## **MEMORANDUM**

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

DATE:

January 4, 2013

TO:

Board of Adjustment

**FROM:** 

Laura A. Boyce, AICP, Planner

House Community Development Departmen

FILE NO.:

VAR2012 0029

**PROPOSAL:** 

A variance request to the requirement that lots be designed to

conform to a minimum rectangle of 100' by 100' in a D-3 zone

district - CBJ 49.15.460.(4)(A)(i)(b).

#### **GENERAL INFORMATION**

Applicant:

R & S Construction, LLC

Property Owner:

Mabel K Reddekopp

Property Address:

12100 Mendenhall Loop Road

Legal Description:

USS 2391 Lot Y

Parcel Code Number:

4-B27-0-101-002-0

Site Size:

3.37 acres

Comprehensive Plan Future

Land Use Designation:

MDR (Medium Density Residential)

Zoning:

D-3

Utilities:

City Water and Sewer

Access:

Mendenhall Loop Road (collector roadway)

Existing Land Use:

Single-family residential

Surrounding Land Use:

North -

D-3, Single-family Residential

South -

D-5(T)D-10, Vacant, Single-family Residential

East -

D-3, Vacant CBJ-owned property

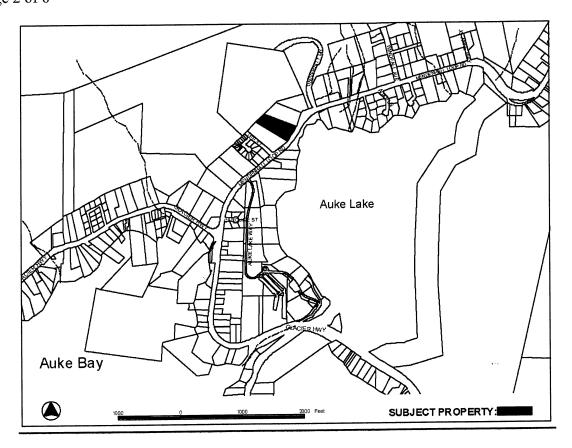
West -

D-3, UAS Student Housing



Board of Adjustment File No.: VAR2012 0029

January 4, 2013 Page 2 of 8



#### **ATTACHMENTS**

Attachment A Application Materials

Attachment B Zoning Map

Attachment C Email Correspondence from DOT

## PROJECT DESCRIPTION

The applicant has requested a variance to the requirement that lots be designed to conform to a minimum rectangle of 100' by 100' in a D-3 district as per CBJ 49.15.460(4)(A)(i)(b), in order to develop a six-lot major subdivision. CBJ 49.15.460(4)(A)(i)(b) states:

CBJ 49.15.460(4) Lots.

(A) Generally.

(i) Subdivision lots shall meet the minimum dimensional standards established by chapter 49.25, article IV, provided that in cases of difficult topography or other circumstances rendering compliance impracticable, the director may approve other configurations if the lot:

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 3 of 8

- (a) Meets the minimum lot size requirement;
- (b) As drawn, is capable of containing a rectangle having two sides equal in length to the minimum lot width requirement and two sides equal in length to the minimum lot depth requirement;
- (c) Has direct and practical access to a street maintained by an agency of government; and
- (d) as at least one practical building location.

The proposed subdivision meets the requirements outlined above with the exception of (b) as four of the proposed six lots are less than 100' wide as required in the D-3 zone. The four lots in question are proposed at 90 feet by 190 feet, 90 feet by 185 feet, 95 feet by 169 feet, and 95 feet by 155 feet. All lots exceed the required lot area as well as the lot depth standards for the D-3 zone district. Due to the shape of the lot being long and narrow, this configuration for subdivision is requested by the applicant to yield six lots. A shared driveway is proposed for access to the six lots (see the Site Plan in Attachment A).

This variance request concerns the dimensional standards of the proposed lots. A full review will be conducted during the major subdivision process.

#### **BACKGROUND**

The property is currently developed with an existing single-family home on a  $3.37 \pm$  acre lot, located in the D-3 zoning district along Mendenhall Loop Road, a collector roadway. It was platted in 1940 as were many of the lots in the immediate vicinity. This lot is long and narrow which makes subdivision of the lot challenging. Since this property is zoned D-3, the maximum density on this parcel is 12 lots; however, due to the subject parcel's configuration, this is not achievable. The applicant is proposing six lots with this design, incorporating the shared driveway as access to all lots. Additionally, all lots include a minimum of 30 feet of frontage on Mendenhall Loop Road, a maintained right-of-way, which is a requirement for standard subdivision design.

#### **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:

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 4 of 8

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.

The requested variance would provide substantial relief to the property owners in that the lot could be subdivided into six lots. The variance would allow these lots to be created, through the subdivision process, to the D-3 district standards. Four of the proposed lots do not meet the D-3 zone lot width requirement of a minimum of 100 feet, but do exceed the lot depth and area requirements. Additionally, the subdivision has been designed so that each lot has a minimum of 30 feet of frontage on Mendenhall Loop Road, a maintained right-of-way. However, one driveway is proposed for these six lots as access to the road; individual vehicular access from each lot would not be available. The Department of Transportation (DOT) supports this design utilizing one access driveway for the six lots and has requested a plat note indicating that access is not allowed from individual lots to Mendenhall Loop Road.

If this variance is approved, staff recommends a condition that a plat note be included that limits vehicular access from individual lots to Mendenhall Loop Road, and that access be limited to the single, shared driveway only. This requirement would improve neighborhood safety by limiting multiple access points onto the roadway, thereby making the variance application consistent with justice to other property owners.

Yes. 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.

CBJ 49.15.460(5)(A) requires that all lots shall have at least 30 feet of frontage on a dedicated right-of-way. This proposed subdivision is designed so that each of the six lots provides a minimum of 30 feet of frontage onto Mendenhall Loop Road. However, with the desire to yield six lots from the existing parcel, the lot design doesn't meet the alternative lot configuration that could possibly be approved by the Director as outlined in CBJ 49.15.460(A); four of the six lots do not meet the minimum rectangle requirement for the D-3 district (a minimum of 100' by 100' lot size). The lots exceed the lot depth requirement as well as the lot area requirement, but four fall short of minimum lot width requirement. The four lots in question are proposed at 90 feet by 190 feet, 90 feet by 185 feet, 95 feet by 169 feet, and 95 feet by 155 feet. If only five lots were proposed instead of six lots, this variance request would not be needed as there would be enough width for each lot. The alternative subdivision design configuration would still require the Director's approval, as per this section of Code. However, as this subdivision is not located on an arterial roadway, an interior street is not required. The applicant is proposing a shared driveway for access to the six lots.

DOT, which maintains Mendenhall Loop Road, supports the single access point for the lots and proposes a plat note that limits access from the lots. If this variance is approved, staff also proposes a condition requiring a homeowner's association to ensure continued maintenance of

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 5 of 8

the driveway to ensure safe and practical access to the properties. The Fire Department also proposes a condition requiring adequate fire apparatus turn-around for the driveway. With these recommended conditions, public safety and welfare can be assured.

Yes. This criterion is met.

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

The proposed lot sizes are in keeping with the D-3 district requirements, other than the lot width requirement in four of the six lots. No direct negative effects to nearby properties are anticipated to occur with a grant of this variance.

Yes. 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 subject property is zoned for single-family and duplex residential development at a density of three dwelling units per acre. The proposed six lots, if approved, would be required to develop in accordance with the Table of Permissible Uses.

Yes. 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 subject parcel is zoned for single-family and duplex dwellings. The lot is already developed with a single-family dwelling which is proposed to remain on a newly-created lot. There is an existing accessory garage structure that is proposed for removal as it is currently located in the proposed shared driveway access to the six lots. The existing use as well as the proposed use of single-family residential dwellings are principal uses within the D-3 zone district. The requested variance is not needed to facilitate these uses on the existing lot.

No. 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;

This neighborhood is developed with a variety of residential lot sizes and with a variety

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 6 of 8

of zoning districts in the area. The majority of development to the east of the subject parcel is developed and zoned at D-3 densities. A D-5 zoned property transitioning to D-10 is located immediately west of the subject property; to date, that property is undeveloped and vacant. The parcel immediately north/east of the subject property is also zoned D-3 and is developed with a single-family home on a similar shaped lot as the subject parcel. No other D-3 zoned lots in this neighborhood are subdivided in a similar manner as the proposed subdivision. Denial of the variance would affect the applicant's ability to reconfigure and subdivide the lot further into six lots. The proposed subdivision is dependent upon the granting of this variance.

No. This sub-criterion is not met.

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

The subject parcel is a long, somewhat narrow parcel along Mendenhall Loop Road. It's wider along Mendenhall Loop Road at approximately 300 feet along a curve, and then tapers back to approximately 198 feet wide on the northwest side/rear of the property. The longest side is approximately 607 feet. Due to the smaller width of the property, in order to dedicate 60 feet of platted right-of-way for a road that would provide access to the lots would take up a significant amount of area and less area would be available for lots onsite. The proposed configuration provides a driveway easement for all six lots with access to Mendenhall Loop Road. However, a variance to this standard would not be needed if the subdivision were redesigned to propose only five lots; in that scenario, all lots would be able to meet the 100' by 100' rectangle requirement. However, even with five lots, this subdivision would still be a major subdivision which would require major subdivision review and approval by the Planning Commission. Development and construction costs would be more reasonable if they were spread out over six lots rather than five lots; however, the applicant does not offer any specific reason stating that compliance with the existing standards make the project unreasonably expensive.

No. 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.

N/A. There are no preexisting nonconforming conditions on the subject parcel.

Not applicable.

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 7 of 8

No. Criterion 5 is not met.

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

A grant of this variance would allow additional housing opportunities in a centrally located, developed area near the University where additional housing is needed. The grant of the variance would also limit the number of existing access points onto Mendenhall Loop Road if the proposed conditions are approved. However, a shared driveway does not guarantee the same safety considerations that one gets from a maintained right-of-way by constructing a street.

Additionally, other subdivisions in the area, generally platted in the 1960s and 1970s, provided for right-of-ways on their subdivision plats, but were not required to build them. The expectation was that the CBJ would bear the expense for road construction and continued maintenance. A number of streets, including Lake Shore Drive, Auke Lane, Auke Kwaan Lane, and Jo Anne Way were platted during this time at widths ranging from 40 feet to 50 feet, but appear similar to driveways in current design. Only Lake Shore Drive is maintained by the CBJ at this time. The cost of right-of-way maintenance is one borne by the entirety of citizens, while in the case of a shared driveway on private property or a private road, the cost burden is shared by the immediate residents. Dedication of a right-of-way without construction of the road, which is the development pattern in this neighborhood, implies that a road will eventually be constructed or upgraded, at least in part, at tax payer expense. However, a shared driveway - as what is proposed with this subdivision - is clearly the responsibility of the property owners to construct and maintain. A possible benefit of this proposed subdivision is to allow development in a manner that is traditional for this neighborhood without increasing public expense. Regardless, if this variance were approved, additional housing opportunities would be created in an area where it is needed.

Yes. This criterion 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

Board of Adjustment File No.: VAR2012 0029 January 4, 2013 Page 8 of 8

#### Programs?

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

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

**No**. Based upon the above analysis, this variance does not meet Criterion 5, therefore it does **not meet** the criteria for Grounds for Variances.

#### **RECOMMENDATION**

Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and deny the requested Variance, VAR2012 0029.

If, however, more information is provided at the Planning Commission public hearing that warrants the request to be approved, staff recommends the following conditions of approval:

- 1. The subdivision plat shall include a note requiring that all lots be accessed with a single, shared driveway only and that vehicular access to Mendenhall Loop Road from the individual lots will not be allowed.
- 2. Prior to final plat recording, the developer shall provide for a homeowner's association whose responsibility will be to ensure that the property owners will provide for the continued maintenance of the shared driveway.
- 3. Documents creating the homeowner's association shall be recorded concurrently with the final plat.
- 4. Fire apparatus access and turn-around must be provided and shall be constructed to International Fire Code Standards prior to issuance of any Temporary Certificate of Occupancy (TCO) or Certificate of Occupancy (CO) for dwellings on the property.

p.2

# DEVELOPMENT PERMIT APPLICATION

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CT	11	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.								
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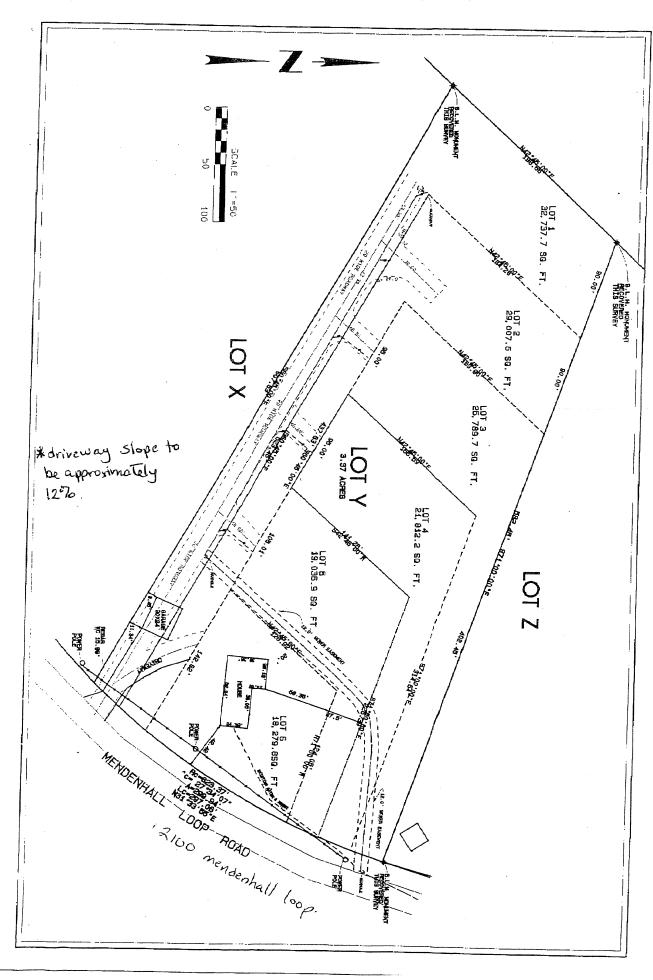
# **VARIANCE APPLICATION**

Project Number	Project Name (15 characters)	Case Number VAR20120029	Date Received				
TYPE OF VARIANCE	CE REQUESTED:	/ // Madol of Ood	112411 2012				
Variance to Standard	the Sign (VSG)	Variance to Dimensional Standards	(VDS)				
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WHAT HARDSHIP WOULD RESULT IF THE VARIANCE WERE NOT GRANTED?  This proposed development would not be financially feasable.							
For more information repermitting process and the required for a complete please see the reverse side.	e submittals application, Application Fees	Fees Check No. Receipt	Date				
If you need any assistan this form, please contact nter at 586-0770.		<u> 400 Cland 005445</u>	1914/19				

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM

VAR 2012

- 1. The lesser relaxation specified by the board of adjustments would give substantial relief to the owners of the property to produce the lots specified for resale due to the shortage of lots in the area. 3 miles north to the property a similar permit was allowed recently with very similar characteristics.
- 2.Relief can be granted in such a fashion that the intent of this title and public safety is adhered to in every way. The existing access to the back loop road has been cleared safe by D.O.T.
- 3. The authorization of the variance will not injure or devalue any nearby properties.
- 4. The variance does not authorize uses not allowed in the district involved.
- 5. Compliance with the existing standards would,
- A. Prevent the owners from moving forward with this project
- B. Unreasonably prevent the owner from using the property in a manner which is consistent to other properties in the area.
- C. Be unnecessarily burdensome because unique physical features of the property render compliance with the standards more expensive.
- D. Because of pre-existing non conforming conditions of the subject parcel. The grant of the variance would not result in a net decrease in overall compliance with the land use code.
- 6.A grant in the variance would result in more benefits than detriments to the neighborhood.





ALASK

## 2012-007655-0

Recording Dist: 101 - Juneau

11/30/2012 11:14 AM Pages: 1 of 2



AFTER RECORDING, RETURN TO:

R&S Construction, LLC P.O. Box 210194 Auke Bay, AK 99821

AETIA/43824

## DEED OF PERSONAL REPRESENTATIVE

The GRANTOR, DWAIN SHELDON REDDEKOPP, Personal Representative of THE ESTATE OF MABEL K. REDDEKOPP, Deceased, Superior Court, First Judicial District Probate Case No. 1JU-12-224PR, whose mailing address is P.O. Box 210376, Auke Bay, AK 99821, for and in consideration of TEN DOLLARS (\$10.00) and other good and valuable consideration in hand paid, the receipt of which is hereby acknowledged, has granted, bargained, sold and conveyed, and warranted and by these presents does grant, bargain, sell, convey, warrant and transfer to the said R&S CONSTRUCTION, LLC, Grantee, whose mailing address is P.O. Box 210194, Auke Bay, AK 99821, and to her heirs and assigns, forever, all of the right, title and interest that the Estate of Mabel K. Reddekopp, Deceased, at the time of her death, and also all of the right, title and interest that said Estate, by operation of law or otherwise, may have acquired, in and to the following described real estate located in the Juneau Recording District, First Judicial District, State of Alaska:

Lot Y, U.S. Survey No. 2391, Juneau Recording District, First Judicial District, State of Alaska.

SUBJECT TO the reservations and exceptions as contained in the U.S. Patent and acts relating thereto.

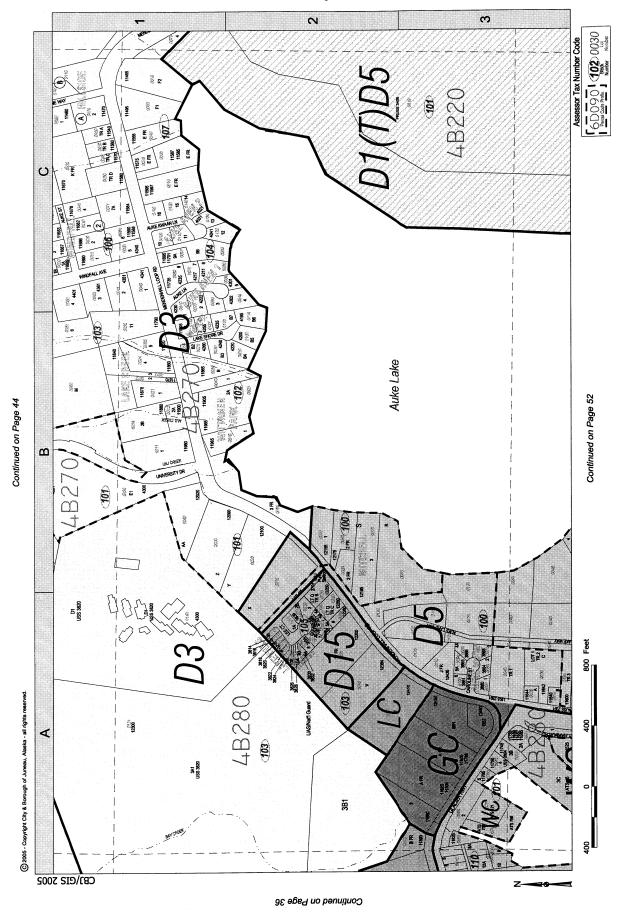
FURTHER SUBJECT TO the easements in favor of the State of Alaska and/or the United States for highway and related purposes, all as provided in Public Land Orders numbered 601, 757, and 1613 and Department of Transportation Order No. 2665, and amendments thereto, and any assignment of rights therein for recreation, utilities, and other purposes.

FURTHER SUBJECT TO the Easement and the terms and conditions thereof to Grantee Glacier Highway Electric Association, Inc. for the purpose of an electric transmission or distribution line or system dated June 23, 1948 and recorded October 5, 1983 in Book 223 at Page 966.

DATED this $\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{\cancel{$	f = 10V 2012.
GRANTOR:	THE ESTATE OF MABEL K. REDDEKOPP, Deceased, Superior Court, First Judicial District Probate Case No. 1JU-12-224PR
	By: <u>Awain Shellon Reddelsoppe</u> DWAIN SHELDON REDDEKOPP Personal Representative
STATE OF ALASKA	) ss.
FIRST JUDICIAL DISTRICT	
such, personally came DWAIN SHE ESTATE OF MABEL K. REDDE! Probate Case No. 1JU-12-224PR, to foregoing document as Personal Reacknowledged to me that he signed the mentioned as Personal Representative of the state	this 27 day of 2012, before and for the State of Alaska, duly commissioned and sworn as ELDON REDDEKOPP, Personal Representative of THE KOPP, Deceased, Superior Court, First Judicial District me known to be the person described in and who executed the epresentative of the Estate of Mabel K. Reddekopp, and e same freely and voluntarily for the uses and purposes therein on behalf of the Estate of Mabel K. Reddekopp.
Witness my hand and seal.	
(SEAL)	Bunda Anduna
STATE OF ALASKA OFFICIAL SEAL Brenda Andersen NOTARY PUBLIC	Notary Public in and for Alaska My Commission Expires: 5/09/14

PERSONAL REPRESENTATIVE'S DEED -2-A-4350-2260





#### Laura Boyce

From:

Good, Sheila D (DOT) <sheila.good@alaska.gov>

Sent:

Tuesday, December 18, 2012 3:48 PM

To:

Laura Boyce

Subject:

RE: Request for comments: VAR2012 0029 - Variance request to lot standards for a

proposed six-lot major subdivision

Follow Up Flag: Flag Status:

Follow up Flagged

Hi Laura,

Thank you for the opportunity to comment. DOT considers the existing driveway the preferred access to Glacier Highway to these lots. We would request a plat note stating that no future access from lots 2,3,4,5 & 6 Backloop Road be allowed.

Regards, Sheila

From: Laura Boyce [mailto:Laura Boyce@ci.juneau.ak.us]

Sent: Tuesday, December 18, 2012 12:34 PM

To: Good, Sheila D (DOT)

Subject: FW: Request for comments: VAR2012 0029 - Variance request to lot standards for a proposed six-lot major

subdivision

Good afternoon, Sheila:

Do you have any issues with this proposed variance for a six-lot subdivision, located on Mendenhall Loop Road? We are trying to wrap up our comments to the applicant now.

Thank you!

Laura

Laura A. Boyce, AICP Planner II, Community Development Department City & Borough of Juneau 155 S. Seward Street Juneau, AK 99801 907-586-0753 fax: 907-586-3365

From: Laura Boyce

Sent: Monday, December 10, 2012 4:39 PM

To: Ron King; Dan Jager; Charlie Ford; Rich Etheridge; Kirk Duncan; Ed Foster; Dave Crabtree; Tom Trego; Tom Mattice;

Greg Browning; <a href="mailto:sheila.good@alaska.gov">sheila.good@alaska.gov</a>; 'Eric Eriksen (<a href="mailto:eric.eriksen@aelp.com">eric.eriksen@aelp.com</a>)'

Subject: Request for comments: VAR2012 0029 - Variance request to lot standards for a proposed six-lot major

subdivision

Good afternoon, reviewers:

Attached please find the application materials and subdivision layout for a proposed six-lot major subdivision. A variance is requested for lot width for four of the proposed six lots.

The property is located at 12100 Mendenhall Loop Road, parcel number 4B2701010020. The property is zoned D-3, which requires a minimum lot size of 12,000 square feet (all of these lots exceed that), and a minimum depth and width of 100 feet each. Four of the proposed lots will not meet the 100' by 100' requirement, they are proposed as follows: 90' by 190', 90' by 185', 95' by 169', and 95' by 155'. Please see the attached site plan which illustrates this.

Also, each lot is proposed with a minimum of 30 feet of road frontage as required by code; however, access is proposed via a shared driveway for the subdivision.

Please provide comments to me by Monday, <u>December 17<sup>th</sup></u>, if possible. If you require additional information or review time, please let me know.

Thank you,

Laura

Laura A. Boyce, AICP
Planner II, Community Development Department
City & Borough of Juneau
155 S. Seward Street
Juneau, AK 99801
907-586-0753

fax: 907-586-3365