


# MEMORANDUM

## CITY & BOROUGH OF JUNEAU

155 South Seward Street, Juneau, Alaska 99801

**DATE:** September 6, 2012

**TO:** Board of Adjustment

**FROM:** Eric Feldt, Planner   
Community Development Department

**FILE NO.:** VAR2012 0017

**PROPOSAL:** A Variance permit to reduce the parking requirement for a new Snow Removal Equipment Facility at the Juneau International Airport.

### GENERAL INFORMATION

**Applicant:** City & Borough of Juneau

**Property Owner:** City & Borough of Juneau

**Property Address:** 1873 Shell Simmons Drive

**Legal Description:** Tracts A & B Airport

**Parcel Code Number:** 3-B16-0-100-001-0

**Site Size:** 10.3 acres; (Juneau International Airport: 640.55 acres)

**Zoning:** Industrial (I)

**Utilities:** City Water & Sewer

**Access:** Shell Simmons Drive

**Existing Land Use:** Juneau International Airport (JIA)

**Surrounding Land Use:**

North	- Light Commercial; Fred Meyers; Glacier Hwy
South	- Industrial; JIA
East	- Industrial; Temsco Helicopters; Maplesden Way
West	- Industrial; Wings of AK; Shell Simmons Dr.



CITY & BOROUGH OF JUNEAU  
ALASKA'S CAPITAL CITY

**ATTACHMENTS**

Attachment	A	Vicinity Map
Attachment	B	Project Narrative
Attachment	C	Drawings / Building Plans
Attachment	D	Applicant's Letter
Attachment	E	USE2008-35 Staff Report / NOD

**PROJECT DESCRIPTION**

The City Airport Department is seeking a variance to reduce the parking requirement from 109 spaces to 73 spaces for a new Snow Removal Equipment Facility (SREF) at the Juneau International Airport (JIA). See Attachment A for site location. The applicant designed the facility's parking to accommodate the low parking demand, not based on overall building size which is required by the Land Use Code, which has resulted in the subject variance.

The applicant also filed a Conditional Use permit (USE2012-0007) to permit the construction of the SREF. The SREF will include indoor accommodations for snow removal equipment and loading bays, indoor sand and gravel stockpiling areas as well as chemical storage areas, and airport administration offices. All of these uses currently exist at various locations on airport grounds and will be combined in the new SREF. Building plans of the facility are provided under Attachment C. The Conditional Use permit cannot be approved unless the subject variance is approved.

**BACKGROUND**

In 2008, the Planning Commission approved an Allowable Use permit (USE2007-00037) for a conceptual development plan of the northeast section of the airport through 2015. This plan consists of a new snow removal equipment facility (SREF), new automated surface observatory system (ASOS), additional hanger buildings, and site infrastructure improvements such as driveways, access roads, and parking lots. Much of the northeast section of the airport was recently filled, covering wetlands, to facilitate future development.

Even though the SREF was approved in 2008, the most recent plans show it to be larger in size. The staff report of USE2007-00037 indicated that a change in the site plan would require a new Use permit.

The Land Use Code requires all development to provide on site parking to prevent spill over onto adjacent property which may result in many negative impacts such as increased traffic noise, head light glare, accidents, road maintenance issues, etc. The Land Use Code does not treat airport buildings within the secured area that have no customer service any differently than other development in the borough. For example, a storage building within the secured airport property has the same parking requirement as a commercial storage building that has public access. Though the

two storage buildings have the same parking requirement, the parking demand for the building at the airport would likely be significantly less than the other storage buildings due to the restricted public access on airport grounds.

**ANALYSIS**

The subject variance has been filed to reduce the parking requirement from 109 to 73 spaces for a new Snow Removal Equipment Facility. All uses within the facility currently exist throughout the airport grounds. The parking calculation for the facility is shown in Table 1 below. The applicant submitted reasons for the variance under Attachment D.

The following uses of the SREF were used to calculate the parking requirement: 1) Airport-related administrative offices, and 2) Indoor equipment storage; maintenance bays; and indoor sand, gravel, and chemical storage / stockpiling areas.

**Table 1. Parking Calculation**

<p><b><u>Proposed Uses Parking Requirement</u></b> Office Space = 1 parking space per 300 square feet of gross floor area Storage &amp; Processing = 1 parking space per 1,000 square feet of gross floor area</p> <p><b><u>Parking Calculations</u></b> Proposed Office Space: 15,000 square feet / 300 = 50 spaces Proposed Storage &amp; Processing: 58,800 square feet / 1,000 = 58.8 spaces ≈ 59 spaces Loading areas for Industrial, Storage, Processing, etc.: &gt; 50,000 square feet = 3 zones</p> <p><b><u>Total Parking Requirement</u></b></p> <ul style="list-style-type: none"><li>• 109 spaces (including 5 accessible spaces) + 3 loading zones</li></ul> <p><b><u>Parking Provided (including overflow areas)</u></b></p> <ul style="list-style-type: none"><li>• 73 Spaces (including 2 accessible spaces) + 12 loading zones</li></ul>
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According to staff's calculation above, the parking plan is short 36 spaces. As shown in Attachment C, there are 28 delineated parking spaces for employees and visitors, and 45 parking spaces in overflow parking areas for a total of 73 spaces. The applicant's anticipated parking demand is significantly lower than the parking requirement for several reasons. The SREF is located within restricted airport property and access is heavily restricted; public access is not permitted, therefore, the applicant's parking design is solely based on the parking demand. Because of the access restriction, the applicant's parking plan will likely match the parking demand. Further, the majority of the facility is devoted to low intensive uses such as indoor parking , maintenance bays for large

snow removal equipment and spacious gravel and sand stockpiling areas, which add to the overall parking requirement but only require a small number of employees. The offices in the SREF will create the highest and most frequent parking demands. This demand is accommodated in the 28 delineated parking spaces.

The applicant indicated the area around the SREF is preserved for future development of airplane hangers and their associated parking areas, secondary roads, and other infrastructure. Many hangers on airport property are privately owned and to dedicate general airport parking near those hangers may be difficult. However, shared parking with future development and the SREF would be possible, but the applicant does not know when future parking areas for others uses would be developed, therefore, the parking plan for the SREF is being designed solely for the SREF.

According to the applicant's letter, the City Airport Department is an enterprise body where they must generate sufficient revenue to off-set operational costs. The location of the SREF has been designed to allow nearby lands to be leased for private, airport use. Therefore, if parking areas are constructed in those areas, it may reduce leasable sites and affect airport revenues.

Staff asked the applicant if cars could park inside the SREF to count toward the parking requirement. The applicant stated that the open areas dedicated for snow removal equipment or material storage / stockpiling cannot be used for parking of cars, public or private, as there will not be any room for other uses other than what it is dedicated. Therefore, all parking locations will be outside.

Overall, the parking plan will closely meet the parking demand and any increases in parking will be accommodated in the overflow areas shown in the submitted plans.

### **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 stated earlier and indicated by the applicant, the variance would allow a reduction of 36 parking spaces for the new SREF. If the variance is denied, the applicant would either have to design additional parking areas retained for future development or substantially reduce the

overall building size to meet a lower parking requirement. Neither are supported by the applicant.

**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 stated earlier, the intent of the parking requirement is to prevent overflow of parking onto adjacent properties. The SREF is located on secured airport property, where public access is restricted. The applicant has designed the parking plan to capture the relatively low parking demand. Overflow parking will be provided in cases of increased parking needs. Since the parking demand is directly regulated by the limited people entering the facility, there will not likely be more people or vehicles than what the applicant is anticipating.

**This criterion is met**

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

As shown in the vicinity map and stated above, the SREF is located within the secured airport area, and is next to other airport-related uses. Even though the project does not meet the parking requirement, the applicant has designed the parking lots to exceed the anticipated parking demand with overflow parking areas. Approving the variance will not injure nearby property.

**This criterion is met**

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

The variance has been filed to reduce the parking requirement for a snow removal equipment building on airport grounds in the Industrial district. Staff noted earlier that all uses proposed in the facility currently exist on airport grounds. Therefore, the variance will not authorize uses not allowed in the district.

**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;***

As stated earlier, all uses of the proposed SREF currently exist on airport property. Reducing the building size or creating additional parking spaces as a result of

denying the variance would not prevent the airport from using the uses of the proposed SREF. Therefore, this sub-criteria **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;***

As stated earlier, there are airport-related uses to the east, south and west of the proposed SREF. Vacant land lies north of the SREF across Yandukin Drive. Denying the variance would not prevent the airport from using airport grounds in a manner consistent as to scale, amenities, appearance or feature with existing development around airport property. Therefore, this sub-criteria **is not met**.

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

As stated earlier, due to the financial nature of the City Airport Department needing to generate revenue to off-set airport costs, the location of the proposed SREF is important for future leasable development. Constructing additional parking areas nearby the SREF may limit leasable land. In turn, less revenue would be received and operational costs could rise for airport operations. Therefore, this sub-criteria **is 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.***

Staff is not aware of any nonconforming parking conditions of the airport property that would be further reduced with the approval of the subject variance. Therefore, this sub-criteria **is not met**.

**Since sub-criterion 5C is met, Criterion 5 is met.**

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

Approving the variance would allow a reduction in parking but would not likely result in an insufficient parking plan for the forecasted parking demand due to the limited access into the SREF and airport grounds. Uses adjacent to the SREF site are airport-related and would not be negatively affected with the granting of the variance. Denying the variance would likely result in more parking lots in the area that would not be used to their full capacity and could be a collector for litter or debris. Therefore, constructing a smaller parking plan to meet the parking demand would be beneficial to the neighborhood. This criteria **is met**.

## **FINDINGS**

***1. Is the application for the requested Variance complete?***

**Yes.** We find the application contains the information necessary to conduct full review of the proposed operations. The application submittal by the applicant, including the appropriate fees, substantially conforms to the requirements of CBJ Chapter 49.15.

**Per CBJ §49.70.900 (b)(3), General Provisions, the Director makes the following Juneau Coastal Management Program consistency determination:**

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

**Not Applicable.** Based on the preceding staff analysis, it is found that no provisions of the Juneau Coastal Management Program apply to the proposed development.

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

**Yes.** Based on the analysis above, staff finds that the proposal does meet the criteria of CBJ §49.20.250, *Grounds for Variance*.

## **RECOMMENDATION**

Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and approve the requested Variance, VAR2012 0017. The Variance permit would allow for the parking requirement to be reduced from 109 to 73 for a proposed Snow Removal Equipment Facility.

# VARIANCE APPLICATION

Project Number	Project Name (15 characters)	Case Number <b>VAR20120017</b>	Date Received <b>8/24/12</b>
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**TYPE OF VARIANCE REQUESTED:**

- |                                                                                                                                                                                                |                                                                                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|
| <input type="checkbox"/> Variance to the Sign Standard (VSG)<br><input type="checkbox"/> Variance to Habitat Setbacks (VHB)<br><input type="checkbox"/> Variance to Setback Requirements (VSB) | <input type="checkbox"/> Variance to Dimensional Standards (VDS)<br><input checked="" type="checkbox"/> Variance to Parking Requirements (VPK) |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|

**DESCRIPTION OF ACTIVITY WHICH REQUIRES A VARIANCE:**

The Land Use Code's parking requirements do not provide for a category of use specific to the airport's Snow Removal Equipment Facility (SREF). This building, by nature of its function, is very large, but has few occupants and very little public face.

**Previous Variance Applications?**     YES     NO    Date of Filing: \_\_\_\_\_

Previous Case Number(s): \_\_\_\_\_

Was the Variance Granted?     YES     NO

**UNIQUE CHARACTERISTICS OF LAND OR BUILDING(S):** \_\_\_\_\_

The building will store and maintain the large airfield equipment plows, sweepers, dump trucks, and support vehicles. Access to most areas of the building is for employees only and is controlled through security gates as required by the airport security plan.

**UTILITIES AVAILABLE:**    WATER:  Public     On Site    SEWER:  Public     On Site

**WHY WOULD A VARIANCE BE NEEDED FOR THIS PROPERTY REGARDLESS OF THE OWNER?**

The closest category of use for parking requires excessive parking spaces that are impractical. The building site is within the public airport boundary.

**WHAT HARDSHIP WOULD RESULT IF THE VARIANCE WERE NOT GRANTED?**

1. Excessive cost for developing parking spaces that would not be used. 2. Using precious airport land for parking rather than for a higher value use. 3. Crowding the site so that large airfield equipment would have restrictive and possibly insufficient turning radii.

For more information regarding the permitting process and the submittals required for a complete application, please see the reverse side.  If you need any assistance filling out this form, please contact the Permit Center at 586-0770.	<table style="width: 100%; border: none;"> <tr> <th colspan="5" style="text-align: left; padding: 5px;">VARIANCE FEES</th> </tr> <tr> <th style="width: 40%;"></th> <th style="width: 15%;">Fees</th> <th style="width: 15%;">Check No.</th> <th style="width: 15%;">Receipt</th> <th style="width: 15%;">Date</th> </tr> <tr> <td style="padding: 5px;">Application Fees</td> <td style="padding: 5px;">\$ <u>320.00</u></td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> </tr> <tr> <td style="padding: 5px;">Adjustment</td> <td style="padding: 5px;">\$ _____</td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> </tr> <tr> <td style="padding: 5px;">Total Fee</td> <td style="padding: 5px;">\$ <u>320.00</u></td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> <td style="padding: 5px;">_____</td> </tr> <tr> <td colspan="5" style="padding: 5px; text-align: center;"> <i>20% off regular fee of Variance Case - assoc. w/USE12-07</i> </td> </tr> </table>	VARIANCE FEES						Fees	Check No.	Receipt	Date	Application Fees	\$ <u>320.00</u>	_____	_____	_____	Adjustment	\$ _____	_____	_____	_____	Total Fee	\$ <u>320.00</u>	_____	_____	_____	<i>20% off regular fee of Variance Case - assoc. w/USE12-07</i>				
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<i>20% off regular fee of Variance Case - assoc. w/USE12-07</i>																															

**NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM** -EST  
8/24/12

TO BE COMPLETED BY THE APPLICANT



# DEVELOPMENT PERMIT APPLICATION

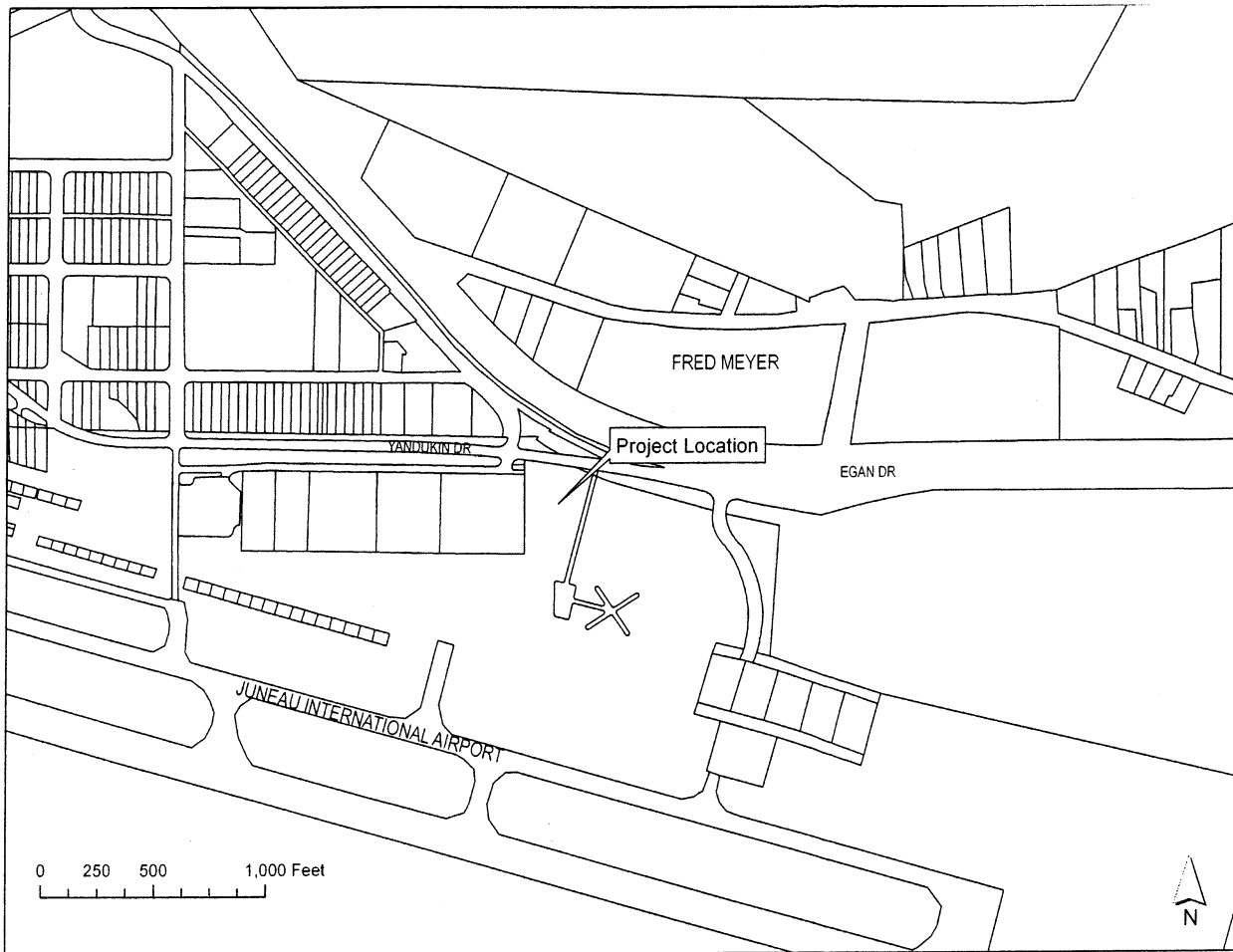
Project Number	<b>CITY and BOROUGH of JUNEAU</b>	Date Received: <u>5/10/12</u>
Project Name (City Staff to Assign Name)		

PROJECT / APPLICANT INFORMATION	<b>Project Description</b> Snow Removal Equipment Facility (SREF) at the Juneau International Airport. This facility will store and maintain equipment and operations that support the airfield throughout the year. The project will be designed and constructed in multiple phases, as funding becomes available.		
	<b>PROPERTY LOCATION</b>		
	Street Address Livingston Way	City/Zip Juneau, AK 99801	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) <u>AYODA TR A &amp; B</u>		
	Assessor's Parcel Number(s) <u>3B1601000010</u>		
	<b>LANDOWNER/LESSEE</b>		
	Property Owner's Name Juneau International Airport	Contact Person: Catherine Fritz	Work Phone: 907-586-0452
	Mailing Address 1873 Shell Simmons Drive, Suite 200, Juneau, AK 99801	Home Phone:	Fax Number: 907-789-1227
	E-mail Address catherine.fritz@ci.juneau.ak.us	Other Contact Phone Number(s):	
	<b>LANDOWNER/LESSEE CONSENT</b>		
<p>I am (we are) the owner(s) or lessee(s) of the property subject to this application and I (we) consent as follows:                  This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission.                  I (we) grant permission for officials and employees of the City and Borough of Juneau to inspect my property as needed for purposes of this application.</p>			
X <u>[Signature]</u> Landowner/Lessee Signature		<u>8/27/2012</u> Date	
X _____ Landowner/Lessee Signature		_____ Date	
NOTICE: The City and Borough of Juneau staff may need access to the subject property during regular business hours and will attempt to contact the landowner in addition to the formal consent given above. Further, members of the Planning Commission may visit the property before the scheduled public hearing date.			
<b>APPLICANT</b>			
Applicant's Name Jeannie Johnson, Airport Manager	Contact Person: Catherine Fritz	Work Phone: 907-586-0452	
Mailing Address 1873 Shell Simmons Drive, Juneau, AK 99801	Home Phone:	Fax Number:	
E-mail Address jeannie.johnson@ci.juneau.ak.us	Other Contact Phone Number(s):		
X <u>[Signature]</u> Applicant's Signature		<u>4/26/2012</u> Date of Application	

OFFICE USE ONLY BELOW THIS LINE

STAFF APPROVALS	<input checked="" type="checkbox"/>	Permit Type Building/Grading Permit	Date Received	Application Number(s)
	<input checked="" type="checkbox"/>	City/State Project Review and City Land Action		
	<input type="checkbox"/>	Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)		
	<input type="checkbox"/>	Mining Case (Small, Large, Rural, Extraction, Exploration)		
	<input type="checkbox"/>	Sign Approval (if more than one, fill in all applicable permit #'s)		
	<input type="checkbox"/>	Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)		
	<input checked="" type="checkbox"/>	Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)	X <u>5/10/12</u>	<u>USE20120007</u>
	<input type="checkbox"/>	Variance Case (De Minimis and all other Variance case types)		
	<input type="checkbox"/>	Wetlands Permits		
	<input type="checkbox"/>	Zone Change Application		
<input type="checkbox"/>	Other (Describe)			
***Public Notice Sign Form filled out and in the file.				
Comments: <u>associate/modification of USE 2007-00035</u> <u>USE 2007-00035</u>				Permit Clerk Initial <u>[Initials]</u>

# NOTICE OF PUBLIC HEARING



**PROPOSAL:** Conditional Use permit for New Snow Removal Equipment Facility (SREF) and a Variance for parking reduction for the same project.

<p><b>FILE NO:</b> USE2012 0007 &amp; VAR2012 0017</p> <p><b>TO:</b> Adjacent Property Owners</p> <p><b>HEARING DATE:</b> September 11, 2012</p> <p><b>HEARING TIME:</b> 7:00 PM</p> <p><b>PLACE:</b> <b>ASSEMBLY CHAMBERS</b> Municipal Building 155 South Seward St Juneau, Alaska 99801</p>	<p><b>APPLICANT:</b> City &amp; Borough of Juneau Airport</p> <hr/> <p><b>Property PCN:</b> 3-B16-0-100-001-0</p> <p><b>Size:</b> 640.55 Acres</p> <p><b>Zoned:</b> Indestructable Industrial</p> <p><b>Owner:</b> City &amp; Borough of Juneau Airport</p> <p><b>Site Address:</b> 1873 Shell Simmons Drive</p> <p><b>Accessed via:</b> Livingston Way</p>
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**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 Eric Feldt at [eric\\_feldt@ci.juneau.ak.us](mailto:eric_feldt@ci.juneau.ak.us) or at 586-0764.

Planning Commission Agendas, Staff Reports and Meeting Results can be viewed at [www.juneau.org/plancomm](http://www.juneau.org/plancomm)