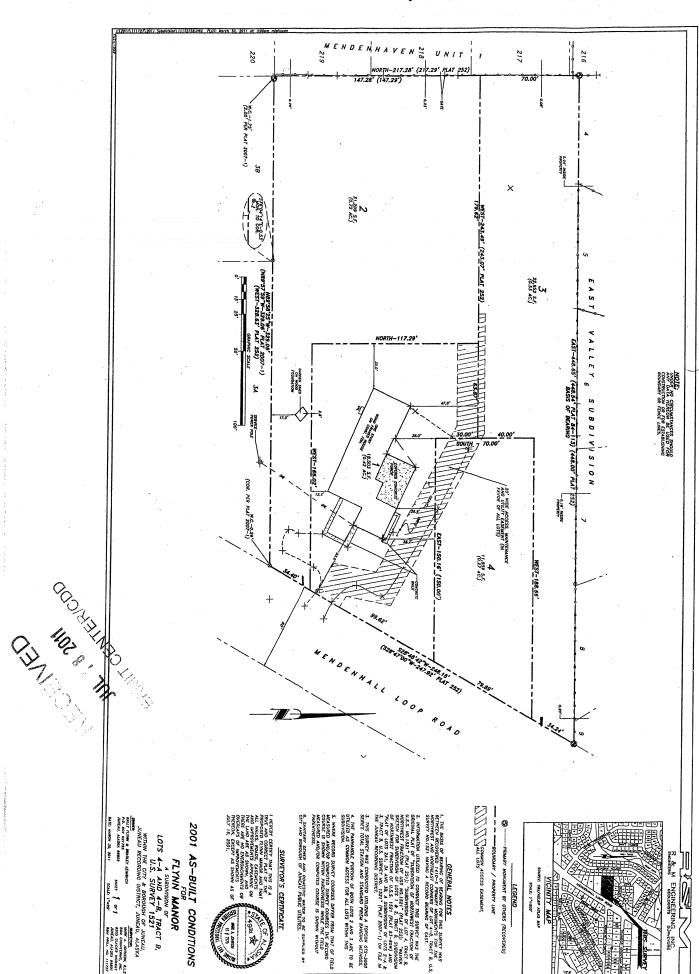
"REVISED" AN AS-BUILT SURVEY PLAT OF

LOT 4-A & 4-B, TRACT B, U.S. SURVEY No. 1521

PER PLAT NO.252, JUNEAU RECORDING DISTRICT CITY & BOROUGH OF JUNEAU, ALASKA

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Attachment C - Proposed Subdivision



Attachment D – Line of Sight Looking North



Photo taken from the site driveway, looking north.

Attachment E – Line of Sight Looking South



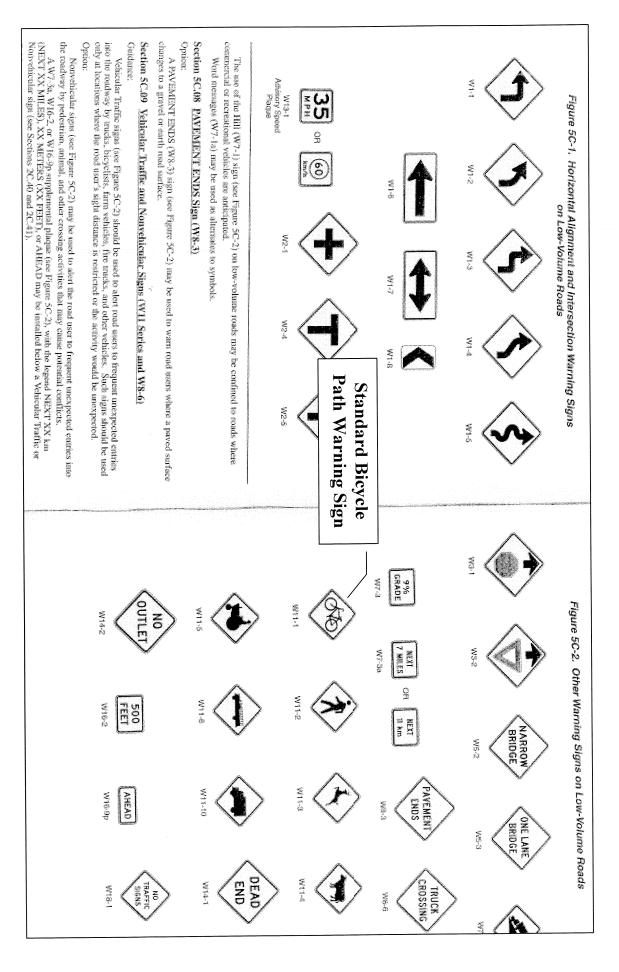
Photo taken from the site driveway, looking south.

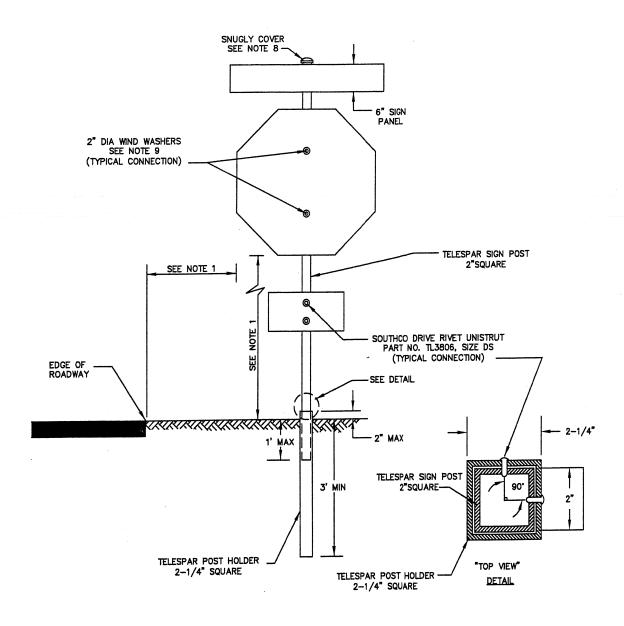
Attachment F – Driveway Entrance



Photo taken looking west across Mendenhall Loop Road.

Attachment G – Standard Bicycle Path Warning Sign and Specifications



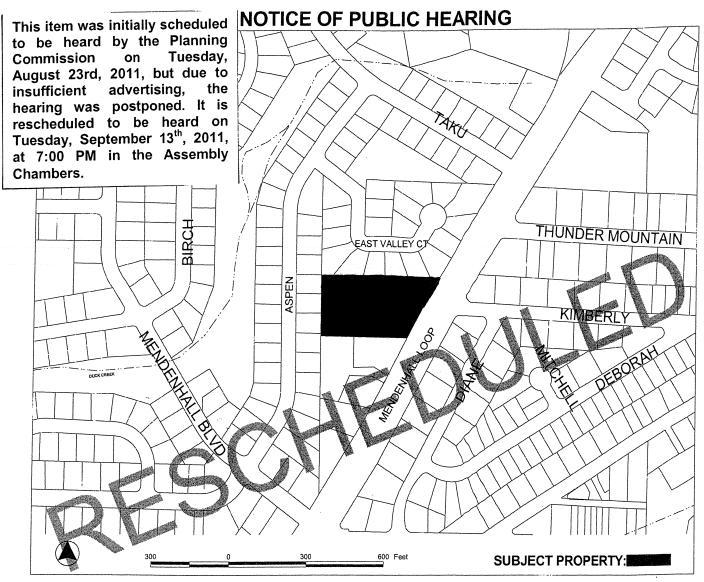


NOTES:

- 1 SIGN PANEL MATERIAL AND THICKNESS SHALL CONFORM TO MANUAL ON UNIFORM TRAFFIC CONTROL DEVICES. SIGN SIZE AND PLACEMENT SHALL CONFORM TO MANUAL ON UNIFORM TRAFFIC CONTROL DEVICES AND THE ALASKA SUPPLEMENT (SEE LATEST EDITION.)
 2 SIGN POST SHALL BE INSERTED INTO HOLDER A MINIMUM OF 0'-6" AND A MAXIMUM OF 1'-0".
 3 STREET NAMES SHALL BE OF EXTRUDED SIGN PANELS.

- 3 STREET NAMES SHALL BE ON 6" EXTRUDED SIGN PANELS.
 4 STREET SIGN PANELS SHALL BE BETWEEN 12 AND 36 INCHES IN LENGTH AND IN 6" INCREMENTS.
 5 STREET NAME LETTERING SHALL BE 3 INCHES HIGH, SERIES C TYPE.
 6 THE BRACKETS FOR THE EXTRUDED STREET SIGN PANELS SHALL HAVE A MINIMUM SPAN OF 5 INCHES.
 7 A STREET NAME ASSEMBLY SHALL BE INSTALLED ON EACH STOP SIGN AND WILL SHOW THE STREET NAMES OF BOTH INTERSECTING STREETS.
 8 SNUGLY COVER TOP OF POST WITH EXTRUDED TELESPAR POST CAP.
 9 WIND WASHERS ARE REQUIRED ON FRONT SIDE OF SIGNS. THEY SHALL BE 2" DIA STAINLESS FENDER WASHERS OR APPROVED EQUAL AND MATCH THE COLOR OF THE SIGN. MATCH THE COLOR OF THE SIGN.

NTS		DATE: 12/6/96	CITY AND BOROUGH OF JUNEAU, ALASKA			
			SIGN ASSEMBLY SINGLE-POST			
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APPROVED I	BY:	DV.	REVISED: 8/14/2011	STANDARD 127A		



PROPOSAL: A Variance Request to reduce the minimum lot size for four proposed lots fronting along a minor arterial from 36,000 square feet to 11,859 square feet.

FILE NO: VAR2011 0020

TO: Adjacent Property Owners

HEARING DATE: September 13, 2011

HEARING TIME: 7:00 PM

PLACE: ASSEMBLY CHAMBERS

Municipal Building 155 South Seward St Juneau, Alaska 99801 **APPLICANT:** KALLY FLYNN & BRADLEY LEIMBACH

Property PCN: 5-B24-0-115-005-0 and 5-B24-0-115-006-0

Owner(s): KALLY FLYNN and BRADLEY LEIMBACH

Size: 2.08 acres

Zoned: D5

Site Address: 4021 MENDENHALL LOOP RD

Accessed via: MENDENHALL LOOP RD

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

KELLY KEENAN 586-0756 KELLY KEENAN@CI.JUNEAU.AK.US

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

DEVELOPMENT PERMIT APPLICATION

Project	Number	CITY and BORO	UGH of JU	JNEAU	Date Receiv	ed: 7/18/11		
Project	Name fo Assign Name)							
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ANT INFORMATION	Assessor's Parcel Number(s) LANDOWNER/LESSEE Property Owner's Name KALLY FYLLY BR. Mailing Address LO. BOX 21795 E-mail Address LIMBOWNER/LESSEE CON I am (we are) the owner(s) or lessed A. This application for a la B. I (we) grant percession application.	AOLEY JERMEACH JULEAU, AK 998 mail.com	and SB3	Contact Pers RAD LE Home Phone 702) 334 Other Contact (907) 7 needed on Bull operty is made w	son: LABACH CB23 t Phone Number CB3 - 616 Idding/Engineering ws:	Work Phone: Fax Number: r(s): 5 9 Permits****		
OJECT / APPLICAN	landowner in addition to the formal hearing date.	fun	ers of the Planning	Commission ma	ay visit the proper	vill attempt to contact the		
2	Mailing Address		Home Phone:		Fax Number:			
Δ.	E-mail Address Other Contact Phone Number(s):							
	Applicant's Signature				Date of	Application		
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/ALS	Mining Case	City Land Action of ZC, Use Not Listed) I, Extraction, Exploration)	→ sign Date	e Received	Api	olication Number(s)		
APPROVAL	(If more than one, f	ill in all applicable permit #'s) , St. Vacation, St. Name Change)						
PP	Use Approval (Allow Mobile Home Park	able, Conditional, Cottage Housing, s, Accessory Apartment)		11/11/11	1 11 17 7	0110070		
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***Public Notice Sign Form filled out and in the file.

Permit Intake Initials

VARIANCE APPLICATION

Project Number	Project Name (15 c	haracters)		Case Number VAR LOV	00 TO	Date Received	
TYPE OF VARIAN	ICE REQUEST	ED:			P		
	Variance to the Sign Standard			Variance to Dimension Standards	onal	(VDS)	
Variance to Setback		(VHB)		Variance to Parking Requirements		(VPK)	
Variance to		(VSB)					
DESCRIPTION OF ACTIVITY WHICH REQUIRES A VARIANCE: (PLEASE SEE RELOW) ASKENG TO GO FROM A D-5 ZONENG RESTAURTE TO A D-2 ZONENG							
Previous Varianc		? YES	No	Date of Filing:			
Was the Variance Gran	<u></u>	NO					
UNIQUE CHARACTERISTICS OF LAND OR BUILDING(S): THIS SURDIFICION IS LOWATED TN THE MENDENHAUL NAULEY OFF OF MENDENHAUL LOOP RD WHICH IS A MINOR PRIERIAL STREET							
UTILITIES AVAIL		<i>ATER:</i> Public			Public	On Site	
WHY WOULD A VARIANCE BE NEEDED FOR THIS PROPERTY REGARDLESS OF THE OWNER? WE ARE ASKING FOR A VARIENCE TO RELAX THE LOT SIZE THE LOTS SIZE AREA ALONG AMINOR AFTERIAL STREET. THE LOT SIZE WOULD GO FROM AMINIMUM OF 36,000 SQUARE FEBT TO A MENIMUM OF 11,859 SQ FT. A REPRESENTATION FROM DOT HAS ASSURED THAT THE ENSITING COMPANDED IN THE PROPERTY OWNERS WITH COMPLY DRIVETS SUFFICIENT FOR THE FOUR LOTS TO ALCRESS MENEROWHALL LOOP RD. THE PROPERTY OWNERS WITH COMPLY WITH ALL LAND USD AND RULLDING CODES. (PLEASE SER BACK)							
THELEFORE RE	WHAT HARDSHIP WOULD RESULT IF THE VARIANCE WERE NOT GRANTED? IF THIS VARIENCE WERE NOT GRANTED THE LOT SIZE IS TOO LARLE AND PANKWARD; THEREFORE RENDER THE PROPERTIES HARDER TO SALE IF THE OWNERS WANTED TO REGALE THE PROPERTIES ON THE FUTURE.						
For more information permitting process are required for a complease see the revers	nd the submittals blete application, e side.	Application Fees Adjustment	, 400°.	Check No.	Receipt	7/18/11	
If you need any ass this form, please concenter at 586-0770.	istance filling out intact the Permit	Total Fee				-7-1	

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM

THE MINIMUM PROPOSED LOT SIZE IS STILL LARGER THAN THE LOTS TO THE NORTH
AND EAST OF THE PROPERTY. THIS DEVELOPMENT WOULD PROUTDE MORE HOUSING
THAN WHAT THESE TWO PROPERTIES ARE ZOUED FOR