


MEMORANDUM

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

DATE: September 5, 2013

TO: Planning Commission

FROM: Chrissy A. McNally, Planner 
Community Development Department

FILE NO.: USE2013 0030

PROPOSAL: Development of a day care center for children with behavior health issues in grades pre-K through 5th.

GENERAL INFORMATION

Applicant: Jensen Yorba Lott Inc.

Property Owner: Catholic Community Services

Property Address: 1801 Glacier Hwy

Legal Description: USS 3871 & USS 667 FR

Parcel Code Number: 7-B08-0-103-006-0

Site Size: 2.6 Acres

Comprehensive Plan Future Land Use Designation: Urban Low Density Residential

Zoning: D10

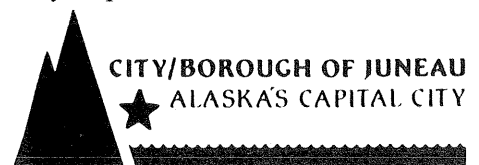
Utilities: City Water/ Private Sewer

Access: Glacier Highway

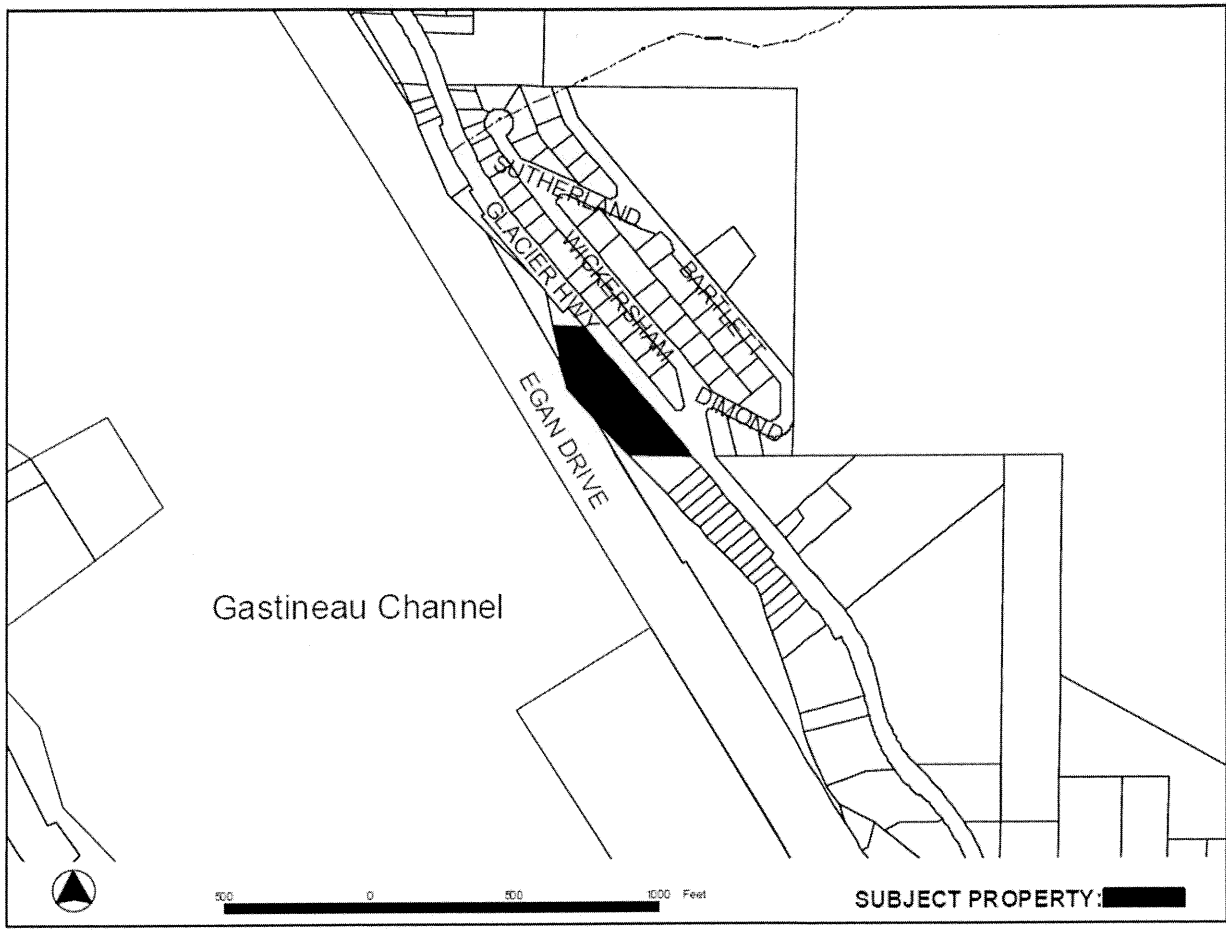
Existing Land Use: Bridge Adult Day Care/Care-a-Van

Surrounding Land Use:

Northeast -	Glacier Highway, D5 residential
Southwest -	Egan Expressway
Northwest -	D10 single family/duplex residential
Southeast -	D10 single family/duplex residential



Vicinity Map



ATTACHMENTS

Attachment A: Site Plan
Attachment B: Floor plan
Attachment C: Zoning Map

PROJECT DESCRIPTION

The applicant requests a Conditional Use permit for the development of day care center for children with behavioral health issues. The day care will serve approximately twenty-two children in grades pre-K through 5th. The proposal includes a 3 bedroom respite apartment for families needing assistance.

CBJ 49.80.120 defines a day care center as

“a building or portion thereof, used for the purpose of providing paid care for more than 12 people, 12 years of age or older at any one time.”

CBJ 49.80.120 also defines a child care center as

“a building or portion thereof, used for the purpose of caring for 13 or more children under the age of 12, any of whom are nonresident.”

The Table of Permissible Uses, CBJ 49.25.300 lists a day care center for children and adults as a permissible use in the D10 zoning district with a Conditional Use permit.

BACKGROUND

Catholic Community Services (CCS) is a social service organization that provides a wide range of services to the community through its three divisions; the Southeast Senior Services (SESS), Child Care & Family Resources (CCFR), and Hospice and Home Care of Juneau (HHCJ). The organization purchased the 2.6 acre lot in the fall of 2003. There are three buildings on the lot (see Attachment A). CCS/SESS currently operates the Bridge Adult Day Care Program (USE2003 00029) and the Care-a-Van transportation service (USE2004 00020) on the same site out of two separate buildings. Previously, the building where the proposed daycare will be located, along with the building housing the adult day care, were permitted as a day care facility for 75 children operated by CCS (CU15-88). The buildings were later converted to a bed and breakfast in 2000 (USE2000-00048).

Presently, CCFR Family Resource Center provides day care services for younger children at St. Paul the Apostle Catholic Church in the Mendenhall Valley with older children receiving services at CCS's downtown location at 419 6th street. Upon approval of a Conditional Use permit, the CCFR Family Resource Center will consolidate its behavioral health day care services into one location.

ANALYSIS

Project Site – The site is located in the D10 zoning district (see Attachment C). The lot encompasses 2.6 acres and includes three buildings and a 32 vehicle parking lot (see Figure 1). As previously stated, The Bridge and the Care-a-Van transit center are located next to the proposed day care facility. Until recently the building was used as a rental property with 6 apartments. The *Table of Permissible Uses* allows for day care centers for children in the D10 zoning district with a Conditional Use permit.

The lot is situated between Glacier Highway on the east and Egan Express on the west. There is a vacant private parcel to the northwest and the southeast. The property is zoned D10 residential.

Due to the size of the lot, terrain and adjacent rights-of-way, the site is a relatively isolated property and buffered from nearby residential uses.

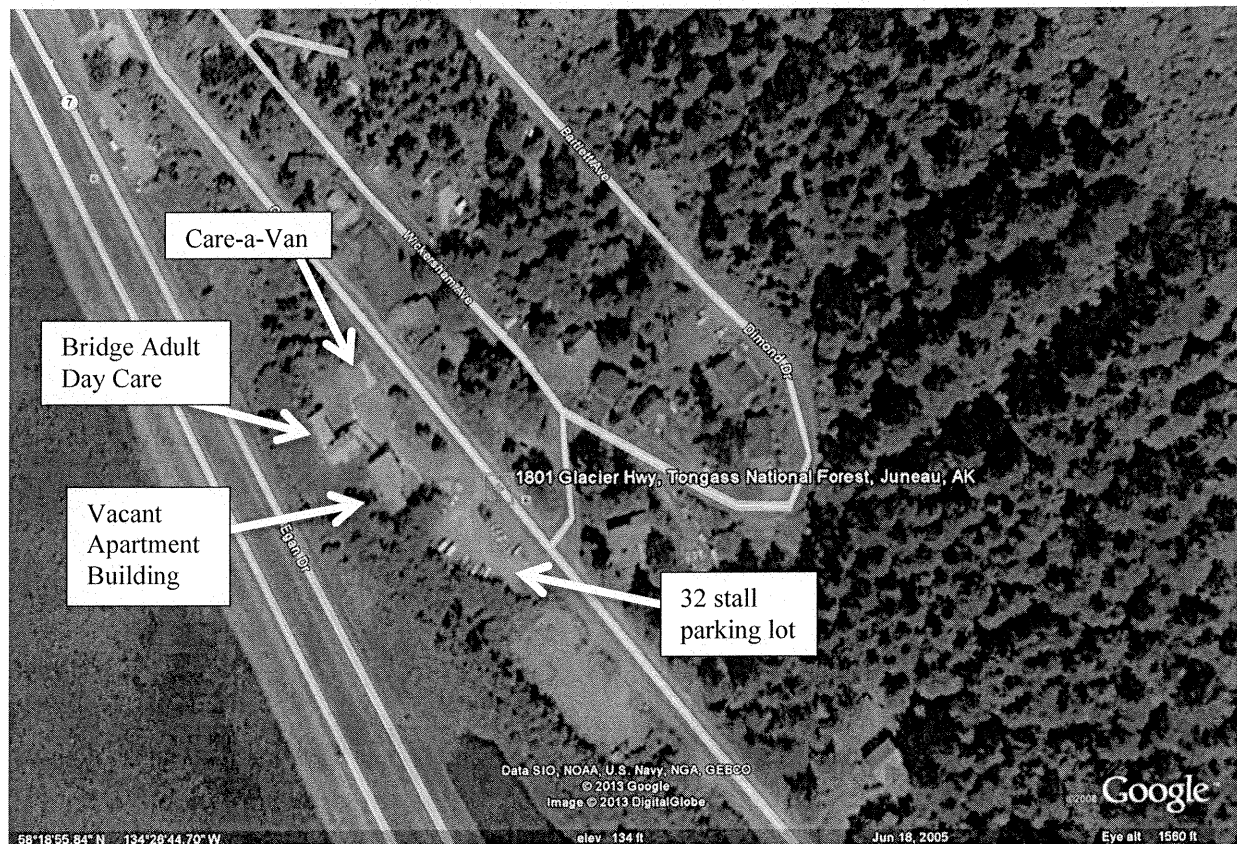


Figure 1: Aerial of site

Project Design – The proposed day care center is in a vacant 6-unit apartment building. Within the next few years, CCS plans to renovate the entire building including demolition and replacement of the two story addition on the south side of the building (see Figure 2). In order to operate the day care facility as soon as possible, minor renovations will be conducted upon approval of the Conditional Use permit. Proposed renovations are being reviewed through the Building Permit process (BLD20130503). CCS will operate the day care center within sections of the building that meet current building codes. The Building Department had no concerns about the proposed immediate renovations necessary to begin operation of the day care facility.

Four full-time staff and two part-time staff will be employed at the day care center. The second story will be used for staff office space once the full renovation is complete (see Attachment B). CCS plans to locate the day care services for approximately ten children in pre-K and kindergarten in the daylight basement. During the school year younger children would attend the center between the hours of 10:30 a.m. and 2:00 p.m. There is an exit out onto the lawn between the proposed day care building and the adult day care building. The daylight basement has direct access to the lawn, which will be used as a play area. The initial renovation proposal includes

surrounding the play area with a chain link fence.

After school care will be provided for approximately 12 children in grades 1-5 on the main level of the building. Services for school age children will be provided from 12:30 p.m. to 6:00 p.m. The day care center will open year-round. During the summer school break services for younger children will be provided from 8:00 a.m. to noon. Services for school age children will be provided from 8:00 a.m. to 4:00 p.m.

The daily activities include age appropriate group and individual play and educational activities intended to promote positive behavioral modification. There are also opportunities for one on one interaction with behavior specialists to address an individual child's needs. According to the applicant, these sessions may also include one or more members of the child's family.



Figure 2: 1801 Glacier Highway

Traffic – The current traffic generated by the site includes the ten Care-a-Van vehicles dispatched from the site. Care-a-Van also provides transportation for clients of The Bridge. In addition, there would be three peak traffic periods for the day care center; once in the morning

when the younger children are dropped off for the full day, once in the afternoon when those children are picked up and the school age children are dropped off for the afternoon session, and finally when the school age children are picked up. Typically parents will drop off their children. The full day session hosts approximately ten children and the afternoon session approximately twelve. The late afternoon would experience the greatest amount traffic with potentially 22 vehicles picking up and dropping off children. However, the site has adequate parking and circulation to accommodate this number of vehicles. Staff inspection of the area revealed that both sight and stopping distance is good for both driveway access points for safe entering and exiting.

According to the applicant, some children will be transported to and from the site by First Student busses. Vehicles transporting children would be using the driveway and turn around cul-de-sac on the subject property, or the off street parking lot also on the subject property. Some clients may use public transportation to access the facility further reducing the number of private vehicles accessing the site. A bus stop is located to the north approximately 300 feet from the facility. Sidewalks directly access the property from both the parking lot and the bus stop.

Based on estimates provided by the Institute of Transportation Engineers, a day care center with 1,725 square feet of gross floor area would generate an average of 22 trips during both the peak morning hours of 7 a.m. to 9 a.m. and peak afternoon hours of 4 p.m. to 6 p.m. For a day care center with an average of 22 students, ITE projects 18 average trips during the same morning and afternoon peak periods. The Land Use Code does not require a Traffic Impact Analysis if a development is anticipated to generate less than 250 trips per day. Based on this analysis, staff does not anticipate traffic generated by the day care center operation to create adverse impacts to the area.

Parking and Circulation - The entrance to the site allows for drop off directly in front of the building. Cars can then pull to the northern end and circulate to the exit. The Bridge clients are transported by Care-A-Van; therefore, an adequate loading zone and circulation have been established for this purpose. Currently, a sign is posted in front of the vacant building stating "no tenant parking violators will be towed". This sign will need to be replaced with signs designating pick-up and drop-off only in front of the day care center. This will ensure that traffic does not get congested in the circulation lane or queue into Glacier Highway.

There is a paved parking lot with 32 striped spaces. There are 10 spaces marked for Care-A-Van vehicles with 22 standard vehicle spaces marked with yellow lines. A sign is posted at the entrance to the parking lot stating "private parking tenant and employee parking only all others will be towed at owner's expense". This sign will need to be updated to replace "tenant" with "client". Staff recommends the following condition to ensure appropriate signage: "1. Prior to issuance of a building permit for the proposed structure, the applicant must submit a revised site plan depicting signage for pick-up and drop-off in front of the day care center that comply with the requirements of CBJ 49.40.230."

The parking standard in CBJ 49.40.210 does not list daycare center as a use. However, the parking requirements for the adult day care on the same lot were established based on 1 space per 400 square feet of gross floor area. The same calculation is suitable for the day care. The parking requirement for the day care facility, associated office space and eventual respite apartment is as follows:

USE	SPACES REQUIRED FOR USE	PROPOSED SQ. FT. GROSS FLOOR AREA	SPACES REQUIRED
Day Care Center	1 space per 400 sq. ft.	1725	4.31
Office Space	1 space per 300 sq. ft.	1850	6.17
3 Bdrm Apartment	2 per 3 or 4 bdrms	N/A	2
Total			12

The additional uses on site, The Bridge Adult Day Care and Care-a-Van require a total of 12 parking spaces for a total site requirement of 24 and 32 parking spaces are available.

Lighting – The lighting currently on site is in conformity with CBJ 49.40.230(d)

“all parking areas shall be suitably lighted. All lighting fixtures shall be ‘full cutoff’ styles that direct light only onto the subject parcel.”

The entrance to the parking lot is lit by a double pole top mounting with indirect cut off light distribution. There is an identical light pole positioned at the walkway between the parking lot and the main entrance to the proposed day care center. These light poles serve to illuminate the north and south sections of the parking lot as well as the entrance to the driveway that directly accesses the three buildings on the site. Additional lighting will be needed at the entrance to the proposed day care. Staff recommends a condition “Sufficient exterior lighting must be provided at the entrance to the day care center to permit safe client and employee access.”

Noise - A fenced in outdoor play area located between the children’s day care and the adult day care would be the only noise associated with the day care. All other activities will take place indoors.

Public Health or Safety – As previously mentioned, the site provides for adequate traffic circulation and will not have an increased impact to the neighborhood. While the potential for mentally ill clients to leave the facility exists this is extremely unlikely since clients will be closely monitored by CCS staff. Children playing outside will be limited to the fenced play area and will be supervised.

While the building is in need of renovation it does have a sprinkler system and fire alarm. The CBJ Fire and Building Departments state the use is appropriate based on these criteria. Further,

public health is advanced with this proposed use as child care services for children with behavioral health issues will be offered in a renovated space opposed to the deficient spaces currently used. The consolidation of CCS resources and services will provide better care for clients.

Habitat – Renovation of the proposed site will not extend beyond the present structural footprint. Further, there are no sensitive habitats located in the area.

Property Value or Neighborhood Harmony – The site is currently used to provide social services and has been used for such purposes for many years. Due to the topography of the site, adequate parking, building renovations, and relative lack of adjacent private residences; no negative impacts to adjacent property values or neighborhood harmony are anticipated.

Conformity with Adopted Plans -

POLICY13.3 IT IS THE POLICY OF THE CBJ TO PROMOTE QUALITY MEDICAL AND SOCIAL SERVICES IN THE CBJ TO ENSURE THE SAFETY, HEALTH, WELL-BEING AND SELF-SUFFICIENCY OF ITS RESIDENTS.

The decision to consolidate day care services for children with behavioral health issues in a renovated building is consistent with this policy.

FINDINGS

CBJ §49.15.330 (e)(1), Review of Director's Determinations, states that the Planning Commission shall review the Director's report to consider:

1. Whether the application is complete;
2. Whether the proposed use is appropriate according to the Table of Permissible Uses;
and,
3. Whether the development as proposed will comply with the other requirements of this chapter.

The Commission shall adopt the Director's determination on the three items above unless it finds, by a preponderance of the evidence, that the Director's determination was in error, and states its reasoning for each finding with particularity.

CBJ §49.15.330 (f), Commission Determinations, states that even if the Commission adopts the Director's determination, it may nonetheless deny or condition the permit if it concludes, based upon its own independent review of the information submitted at the public hearing, that the development will more probably than not:

1. Materially endanger the public health or safety;
2. Substantially decrease the value of or be out of harmony with property in the neighboring

area; or,

3. Not be in general conformity with the comprehensive plan, thoroughfare plan, or other officially adopted plans.

Per CBJ §49.15.330 (e) & (f), Review of Director's & Commission's Determinations, the Director makes the following findings on the proposed development:

1. Is the application for the requested conditional use permit 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.

2. Is the proposed use appropriate according to the Table of Permissible Uses?

Yes. The requested permit is appropriate according to the Table of Permissible Uses. The permit is listed at CBJ §49.25.300, Section 7.300 for the D10 zoning district.

3. Will the proposed development comply with the other requirements of this chapter?

Yes. The proposed development complies with the other requirements of this chapter. Public notice of this project was provided in the September 1, 2013 and September 9, 2013 issues of the Juneau Empire's "Your Municipality" section, and a Notice of Public Hearing was mailed to all property owners within 500 feet of the subject parcel. Moreover, a Public Notice Sign was posted on the subject parcel, visible from the public Right of Way.

4. Will the proposed development materially endanger the public health or safety?

No. The preceding analysis has determined that the proposed operation of a day care center at 1801 Glacier Highway will not materially endanger the public health or safety.

5. Will the proposed development substantially decrease the value of or be out of harmony with property in the neighboring area?

No. The preceding analysis has determined that the proposed operation of a day care center at 1801 Glacier Highway will not substantially decrease the value of or be out of harmony with property in the neighboring area. This type of operation has occurred on the site for many years.

6. Will the proposed development be in general conformity with the land use plan, thoroughfare plan, or other officially adopted plans?

Yes. As discussed above, the proposed development is in general conformity with the land use plan, thoroughfare plan, and the Comprehensive Plan.

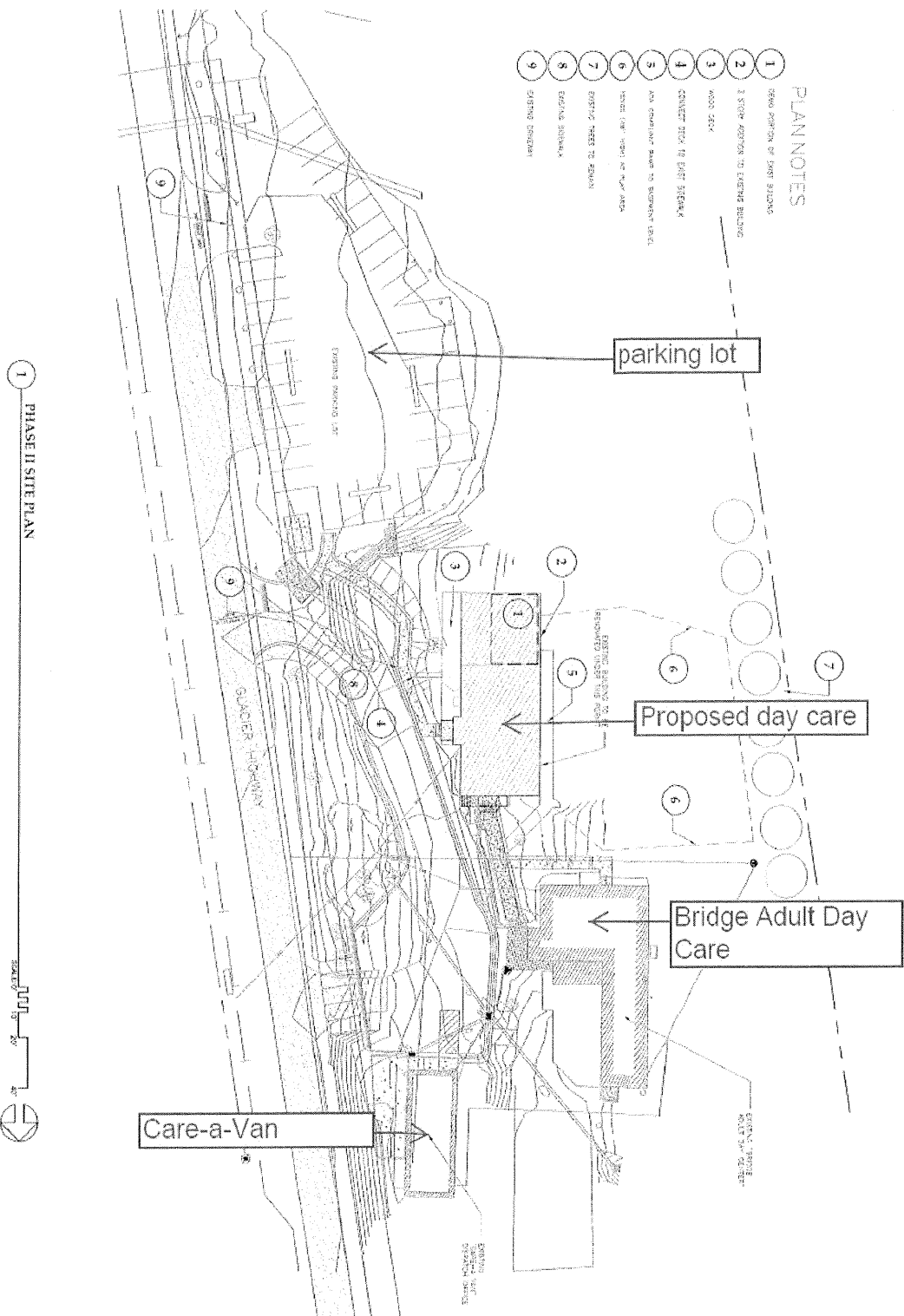
Per CBJ §49.70.900 (b)(3), General Provisions, the Director makes the following Juneau Coastal Management Program consistency determination:

7. *Will the proposed development comply with the Juneau Coastal Management Program?*
Not applicable.

RECOMMENDATION

It is recommended that the Planning Commission adopt the Director's analysis and findings and grant the requested Conditional Use permit. The permit would allow the development of a day care center operated by CCFR Behavioral Health Program. The approval is subject to the following conditions:

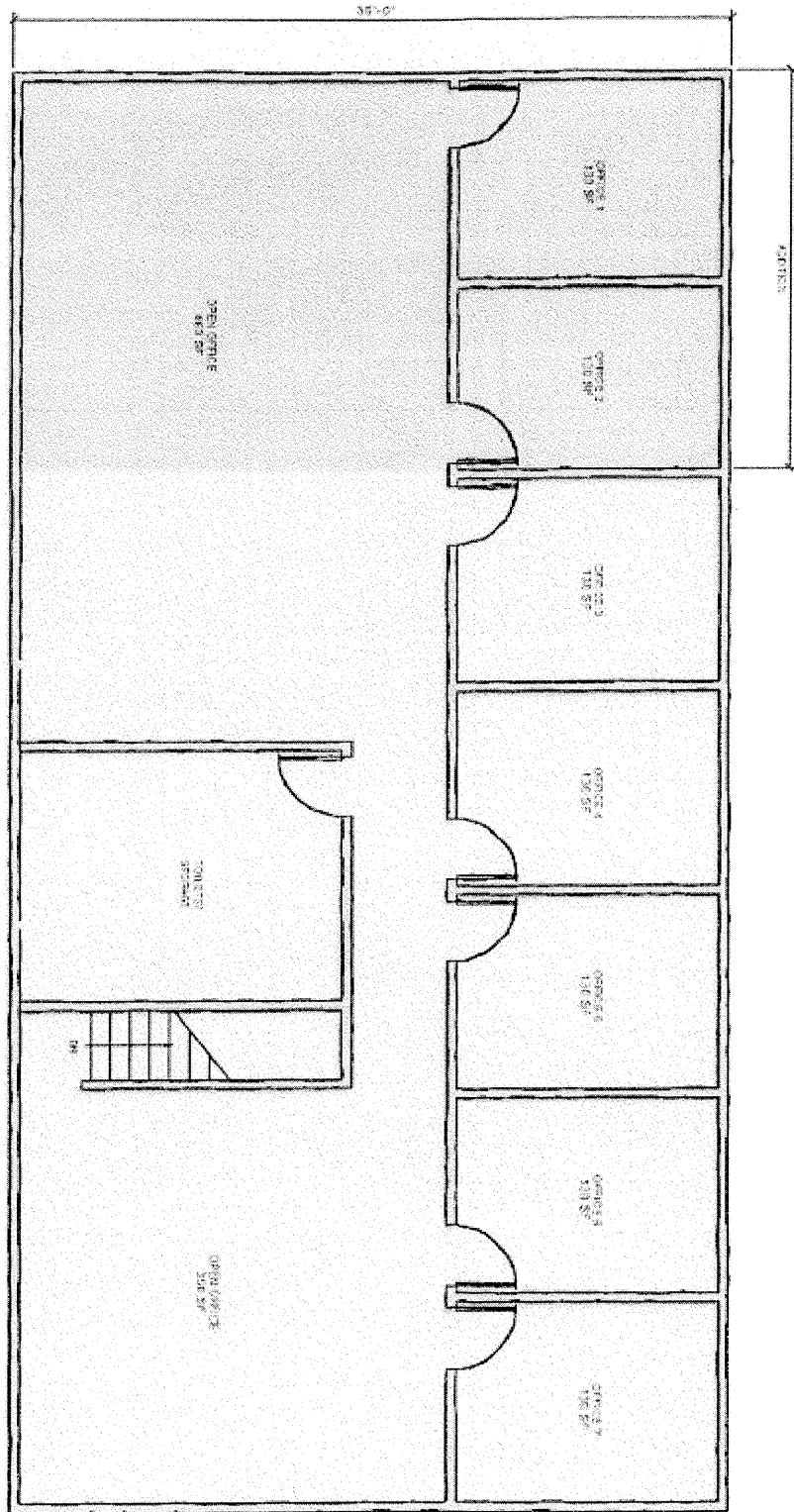
1. Prior to issuance of a building permit for the proposed structure, the applicant must submit a revised site plan depicting signage for pick-up and drop-off in front of the day care center that comply with the requirements of CBJ 49.40.230.
2. Sufficient exterior lighting must be provided at the entrance to the day care center to permit safe client and employee access.



1 PHASE II SITE PLAN







1

SECOND FLOOR CONCEPT PLAN

SCALE: 1/8" = 1'-0"



Attachment B

