

Agenda

Planning Commission - Title 49 Committee City and Borough of Juneau

August 20, 2018
Marine View 4th Floor Conference Room
12:30 PM

- I. ROLL CALL
- II. APPROVAL OF AGENDA
- III. AGENDA TOPICS
 - A. Alternative Residential Subdivisions
- IV. COMMITTEE MEMBER COMMENTS AND QUESTIONS
- V. ADJOURNMENT

Presented by:
Introduced:
Drafted by:

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2018-41

An Ordinance Amending the Land Use Code Relating to Subdivisions.

BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough of Juneau Municipal Code.

Section 2. Amendment of Chapter. Title 49, Chapter 15 is amended to by adding a new article IX to read:

ARTICLE IX. ALTERNATIVE RESIDENTIAL SUBDIVISIONS

49.15.900 Purpose.

The general purpose of this article is to provide reasonable minimum standards and procedures for unit-lot residential communities in which all or some of the lots do not substantially conform to the minimum requirements for a traditional subdivided lot. This article would provide a housing option to allow dwellings on unit-lots to be conveyed by long-term leases, less than fee-simple ownership, or fee-simple ownership, including condominium and other common-interest communities. The specific purpose of this article is to permit flexibility in the regulation and use of land in order to promote its most appropriate use for unit-lot residential communities; to encourage residential developments that are planned, designed and developed to function as integral units with common facilities; to encourage

developments that provide different types of housing options; to encourage development of quality affordable housing; to facilitate the adequate and economical provisions of access and utilities; and to encourage developments that are in harmony with the surrounding area.

49.15.910 Application.

The provisions of this article apply when a parent lot is subdivided into developable unit-lots.

49.15.920 General provisions.

- (a) *General.* The requirements of this title apply except as provided in this article.
- (b) *Zoning districts.* An alternative residential subdivision is only allowed in the following zoning districts: RR, D-1, D-3, D-5, D-10SF, D-10, D-15, D-18, and LC.
- (c) *Lot size.* The parent lot shall be at least 150% of the minimum lot size for the zoning district in which it is located. . There is no minimum size for the unit-lots.
- (d) *Other dimensional standards.* The minimum lot dimensions, lot coverage, vegetative coverage, and setbacks shall be applied to the parent lot and not the unit-lots.
- (e) *Density.*
 - (1) The number of dwelling units permitted in the development shall be calculated by multiplying the maximum number of dwelling units per gross acre permitted in the underlying zoning district by the number of acres in the alternative residential subdivision and rounding to the nearest whole number.
 - (2) Land and water bodies used in calculating allowable density shall be delineated on the preliminary and final plans in a manner allowing confirmation of acreage and density computations.

(3) The commission may award a density bonus as an incentive to add enhancements to the development. The total bonus shall not exceed 25 percent of the density provided in subsection (e)(1) of this section and rounded to the nearest whole number and shall be the sum of individual density bonuses of up to:

- (A) Five percent for each ten percent increment of open space in excess of that required to a maximum bonus of five percent for open space in excess of that required;
- (B) Five percent for a continuous setback of greater than 50 feet, and ten percent for a continuous setback greater than 60 feet, designated in the plan as undisturbed open space along important natural water bodies, including anadromous fish streams, lakes, and wetlands;
- (C) Five percent for a mixture of housing units, at least 15 percent of which are designed for purchase via a monthly mortgage payment of no more than 30 percent of the median income in the City and Borough, as calculated by the Alaska Department of Labor;
- (D) Five percent for excellence in siting, design, landscaping, view corridor, and provision of common facilities and additional amenities that provide an unusual enhancement to the general area;
- (E) Ten percent for dedication of a public right-of-way accessible to all unit-lots consistent with Chapter 49.35;
- (F) Five percent in RR, D-1, D-3 D-5, and D-10SF, and ten percent in D-10, D-15, D-18 and LC for providing pedestrian or bicycle pathways to facilitate movement

within the development and to ensure non-vehicular access to open space, common facilities and to public services; and

(G) Five percent for separating dwelling structures by at least 10 feet.

(H) Five percent for designing all dwelling structures to a five-star energy efficiency rating.

(4) A density bonus may be limited or denied to avoid the creation of:

(A) Inconvenient or unsafe access to the development;

(B) Unreasonable adverse effects on adjacent property;

(C) Traffic congestion in the streets adjoining the development; or

(D) An excessive burden on sewer, water, parks, recreational facilities, schools or other existing or proposed public facilities.

(f) *Frontage and access.* The parent lot shall front on and be accessed by a publically maintained right-of-way. Access within the development may be exempted from 49.35 and be privately owned and maintained if it complies with the following requirements:

(1) The access shall be located completely on the parent lot;

(2) The access does not endanger public safety or welfare;

(3) The access complies with or can be improved to comply with the emergency service access requirements of CBJ 19.10;

(4) Access within the urban service boundary is paved. For access outside the urban service boundary, the portion of the access in the right-of-way or the first 20 feet from the edge of the public roadway shall be paved, whichever length is greater;

(5) The developer submits adequate evidence that upon approval of the development, a homeowners association will be formed, can obtain liability insurance, and is solely responsible for maintaining the private access—including winter maintenance; and

(6) The alternative residential subdivision does not abut a parcel that lacks alternative and practical frontage on a publically maintained right-of-way.

(g) *Utilities.* An alternative subdivision is required to connect each dwelling unit to public sewer and water. A master meter for water shall be installed by the developer.

(h) *Parking.* Parking required for each dwelling unit may be located on either the parent lot or the unit-lot.

(i) *Open Space.* Open space is required as follows: 25 percent in the RR and D-1 zoning districts; 20 percent in the D-5 and D-10 zoning districts; 15 percent in the D10SF district. . Open space is not required in the D-15, D-18, or LC zoning districts.

(j) *Buffer.* There shall be a perimeter buffer within the boundaries of parent lot. The buffer shall be vegetated or may be partially vegetated if the commission requires non-vegetated screening. The commission shall determine the width and type of vegetated perimeter buffer upon considering, but not limited to: location of the subdivision structures and uses therein, the access, and parking areas; the location and type of off-site uses or development; topography; and the presence of existing visual and sound buffers. No parking areas or dwelling units may be located within the perimeter buffer.

(k) *Parent lot.* Portions of the parent lot not subdivided into unit-lots shall be owned in common by a homeowners association, or similar entity, comprised of the owners of the unit-lots located within the parent lot.

1
2 (l) *Stormwater management.* Facilities for the control and disposal of stormwater must be
3 adequate to serve the development and areas draining through the development. Management
4 shall be in accordance with the Stormwater Best Management Practices manual. Where
5 appropriate, natural drainage channels, swales, or other similar areas within the open space
6 may be used for stormwater management at the development. The developer shall provide the
7 CBJ Engineering and Public Works Department with an evaluation of offsite drainage outfalls
8 for the additional runoff contributed by the alternative residential subdivision. The commission
9 may require construction of offsite drainage improvements necessary to accommodate
10 additional runoff from the development.
11

12 (m) *Permitted uses.* No primary uses are permitted on the remainder of the parent lot except
13 a recreational center, or community facility, or a child care center. Consistent with the Table of
14 Permissible Uses, 49.25.300, only residential uses and associated accessory structures are
15 allowed on the unit-lots. Accessory dwelling units are prohibited on the parent lot and on any
16 unit-lots. A home occupation or a child care home is permissible on the unit-lots. If an
17 alternative residential subdivision creates a lot that complies with the Table of Dimensional
18 Standards, 49.25.400, for the underlying zoning district, the accessory dwelling unit prohibition
19 of this subsection does not apply.
20

21 (n) *Street sign.* A street sign is required. The developer shall install a street sign provided
22 by the City and Borough of Juneau at the developer's expense. The director shall determine the
23 type of street sign—addresses or street name—upon considering public health, safety, and
24 welfare given the size of the subdivision.

25 (o) *Mailboxes.* Upon consultation with the United States Postal Service, the director shall
determine the placement location of mailboxes. The director may require additional

improvements and design changes to enable efficient mail delivery and to minimize traffic interferences and compliance with CBJ standard details.

49.15.920 Alternative Residential Subdivision Review Process.

(a) *General procedure.* A proposed alternative residential subdivision shall be reviewed according to the requirements of section 49.15.330, conditional use permit, and in the case of an application proposing a change in the number or boundaries of unit-lots, section 49.15.402, major subdivisions, except as otherwise provided in this article. Approval shall be a two-step process, preliminary plan approval and final plan approval. In cases involving a change in the number or boundaries of unit-lots, the preliminary and final plat submissions required by section 49.14.430 shall be included with the preliminary and final plan submissions required by this chapter.

(b) *Preapplication conference.* Prior to submission of an application, the director shall conduct an informal preapplication conference with the developer to discuss the proposed alternative residential subdivision. The purpose of the preapplication conference shall be to exchange general and preliminary information and to identify potential issues and bonuses. The developer may discuss project plans and the director may provide an informal assessment of project permit eligibility, but no statement made by either party shall be regarded as binding, and the result of the conference shall not constitute preliminary approval by the department. The conference shall include a discussion of the zoning, size, topography, accessibility, and adjacent uses of the development site; the uses, density and layout of buildings, parking areas, the open space and landscaping proposed for the

development; the common facilities; provision of utilities, including solid waste and recycling collection; the access, the vehicle and pedestrian circulation, and winter maintenance including snow removal locations; the development schedule and the alternative residential subdivision permit procedures. The developer shall provide a sketch of the proposed alternative residential subdivision.

49.15.930 - Preliminary alternative residential subdivision plan approval.

(a) *Application.* The developer shall submit to the department one copy of a complete alternative residential subdivision application, which shall include an application form, the required fee, any information required in subsection 49.15.430(1), the information required by this section, and any other information specified by the director.

(b) *Required submissions.* The application shall include the following material:

(1) *Ownership.* The application shall identify, and shall be signed by or upon, the included written authorization of, all owners, lessees, and optionees of land within the boundaries of all phases of the alternative residential subdivision.

(2) *Preliminary development plan.* The application shall include a preliminary development plan, explaining how the proposed alternative residential subdivision will achieve the purposes set forth in section 49.15.900. The preliminary development plan shall summarize the different land uses proposed, including the amount of land for housing, open space, buffer, access, and parking; the number and types of housing units and proposed density; the natural features to be protected and hazards to be avoided; and the public, if any, and private services to be provided.

(3) *Design.* The application shall describe the design of the alternative residential subdivision, with particular attention to building massing, color, and architectural features; the layout of buildings, parking, and access; provision of utilities including drainage and trash collection; provision of winter maintenance for access and parking areas; and the circulation of traffic and pedestrians.

(4) *Open space, common facilities, and general landscaping.* The preliminary plat shall show and describe common facilities, open space, buffers, landscaping, and similar features.

(5) *Description of phased development.* The preliminary development plan for a phased alternative residential subdivision shall include:

(A) A drawing and development schedule for each phase and for the entire alternative residential subdivision;

(B) The size and general location of proposed land uses for each phase at a projected level of density;

(C) A description of the access connecting all the phases and where they will connect at the alternative residential subdivision boundaries;

(D) A description of how the developer will address the cumulative impacts of the phased development on the neighborhood and the natural environment;

(E) A description of the overall design theme unifying the phases;

(F) An analysis of how each phase in the project will meet the requirements of subsection 49.15.950(b); and

(G) A sketch plat consistent with 49.15.410.

(c) *Department review.* The director shall advise the developer whether the alternative residential subdivision application is complete, and, if not, what the developer must do to make it complete. Within 45 days after determining an application is complete, the director shall schedule the preliminary plan for a public hearing before the commission. The director shall give notice to the developer and the public according to section 49.15.230.

(d) *Commission action.* The commission may approve an alternative residential subdivision preliminary plan if it meets the requirements of section 49.15.330 and:

- (1) The design effectively provides for clustered buildings or housing;
- (2) The development protects natural features and avoids natural hazards by reserving them as open space;
- (3) The development is consistent with the land use code;
- (4) The development incorporates boundary buffers sufficient to minimize off-site impacts of the subdivision and to maximize harmony with the neighborhood;
- (5) Utilities proposed for connection to the City and Borough system meet City and Borough standards, and all others are consistent with sound engineering practices, as determined by the City and Borough Engineering and Public Works Department;
- (6) The configuration of the development provides for economy and efficiency in utilities, housing construction, access, parking and circulation;
- (7) If the approval is for a phased development, that each phase is consistent with the preliminary development plan and design of the entire alternative residential subdivision; and
- (8) Adequately addresses the cumulative impacts of the phased development on the neighborhood and the natural environment.

(e) *Expiration.* Approval of a preliminary plan shall expire 18 months after the commission notice of decision unless a final plan for the entire project or, in the case of a phased development, the first phase thereof, is submitted to the department for commission action. An application for extension of a preliminary plan shall be according to section 49.15.250, development permit extension.

49.15.940 - Final alternative residential subdivision plan approval.

(a) *Application.* Upon completion of all conditions of the preliminary plan, the developer shall submit an application, fee, and a final plan for commission approval.

(b) *Homeowners' association.* The formation of a homeowners' association, or similar entity, is required.

(1) The articles of incorporation and bylaws of the homeowners' association, required under A.S. 34.08 or this chapter, shall be prepared by a lawyer licensed to practice in the state.

(2) The homeowners' association shall be responsible for the open space, water and sewer utilities, and stormwater control features and drainages. The association documents shall specify how any other common facilities shall be operated and maintained. The association documents shall require homeowners to pay periodic assessments for the operation, maintenance and repair of common facilities. The documents shall require that the governing body of the association adequately maintain common facilities.

(3) If the alternative residential subdivision is phased, the association documents shall specify how the cost to build, operate, and maintain improved open space and common

facilities shall be apportioned among homeowners of the initial phase and homeowners of later phases.

(4) The homeowners' association documents shall be recorded with the approved final plat, as required by state law, or both.

(c) *Commission action.* The commission may approve the final plan if it substantially conforms to the approved preliminary plan and all requirements of this article.

(d) *Expiration.* An approved final plan shall expire 18 months after recording if the applicant fails to obtain an associated building permit and make substantial construction progress. An application for extension of a final plan shall be according to section 49.15.250, development permit extension.

49.15.950 - Phased development.

(a) *Phasing allowed.* An applicant may develop an alternative residential subdivision in phases, provided the initial application includes a preliminary development plan sufficient to assess the cumulative effects of the entire alternative residential subdivision on the neighborhood and the environment according to the standards in subsection 49.15.930(b)(5).

(b) *Completion of an individual phase.* Each phase shall be so designed and implemented that, when considered with reference to any previously constructed phases but without reference to any subsequent phases, it meets the design and density standards applicable to the entire alternative residential subdivision. Construction and completion of open space and common facilities serving each phase in an alternative residential subdivision shall proceed at a rate no slower than that of other structures in that phase. No phase shall be eligible for final

plan approval until all components of all preceding phases are substantially complete and homeowner's association documents have been approved.

(c) *Standards for phases.* Each phase of an alternative residential subdivision shall be reviewed according to the provisions of this chapter then current. Each phase of an alternative residential subdivision shall maintain design continuity with earlier phases. At no point during a phased development shall the cumulative density exceed that established in the approved preliminary plan.

49.15.960 - Amendments to approved alternative residential subdivision plan.

(a) *Request for amendment.* The developer of an alternative residential subdivision may request an amendment to an approved preliminary or final alternative residential subdivision plan. The request shall state the reasons for the amendment and shall be submitted in writing to the director, who shall inform the developer within 15 days whether the request shall be processed as a minor amendment or major amendment.

(b) *Minor amendment.* A minor amendment may be submitted without a filing fee and may be approved by the director. For purposes of this section, a minor amendment is a change consistent with the conditions of the original plan approval, the general character of the overall alternative residential subdivision, and the criteria set out in subsection 49.15.930(d), and would result in:

- (1) Insignificant change in the outward appearance of the development;
- (2) Insignificant impacts on surrounding properties;
- (3) Insignificant modification in the location or siting of buildings or open space;
- (4) No reduction in the number of parking spaces below that required;

(5) A delay of no more than one year in the construction or completion schedule for the project or, in the case of a phased project, the phase for which the amendment is requested.

(c) *Major amendment.* All other amendments shall be reviewed by the commission upon payment of a filing fee and in accordance with the requirements of the original plan approval.

Section 3. Amendment of Section. 49.80.100, Fees For Land Use Actions, is amended by adding a new fee for Alternative Residential Subdivisions to read:

49.80.100(8)

(G) Alternative Residential Subdivision.

(i) Preliminary plan application approval, \$400.00 plus \$80.00 per residential unit;

(ii) Final Plan approval, \$300.00 plus \$60.00 per residential unit.

Section 4. Amendment of Section. 49.80.120, Definitions, is amended by adding a new definition to read:

Parent lot: means the original lot and the residual area from which unit-lots are created through an alternative residential subdivision.

Unit-lot: means any lot, site, parcel, unit-site, and similar geographically defined property that is created through an alternative residential subdivision and that is substantially smaller than the minimum lot size required for the zoning district.

Section 5. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this _____ day of _____, 2017.

Attest:

Kendell D. Koelsch, Mayor

Laurie J. Sica, Municipal Clerk

Zoning District Potential Density with Bonuses

	RR	D1	D3	D5	D10SF	D10	D15	D18	LC
Min. Lot Size / Zoning District	36,000	36,000	12,000	7,000	3,600	6,000	5,000	5,000	2,000
Density / Zoning District	1	1	1	1	1	10/acre	15/acre	18/acre	30/acre
Sq. Ft of an Acre / DUs per Acre	43,560 (not used for single-family)	43,560	14,520	8,712	3,630	4,360	2,904	2,420	1,452
#DUs / Acre	1	1	3	5	12	10	15	18	30
Min. Lot Size for ARS*	54,000	54,000	18,000	10,500	5,400	9,000	7,500	7,500	3,000
#DUs/Min. Lot in ARS	54000/36000 = 1.5 = 2	54000/36000 = 1.5 = 2	18000/12000= 1.5 = 2	10500/7000= 1.5 = 2	5400/3630 = 1.5 = 2	9000/4360 = 2	7500/2904 = 2.58 = 3	7500/2420 = 3	3000/1452 = 2
BONUS									
10%	2.20 = 2	(same)	(same)	(same)	(same)	(same)	3.20 = 3	(same)	2.20 = 2
15%	2.30 = 2						3.30 = 3		2.30 = 2
20%	2.40 = 2						3.40 = 3		2.40 = 2
25%	2.50 = 3						3.50 = 4		2.50 = 3
30%	2.60 = 3						3.60 = 4		2.60 = 3
35%	2.70 = 3						3.70 = 4		2.70 = 3
40%	2.80 = 3						3.80 = 4		2.80 = 3
45%	2.90 = 3						3.90 = 4		2.90 = 3
50%	3.0 = 3						4.0 = 4		3.0 = 3
Example Lot									
#DUs/Min. Lot in ARS	130680/36000 =	130680/36000 =	130680/12000 =	130680/7000 =	130680/3630 = 36	130680/4360 =	130680/2904 = 45	130680/2420 = 54	130680/1452 = 90
BONUS									
10%									
15%	4.60 = 5		12.165 = 12						
20%	4.80 = 5		13.20 = 13						
25%	5.0 = 5		13.75 = 14						
30%	5.20 = 5		14.30 = 14						
35%	5.40 = 5		14.85 = 15						
40%	5.60 = 6		15.40 = 15						
45%	5.80 = 6		15.95 = 16						
50%	6.0 = 6		16.5 = 17						
*Minimum acreage required to use ARS = 150% of the required minimum lot size for the zoning district									
ARS Density is determined by “the number of dwelling units permitted in the development shall be calculated by multiplying the maximum number of dwelling units per gross acre permitted in the underlying zoning district by the number of acres in the alternative residential subdivision and rounding to the nearest whole number”.									