

Agenda

Planning Commission - Title 49 Committee City and Borough of Juneau

February 12, 2016
Marine View Center, 4th Floor Conference Room #404
11:30 AM

I. **ROLL CALL**

A. Election of Chair

II. **APPROVAL OF AGENDA**

III. **AGENDA TOPICS**

A. Review of proposed amendment to Title 49.40 Article II regarding parking and off-street loading.

IV. **COMMITTEE MEMBER COMMENTS AND QUESTIONS**

V. **ADJOURNMENT**



Community Development

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DATE: February 5, 2016

TO: Title 49 Committee

FROM: Jill Maclean, Senior Planner *Jill Maclean*
Community Development Department

FILE NO.: AME2015 0016

PROPOSAL: Text amendment to Title 49 regarding parking requirements for senior housing facilities and assisted living facilities.

The City and Borough of Juneau Code states in CBJ 49.10.170(d) that the Commission shall make recommendations to the Assembly on all proposed amendments to this title, zonings and re-zonings, indicating compliance with the provisions of this title and the Comprehensive Plan.

ATTACHMENTS:

- Attachment A: Parking Characteristics
- Attachment B: Parking Generation Senior Housing
- Attachment C: Homerun Variance 2014 0019
- Attachment D: Draft Table of Parking Standards
- Attachment E: Proposed Parking Requirements

BACKGROUND

In an effort to update Title 49 in regards specifically to parking requirements, staff reviewed the Table of Minimum Parking Standards (TMP) and the Table of Permissible Uses (TPU), identifying several items in need of updating or revising. These items pertain to classifications that have been removed from the TPU as they are no longer utilized, yet remain in the TMP; or classifications that represent a new use in the TPU, but which are missing from the TMP.

Staff proposes revisions for the need for senior housing and assisted living facility parking requirements. Staff noted that while “assisted living facility” was added to the TPU and Definitions, parking requirements were overlooked. Additionally, staff noted that “senior housing” is not defined, and although it falls under multi-family housing, its parking requirements differ from other multi-family uses, i.e. age-restricted units typically have a lower number of residents in a single unit and therefore less drivers/vehicles per unit.

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DISCUSSION

After conducting research on other communities, staff has determined that senior housing, and assisted living facilities should have parking requirements that more accurately reflect the needs of their use (see Attachments A and B).

Further, staff has reviewed the variance granted to a local affordable senior housing development—Home Run. This project was required to obtain a variance for reduction in parking, and was successful based upon proving their actual parking needs. Home Run (see Attachment C), located on Alpine and Teal Streets, successfully received a variance to reduce the parking from 93 to 62 spaces for a new four-story building with 42 units of affordable senior housing and 8,000 square feet of retail/office space.

Staff has outlined several options for including senior housing and assisted living facilities in the TMP (see Attachments D and E). Additional information is contained in the brief analysis of the parking needs of seniors and individuals in assisted living facilities (Attachment A), which supports staff recommendations for the minimum parking requirements.

COMPLIANCE WITH THE COMPREHENSIVE PLAN

The proposed amendments to Title 49 comply with the Comprehensive Plan Chapter 4 Housing Element Policies:

- Policy 4.1 To Facilitate the Provision and Maintenance of Safe, Sanitary and Affordable Housing for CBJ Residents:
 - 4.1—IA7: Facilitate the provision of special needs and adaptive housing and supportive services in residential neighborhoods that are readily accessible to public transit, shopping, public amenities and supportive services.
- Policy 4.2 To Facilitate the Provision of an Adequate Supply of Various Housing Types and Sizes to Accommodate Present and Future Housing Needs for All Economic Groups:
 - 4.2—SOP3 The CBJ government should seek and facilitate new housing production, for all types, at an annual rate that mimics the growth rate of new households in Juneau, in order to maintain adequate choice of residence type, location, and cost.
 - 4.2—SOP4 Explore and develop methods to foster participation by private developers in the creation of affordable and workforce housing.
- Policy 4.6 To Facilitate and Assist in the Development of Affordable Housing:
 - 4.6—DG1 When designing a new affordable dwelling unit, take into consideration life cycle cost savings that consider the first costs of materials and equipment and the recurring operating costs related to home heating, energy consumption and the replacement of building elements such as siding, roofs and windows. Using quality materials and finishes will maximize performance and

reduce replacement costs. Encourage compact development of multi-dwelling units to make extending utilities, roads and pathways less costly and to maximize the efficient use of buildable land. The location, orientation and design of each unit on the land should maximize daylight and privacy for occupants while facilitating a sense of community among all occupants of the development.

COMPLIANCE WITH THE JUNEAU NON-MOTORIZED TRANSPORTATION PLAN

The proposed amendments to Title 49 comply with the *Juneau Non-Motorized Transportation Plan Chapter 8—Recommended Policies and Implementing Actions, Policy 4 – Private Sector Development*, which states:

- Review design standards in Title 49 to provide opportunities to make subdivision design more context sensitive;
 - o “Roads, sidewalks and related improvements built by the private sector, typically as a part of subdivision design and construction, are subject to the road design standards set in CBJ 49.35 (streets at sections 230-240, sidewalks at section 620, bike paths at section 630) and the CBJ Engineering Standard Details manual. Development standards already allow some consideration of context (e.g. requirements differ if the project is in or out of the urban service area boundary and vary somewhat by zoning density). However, more consideration of neighborhood and roadway context will allow consideration of, for example, hillside and steep slopes, of preexisting sidewalk and path infrastructure, etc. Title 49 standards can be improved so that non-motorized needs are accommodated more effectively.”

COMPLIANCE WITH AREA WIDE TRANSPORTATION PLAN

The proposed amendments to Title 49 comply with the *Area Wide Transportation Plan*, specifically recommendation #5 under Land Use Code Revisions:

- Provide incentives to encourage redevelopment, in-fill development and compact development. Incentives may include reduced permit fees, streamlined review processes, density bonuses, reduced parking and tax adjustments. Review the benefits and detriments of establishing improvement areas, or zoning overlay areas, where specific, articulated requirements and review processes would apply.

COMPLIANCE WITH CBJ LAND USE CODE

The proposed amendment to Title 49 will not create any internal inconsistencies within the Code. The definitions, parking, and TPU requirements have been evaluated for consistency. The proposed change is consistent with Title 49, and brings the TPU and TMP into greater conformance.

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FINDINGS

Based upon the above analysis, staff finds that the proposed text amendment to Title 49 is consistent with the goals and policies in the Comprehensive Plan as well as Title 49. Additionally, this change would not create any internal inconsistencies within any plans or Codes.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission forward the following draft text amendments to the Assembly with a recommendation for approval:

1. Deleting “nursing, convalescent home” from the TMP, as it no longer exists as a use in the TPU;
2. Adding “senior housing” as a term in the Definitions section as, *“Dwelling units specifically designed for occupancy by persons of fifty-five (55) years of age or older”*.
3. Adding “senior housing” to the TMP;
 - a. Parking requirement is recommended as 0.6 space per dwelling unit, plus 1 guest parking for each 10 units, plus 1 space per employee.
4. Adding “assisted living facility” to the TMP, defined in CBJ 49.80.120 as *“a facility providing housing and institutional care for people unable to live independently or without assistance. Assisted living includes facilities that provide nursing care services. Assisted living use that occurs within a single family dwelling is regulated as a single family dwelling use”*;
 - a. Parking requirement is recommended as 0.4 per resident (accommodate visitor and employee parking).

SENIOR HOUSING TRIP GENERATION AND PARKING DEMAND CHARACTERISTICS

by

Stephen B. Corcoran, P.E. (M)^a

presented at the
**Institute of Transportation Engineers
66th Annual Meeting**

INTRODUCTION

As the baby boomer generation ages, special housing projects have been developed for them in lieu of the traditional single-family home or apartment. Congregate care facilities, independent living apartments, assisted-care units, and senior apartments are being marketed, developed, and built to handle the needs of older adults.

The changing lifestyle of older adults affects their transportation needs and usage as well. Trip generation and parking demand within this age group vary significantly from traditional residential uses because residents no longer have to be at work, pick up their children, or do their shopping at specific times. Also many senior communities provide on-site services to meet their residents' needs. This paper will present the author's experiences with senior housing and its trip and parking characteristics along with data on projects in suburban Chicago, Illinois and around the United States.

SENIOR HOUSING TYPES

Older adults have many special needs that change over time. Many seniors are clearly independent and need little assistance other than help with major chores or repairs. They are generally active and healthy. As time goes by, however, their needs change and grab bars become important, as well as, other features such as higher electrical outlets, emergency response systems, and lower reach cabinets. Good nutrition, socialization, and access to medical and supportive care also becomes more important. Several distinct types of housing have been developed to accommodate these needs:

Senior Single Family Homes are senior-only subdivisions which have been developed for retirees ages 55 and up in the southeast and southwest sections of the United States. These developments typically include recreational facilities. Many of the residents are retired.

Senior Apartments are traditional apartment complexes with a minimum age requirement of 55 years old. Some amenities include recreational facilities, security, and special design features. Residents are independent and may still be working.

Independent Living Units are cottages or apartments where older adults live independently but without the worries of maintenance or housekeeping. Medical care can be available at the facility or by visiting medical staff. A variety of amenities are provided for the residents depending on the size of the community.

^a Senior Transportation Consultant, Metro Transportation Group, Inc, Hanover Park, Illinois

Assisted-Care Units are for older adults having difficulty managing in an independent living arrangement but who do not need nursing home care. Assisted-care is usually apartment living with additional staff to help with normal daily activities.

Congregate Care Facilities contain a full spectrum of housing types in one development with town homes or cottages, independent living units, assisted-care units, and nursing care. Congregate Care Facilities (CCF) allow the elderly to age in one place with nursing care available if they need it. This is particularly important for elderly couples wishing to stay together with one spouse needing special care. CCFs are in essence self-contained communities. **Table 1** lists the amenities that are typically available at a CCF.

Table 1

Typical Congregate Care Facility On-Site Services and Facilities

Standard Services	Extra Services	Common Facilities
• Main Meal of the Day • 24-Hour Nursing • Daily Check-In • Weekly Laundry • Utilities • Housecleaning • Organized Programs • In Room Food Service • Bus Shuttle • 24-Hour Security • Complete Maintenance • Free Parking • Garbage Collection • Notary Public Service • Supportive Care Nurse • Chaplain	• Breakfast and Lunch • Extended Room Service • Specialized Diets • Guest Meals • Catering • Physician • Podiatrist • Physical/Speech Therapy • Insurance • Chauffeur Service • Garages • Telephone • Cable TV • Photocopying	• Lounge Area • Dining Room • Library • Chapel • Recreation Room • Country Store • Pharmacy • Arts and Crafts Room • Workshop • Cafe • Exercise Room • Beauty/Barber Shop • Bank Branch Office • Solarium • Whirlpool • Outside Patio • Garden Plots

Source: Milwaukee, Wisconsin CCF Brochure

LITERATURE REVIEW

A review was made of available data on senior trip generation and parking demands. Information was obtained from the Institute of Transportation Engineers [Trip and Parking Generation Manuals](#), the author's files, data from other consultants, as well as, information from California, Arizona, and Florida Departments of Transportation. After reviewing the data, it became clear that the amount of data is small and that the definition of senior housing was not consistent among each source. The data did not distinguish between the five categories mentioned previously.

FACTORS AFFECTING TRIP GENERATION AND PARKING

Several factors affect the trip generation and parking demand at any particular facility. These include the number of dwelling units, nursing beds, average age of residents, resident's affluence, number of employees, and available bus shuttle/chauffeur service. More data needs to be collected in order to properly analyze their relationship to trip generation and parking demand. The trip generation rates for individual facilities varied. Insufficient information on all the survey locations made it difficult to statistically draw conclusions on individual impact of those factors.

However, experience has indicated that as the average age of residents increases, the number of trips and parking demand decreases. This is an obvious affect of the aging process. Nursing beds require more staff to service a patient needs than a more independent resident. When the proportion of nursing beds to residential units increases, the amount of traffic and parking generally increase. The economic well being of residents increases the likelihood that they own a car and thus drive and park. Lastly, bus shuttle/chauffeur service will provide an option to the auto for residents keeping traffic and parking rates lower.

DAILY TRAFFIC GENERATION

Information on daily trip ends was obtained from surveys by the California Department of Transportation (Caltrans) and the Florida and Arizona Departments of Transportation. This data generally categorized the facilities as retirement communities but included CCFs, senior apartment complexes, and may have nursing beds. The author's data consisted of one CCF in Pennsylvania. **Table 2** summarizes the trip data and rates. The average trip rate daily varied between 2.78 and 8.91 trips per unit. The variation in rates supports the conclusion that the number of units/beds is not the only variable influencing trip production. The weighted average trip ends were 4.52 trips per unit which included one large development of 3,122 units. Without the 3,122 unit project, the weighted average rate was 5.64 trips per units.

The weighted daily trip generation rate, was 5.64 trip ends a day for senior housing developments. Senior housing generates two-thirds the amount of traffic compared to a typical single-family development. It's closer to other multi-family categories, including apartments (6.47 trips/unit) and condominiums or townhouses (5.86 trips/units). **Table 3** shows the weekly variation in volumes based on one facility. The weekday volumes were consistent. Weekend traffic volumes were slightly lower.

Table 4 illustrates the hourly distribution of traffic throughout an average weekday, Saturday, and Sunday. The peak-hour volumes of the facility occurred at lunch time and mid-afternoon (2:00 to 4:00 PM). Caltrans data indicated that the peak-hour occurred between 11:00 AM and 4:00 PM, depending on the facility. These peak-hour times do not coincide with the peak-hour of adjacent street traffic because the residents do not have or want to travel during the rush hour. Also, the employee shifts are generally off peak. Most facilities are staffed 24 hours a day with a 7:00 AM-3:00 PM, 3:00 PM -11:00 PM, 11:00 PM-7:00 AM shift schedule. Some administrative staff follow a typical 9:00 AM to 5:00 PM shift.

PEAK-HOUR TRIP GENERATION RATES

Table 5 shows the trip generation rates for eight facilities during the morning and evening peak-hour of the adjacent street system. The weighted average trip rate was 0.222 trips per unit/bed in the morning peak and 0.247 trips per unit/bed in the evening peak. Trip rates ranged from 0.085 to 0.450 per unit. The directional splits were 65% inbound and 35% outbound in the morning and 40% inbound and 60% outbound in the evening. Compared to other residential land-uses, senior developments generate significantly less traffic on a per unit basis.

Table 2

Daily Trip Generation Rates for Senior Housing

Source	Number of Dwelling Units	Daily Trips	Trip Rates
Caltrans	3122	9630	3.09
	300	830	2.78
	108	310	2.87
	76	260	3.42
	460	2252	4.90
Florida DOT	366	3262	8.91
	560	1985	3.55
	187	1449	7.75
	120	901	7.51
	127	561	4.42
Arizona DOT	125	972	7.78
	176	855	4.86
	74	447	6.04
	60	285	4.75
	216	1386	6.42
	175	1058	6.05
	129	941	7.30
	112	922	8.23
	106	820	7.74
	89	538	6.05
	81	529	6.53
	60	494	8.23
	59	432	7.30
Penn. CCF	247	1163	4.71
Weighted Average	7135	32282	4.52
Without 3,122 units	4013	22652	5.64
ITE Average Weekday Daily Rates			
Single-Family (Code 210)			9.55
Apartment (Code 220)			6.47
Condo/townhouse (Code 230)			5.86
Congregate Care Facility (Code 251)			2.15

Table 3

Weekly Volume Distribution

Day of the Week	Percentage
Monday	15%
Tuesday	15%
Wednesday	16%
Thursday	17%
Friday	15%
Saturday	12%
Sunday	10%
Total	100%

Table 4

Hourly Traffic Distribution

Start Hour	Average Weekday	Saturday	Sunday
12:00 AM	1.46%	1.45%	2.76%
1:00 AM	0.07%	0.12%	0.26%
2:00 AM	0%	0.00%	0.26%
3:00 AM	0.12%	0.00%	0.00%
4:00 AM	0.46%	0.00%	0.66%
5:00 AM	0.41%	0.60%	0.39%
6:00 AM	1.94%	2.05%	1.71%
7:00 AM	5.74%	5.06%	3.94%
8:00 AM	6.70%	5.06%	4.99%
9:00 AM	6.19%	5.78%	6.17%
10:00 AM	7.20%	9.40%	7.74%
11:00 AM	9.33%	9.04%	8.53%
12:00 PM	7.05%	8.07%	8.01%
1:00 PM	7.44%	6.27%	4.86%
2:00 PM	9.76%	7.59%	8.40%
3:00 PM	9.54%	10.24%	9.84%
4:00 PM	8.39%	9.40%	9.32%
5:00 PM	5.26%	6.14%	6.96%
6:00 PM	3.14%	3.25%	3.54%
7:00 PM	2.90%	2.89%	4.20%
8:00 PM	2.59%	2.05%	2.49%
9:00 PM	1.10%	1.57%	1.31%
10:00 PM	1.24%	1.33%	1.05%
11:00 PM	1.96%	2.65%	2.62%

Table 5

Peak-Hour Trip Generation Rates

Facility	Location	Occupied Units		Total	AM Peak Volume	Rate	PM Peak Volume
		Dwelling Units	Nursing Beds				
Covenant Village	Northbrook, IL	220	151	371	86	.231	133
Friendship Village	Lombard, IL	620	100	720	86	.120	180
Presbyterian Home	Evanston, IL	312	166	478	92	.193	139
Glenview Terrace	Glenview, IL	243		243			21
Good Shephard Manor	Barrington, IL	102		102	18	.180	17
Mayslake	Oakbrook, IL	630		630	67	.106	75
Leisure Village	New Jersey	200		200	65	.325	62
Pennsylvania CCF		210	37	247	78	.316	111
Totals		2537	454	2991	492		738
Weighted Average Trip Rate					.164		.247
Inbound Percentage					65%		40%
Outbound Percentage					35%		60%
<u>Comparison to other ITE Residential Rates</u>							
Single Family Homes (Land Use Code 26)					0.74		1.01
Apartments (Land Use Code 220)					0.51		0.63
Condominiums/Townhouses (Land Use Code 230)					0.44		0.55

PARKING DEMAND SURVEYS

Parking demand characteristics were obtained from a number of surveys conducted in the Chicago metropolitan area. The peak parking demand occurred during the mid-day between 11:00 AM to 3:00 PM corresponding, in part, with the largest employee shift on-site. **Table 6** summarizes those surveys. The peak day of the year is Mother's Day when many facilities run out of visitor parking, according to the on-site staff.

The peak parking demand rates varied between 0.214 and 0.579 vehicles per unit/bed with a weighted average rate of 0.404 vehicles per unit/bed. Employee, resident, and visitor parking is included. This rate is one third to one half the parking rate of other residential uses. Readers should note that the survey sites with the higher parking rates generally have more nursing beds which requires more employees than the residential units.

Table 6

Peak Parking Demand Surveys

Development	Location	Dwelling Units	Nursing Beds	Total Units/Beds	Peak Parking Rate	Peak Parking Demand
Covenant Village	Northbrook, IL	220	151	371	0.490	182
Beacon Hill	Lombard, IL	235	23	258	0.565	146
Friendship Village	Schaumburg, IL	620	100	720	0.390	281
Presbyterian Home	Evanston, IL	312	166	478	0.579	277
Glenview Terrace	Glenview, IL	243		243	0.214	52
Mayslake	Oakbrook, IL	630		630	0.408	257
<u>EJM Engineering Studies</u>						
Lilac Lodge	Waukegan, IL	203		203	0.315	64
Deerfield Place	Deerfield, IL	98		98	0.230	23
<u>ITE Parking Manual, 2nd Ed</u>						
Retirement Community (Land Use Code 250)		500		500	0.270	135
		3061	440	3501		1417
Weighted Average					0.404	
<u>ITE Parking Manual, 2nd Edition</u>						
Low/Mid-Rise Apartments (Land Use Code 221)					1.21	
High-Rise Apartments (Land Use Code 222)					0.88	
Residential Condominium (Land Use Code 230)					1.11	

Conclusions

Based on the analyses and studies for this paper, the following findings were made:

1. The overall category of senior housing should be broken down into at least five categories for trip generation and parking demand purposes. These categories could be:
 - Senior Single-Family Housing
 - Senior Apartments
 - Independent Living Units
 - Assisted-Care Units
 - Congregate Care Facility
2. Several factors affect the trip generation and parking demand at any particular facility. Any new survey should include the number of dwelling units, nursing beds, average age of residents, resident's affluence, number of employees, and available bus shuttle/chauffeur service. More data needs to be collected in order to properly analyze their relationship to trip generation and parking demand.
3. Daily trip generation rates were found to be 4.52 to 5.64 trip ends a day for senior housing developments. Senior housing generates two-thirds the amount of traffic compared to a typical single-family development. Its daily rates are similar to other multi-family categories, including apartments (6.47 trips/unit) and condominiums/townhouses (5.86 trips/units).
4. Trip generation rates during the peak hour of adjacent street traffic are significantly less because most employees arrive/depart during off-peak periods and residents avoid the peak-hour congestion. The peak hour rates are one-half to one-fourth that of other residential land-uses.
5. The peak-hours of site traffic occurs in the late-morning or early afternoon.
6. The peak parking demand at most senior facilities occurred midday with an average peak demand of 0.40 vehicles per dwelling unit for residents, employees, and visitors. Mother's Day is the highest parking day of the year with many facilities short of spaces for that one day.

References

1. Trip Generation Manual, 5th Edition; Institute of Transportation Engineers; January, 1991
2. Parking Generation Manual, 2nd Edition; Institute of Transportation Engineers; August, 1987
3. Parking Requirements for Retirement Centers Requirements and Demands; EJM Engineering; May, 1987
4. 6th Progress Report of Trip Ends Generation Research Counts; California Department of Transportation; 1965-1970
5. Florida Department of Transportation Trip Generation Data
6. Arizona Department of Transportation Trip Generation Data

4th Edition

Parking Generation



Institute of Transportation Engineers

Parking Generation, 4th Edition

An Informational Report of the
Institute of Transportation Engineers

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Land Use: 254 Assisted Living

Description

Assisted living complexes are residential settings that provide either routine general protective oversight or assistance with activities necessary for independent living to mentally or physically limited persons. They commonly have separate living quarters for residents, and services include dining, housekeeping, social and physical activities, medication administration and transportation. Alzheimer's and amyotrophic lateral sclerosis (ALS) care are commonly offered by these facilities, though the living quarters for these patients may be located separately from the other residents. Assisted care commonly bridges the gap between independent living and nursing homes. In some areas of the country, assisted living residences may be called personal care, residential care, or domiciliary care. Staff may be available at an assisted care facility 24 hours a day, but skilled medical care—which is limited in nature—is not required. Continuing care retirement community (Land Use 255) and nursing home (Land Use 620) are related uses.

Database Description

The database consisted of a mix of suburban and urban sites. Parking demand at the urban sites was similar to that of the suburban sites and, therefore, the data were combined and analyzed together.

- Average parking supply ratio: 0.6 spaces per dwelling unit (27 study sites).

The majority of the data were based on the independent variable dwelling units, although some information regarding bedrooms was available. For the sites surveyed, the number of dwelling units was the same as the number of bedrooms and, therefore, the parking demand results were the same.

The following table presents the time-of-day distribution of parking demand for the suburban study sites.

<i>Based on Vehicles per Dwelling Unit</i>	<i>Weekday</i>		<i>Saturday</i>		<i>Sunday</i>	
Hour Beginning	Percent of Peak Period	Number of Data Points*	Percent of Peak Period	Number of Data Points*	Percent of Peak Period	Number of Data Points*
12:00–4:00 a.m.	—	0	—	0	—	0
5:00 a.m.	—	0	—	0	—	0
6:00 a.m.	—	0	—	0	—	0
7:00 a.m.	65	6	—	0	—	0
8:00 a.m.	78	6	—	0	—	0
9:00 a.m.	81	10	87	3	—	0
10:00 a.m.	87	10	100	3	—	0
11:00 a.m.	100	10	81	8	86	10
12:00 p.m.	95	10	82	8	90	10
1:00 p.m.	97	10	78	8	99	10
2:00 p.m.	92	10	61	8	100	10
3:00 p.m.	86	10	53	8	89	10
4:00 p.m.	81	10	54	8	89	8
5:00 p.m.	87	6	48	8	79	8
6:00 p.m.	77	6	43	8	64	8
7:00 p.m.	55	1	—	0	—	0
8:00 p.m.	—	0	—	0	—	0
9:00 p.m.	—	0	—	0	—	0

* Subset of database

Land Use: 254 Assisted Living

Future parking surveys should include the building area, number of dwelling units, occupied dwelling units, bedrooms, beds and employees.

Study Sites/Years

Park Ridge, IL (1988); Arlington County, VA (1989); Petaluma, CA (1998); San Rafael, CA (1998); Fanwood, NJ (2001); Mountainside, NJ (2001); Westfield, NJ (2001); East Northport, NY (2002); Glen Cove, NY (2002); Huntington, NY (2002); Plainview, NY (2002); Westbury, NY (2002); Encinitas, CA (2007); San Diego, CA (2007); Santa Barbara, CA (2007); Cherry Hill, NJ (2008); Mt. Laurel, NJ (2008); Woodbury, NJ (2008); Memphis, TN (2008); Germantown, TN (2008); Haverford Township, PA (2009); Lower Merion Township, PA (2009); Middletown Township, PA (2009); Newtown Township, PA (2009); West Whiteland Township, PA (2009)

4th Edition Source Numbers

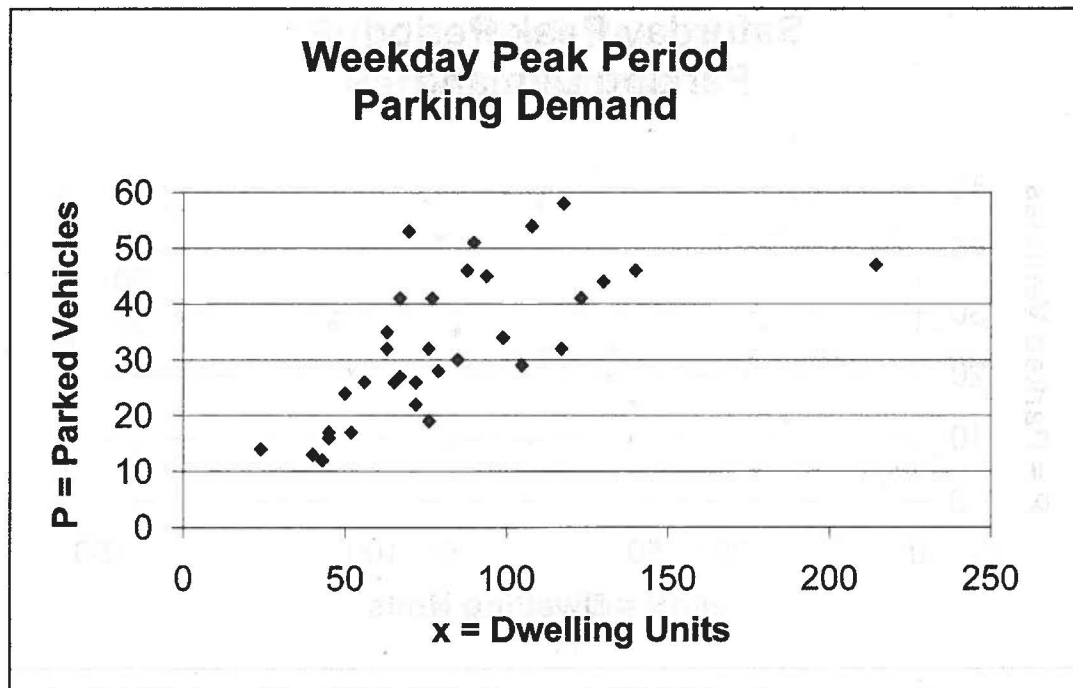
1015, 1100, 1122, 1139, 1151

Source Number	Study Site	Year	Building Area (sq ft)	Number of Units	Occupied Units	Bedrooms	Beds	Employees
1015	Park Ridge, IL	1988	100,000	100	100	100	100	100
1100	Arlington County, VA	1989	150,000	150	150	150	150	150
1122	Petaluma, CA	1998	200,000	200	200	200	200	200
1139	San Rafael, CA	1998	250,000	250	250	250	250	250
1151	Fanwood, NJ	2001	300,000	300	300	300	300	300
1152	Mountainside, NJ	2001	350,000	350	350	350	350	350
1153	Westfield, NJ	2001	400,000	400	400	400	400	400
1154	East Northport, NY	2002	450,000	450	450	450	450	450
1155	Glen Cove, NY	2002	500,000	500	500	500	500	500
1156	Huntington, NY	2002	550,000	550	550	550	550	550
1157	Plainview, NY	2002	600,000	600	600	600	600	600
1158	Westbury, NY	2002	650,000	650	650	650	650	650
1159	Encinitas, CA	2007	700,000	700	700	700	700	700
1160	San Diego, CA	2007	750,000	750	750	750	750	750
1161	Santa Barbara, CA	2007	800,000	800	800	800	800	800
1162	Cherry Hill, NJ	2008	850,000	850	850	850	850	850
1163	Mt. Laurel, NJ	2008	900,000	900	900	900	900	900
1164	Woodbury, NJ	2008	950,000	950	950	950	950	950
1165	Memphis, TN	2008	1,000,000	1,000	1,000	1,000	1,000	1,000
1166	Germantown, TN	2008	1,050,000	1,050	1,050	1,050	1,050	1,050
1167	Haverford Township, PA	2009	1,100,000	1,100	1,100	1,100	1,100	1,100
1168	Lower Merion Township, PA	2009	1,150,000	1,150	1,150	1,150	1,150	1,150
1169	Middletown Township, PA	2009	1,200,000	1,200	1,200	1,200	1,200	1,200
1170	Newtown Township, PA	2009	1,250,000	1,250	1,250	1,250	1,250	1,250
1171	West Whiteland Township, PA	2009	1,300,000	1,300	1,300	1,300	1,300	1,300

Land Use: 254 Assisted Living

Average Peak Period Parking Demand vs. Dwelling Units On a Weekday

Statistic	Peak Period Demand
Peak Period	9:00 a.m.–3:00 p.m.
Number of Study Sites	33
Average Size of Study Sites	82 dwelling units
Average Peak Period Parking Demand	0.41 vehicles per dwelling unit
Standard Deviation	0.12
Coefficient of Variation	29%
95% Confidence Interval	0.37–0.46 vehicles per dwelling unit
Range	0.22–0.76 vehicles per dwelling unit
85th Percentile	0.54 vehicles per dwelling unit
33rd Percentile	0.34 vehicles per dwelling unit

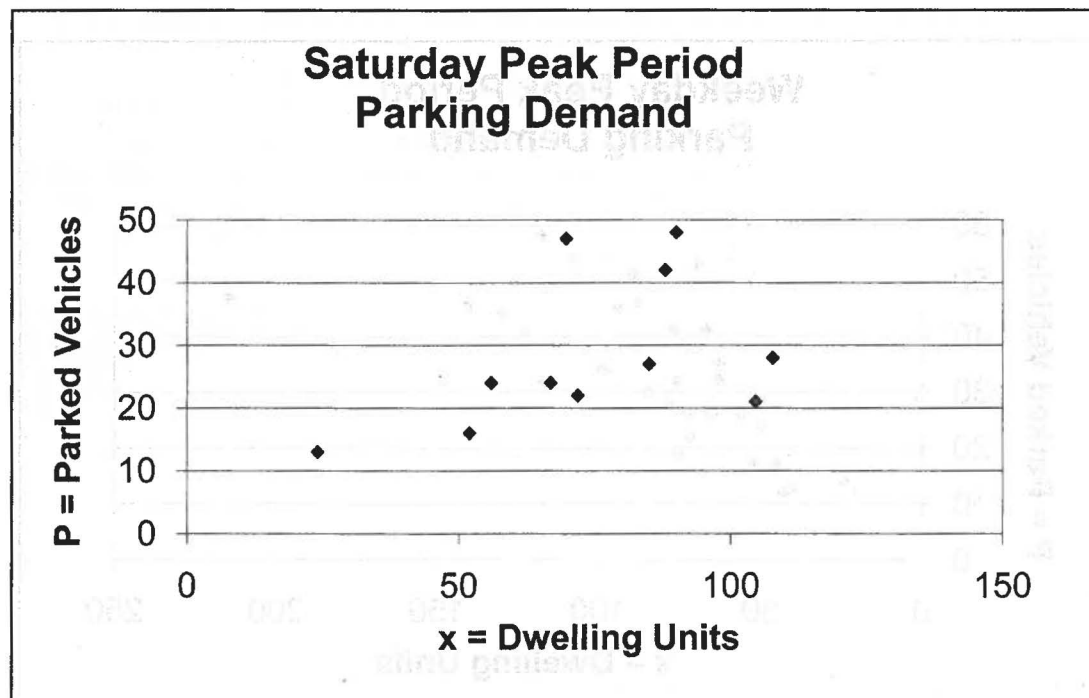


♦ Actual Data Points

Land Use: 254 Assisted Living

Average Peak Period Parking Demand vs. Dwelling Units On a: Saturday

Statistic	Peak Period Demand
Peak Period	9:00–10:00 a.m.
Number of Study Sites	11
Average Size of Study Sites	74 dwelling units
Average Peak Period Parking Demand	0.40 vehicles per dwelling unit
Standard Deviation	0.14
Coefficient of Variation	36%
Range	0.20–0.67 vehicles per dwelling unit
85th Percentile	0.31 vehicles per dwelling unit
33rd Percentile	0.54 vehicles per dwelling unit

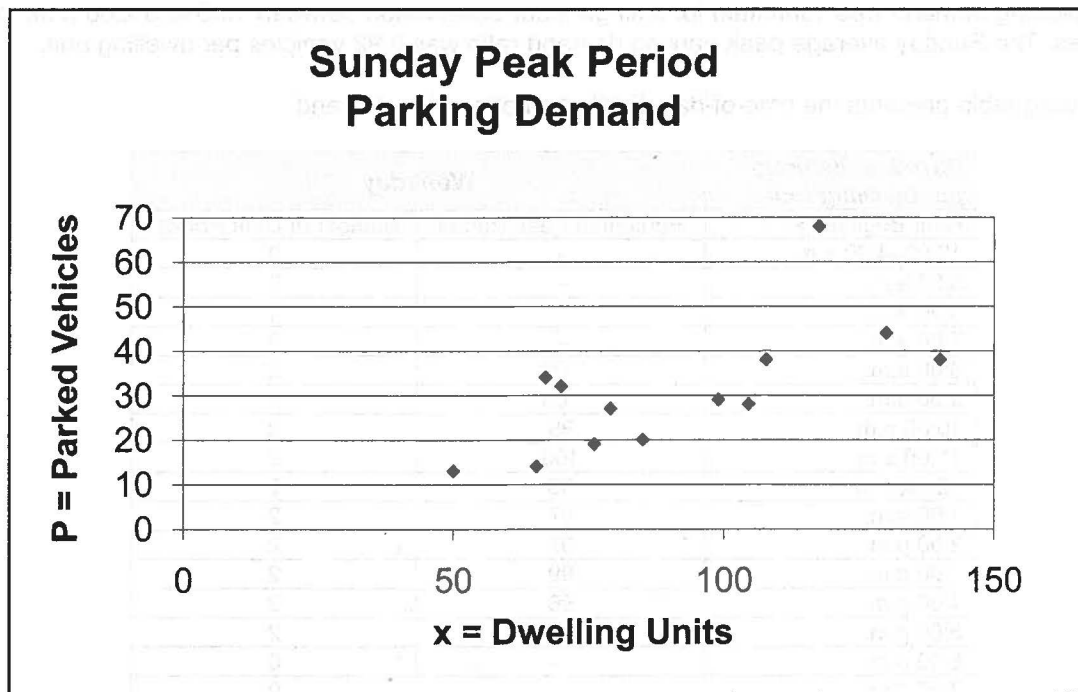


♦ Actual Data Points

Land Use: 254 Assisted Living

Average Peak Period Parking Demand vs. Dwelling Units On a: Sunday

Statistic	Peak Period Demand
Peak Period	11:00 a.m.–5:00 p.m.
Number of Study Sites	13
Average Size of Study Sites	92 dwelling units
Average Peak Period Parking Demand	0.34 vehicles per dwelling unit
Standard Deviation	0.11
Coefficient of Variation	34%
Range	0.21–0.58 vehicles per dwelling unit
85th Percentile	0.47 vehicles per dwelling unit
33rd Percentile	0.27 vehicles per dwelling unit



♦ Actual Data Points

MEMORANDUM

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

DATE: September 11, 2014

TO: Board of Adjustment

FROM: Beth McKibben, Planner *BMC*
Community Development Department

FILE NO: VAR2014 0019

PROPOSAL: A Variance request to reduce the parking from 93 to 62 spaces for a new four-story building with 42 units of affordable senior housing and 8,000 square feet of retail/office space.

GENERAL INFORMATION

Applicant: GMD Development, LLC & St. Vincent de Paul Society

Property Owner: St. Vincent de Paul Society Diocesan Counsel of SE Alaska, Inc.

Property Address: Corner of Alpine and Teal Street

Legal Description: Valley Centre, Block H, Lots 4, 5 Fraction, 6A, 7A, 8A, 9A, 10A, and 11A

Parcel Code Number: 5-B15-0-106-003-0; 5-B15-0-106-004-0; 5-B15-0-106-005-0
5-B15-0-106-006-0; 5-B15-0-106-007-0; 5-B15-0-106-008-0
5-B15-0-106-009-0

Site Size: 59,846 Square Feet

Comprehensive Plan Future Land Use Designation: Commercial, (C) Map G

Zoning: GC

Utilities: City water & sewer

Access: Teal Street & Alpine Avenue

Existing Land Use: Vacant

Surrounding Land Use:

North	- (GC) Glacier Seafoods Value Added Processing
South	- (I) Vacant, Jordan Creek, Yandukin Dr., Airport
East	- (GC) Alpine Ave, St. Vincent de Paul multifamily housing, retail, office
West	- (I) Vacant, Jordan Creek, Yandukin Dr., Airport

Board of Adjustment
File No.: VAR2004-00035
[Date]
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VICINITY MAP



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PROJECT DESCRIPTION

The applicant is requesting a parking variance for the reduction of required parking spaces from 93 spaces to 62 spaces for the development of a new building which will 42 units of affordable senior housing and 8,000 square feet of retail/office space. Staff notes there was a rounding error in the application materials for the retail/office space calculations. A revised public notice was mailed to adjacent property owners with the correct number.

The site is located on the corner of Teal Street and Alpine Avenue. This variance proposal is in conjunction with the Conditional Use application, USE2014 0013.

The project consists of one four story building 43,620 square foot building. The first floor of the building will have 8,000 square feet of retail space which includes office space to support the retail operation and the management of housing, 140 square feet of laundry space, 1,041 square feet of common room area, and 551 square feet of utility space. The second floor will have ten one bedroom units, two of which will be ADA accessible, and four two bedroom units. The third floor will have one studio unit, eight one bedroom units, and four two bedroom units. The fourth floor will have one studio unit, eight one bedroom units, and four two bedroom units. The total area of the building will be 43,620 square feet, with 11,880 square feet on the first floor, 11,600 square feet on the second floor, 10,070 on the third floor, and 10,070 on the fourth floor.

The residential units will be restricted by deed as affordable housing for a minimum of 30 years. They will be made available to low income seniors who earn less than 60% of area median income. The retail space and associated office space will house the St. Vincent de Paul Thrift store which currently is located in the existing St. Vincent de Paul facility on Alpine Avenue.

Staff notes the conditional use proposed cannot be approved as presented unless VAR2014 0019 is approved.

BACKGROUND

In 2005 the St. Vincent de Paul thrift store and non-profit facility received approval by the Planning Commission with USE2005-00026 for this site. They also received a variance to the parking requirements with VAR2005-00052. Those permits expired. The applicant reapplied in 2007 with the same proposal and received approval with USE2007-0010 and VAR2007-0010. These permits have also expired.

They also received a wetland fill permit in 2005 (WET2005-00001). That permit also expired. Since 2005 the CBJ no longer issues wetland fill permits. The applicant has been working with the US Army Corps of Engineers who has since determined the site is not wetlands and no fill permit is required. A copy of this letter is found as Attachment A to staff report USE2014 0013.

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ANALYSIS

Using CBJ49.40.210, Table (a), Minimum Space and Dimensional Standards for Parking, a total of 93 parking spaces are required (see table below). CBJ 49.40.200(2) requires that when two or more uses take place on the same lot the required parking is the sum of the requirements for each use.

	Per Table (a)	Required
Parking Calculations		
Retail/office	1 per 300 square feet of gross floor area	27
Studio apartment	1.5 per unit	3
1 bedroom apartment	1.5 per unit	42
2 bedroom	1.75 per unit	21
Total Parking		93

The applicant is able to provide 62 parking spaces on site four of which will be van accessible, and one loading space. Four van accessible spaces are the number required by the full 93 parking spaces.

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.***

The relaxation requested, for the reduction of required parking spaces, would give substantial relief to the owner of the property involved. The cost of land and the cost of constructing parking spaces is very high. The applicant has stated reducing the footprint of the building will make development of the building economically unviable. The existing St. Vincent de Paul facility on Alpine Avenue received a reduction in the required parking in 1993. Also in 1993 Fireweed Place, a senior affordable multi-family housing development on Willoughby Avenue received a variance to reduce

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the required on-site parking. Therefore granting the variance to parking is consistent to justice to other property owners.

Yes. Staff finds that criterion 1 is met.

2. *That relief can be granted in such a fashion that the intent of this title will be observed and the public safety and welfare be preserved.*

The intent of Title 49 is to ensure that growth and development is in accord with the values of Juneau residents; to identify and secure the beneficial impacts of growth while minimizing negative impacts; to ensure that future growth is of appropriate type, design, and location; to provide adequate open space for light and air; and to recognize the economic value of land and encourage its proper and beneficial use. The requested variance bases the parking requirement on the nature of the use, rather than requiring a parking requirement rate that applies to more general retail uses. This variance meets the purpose and intent of the Land Use Code, specifically 49.05.100(6), to *recognize the economic value of land and encourage its proper and beneficial use.*

Chapter 8 of the 2013 Comprehensive Plan addresses Transportation. Implementing Action 8.5.1A6 lists a variety of actions all aimed towards reducing the demand for “land consuming parking spaces”.

No evidence has been presented indicating that the requested variance will have a negative impact on public safety and welfare.

Yes. Staff finds that criterion 1 is met.

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

No evidence has been presented showing the granting of the Variance will injure nearby property. A primary function of minimum parking standards is to prevent overflow parking from impacting adjacent property owners. The applicant has provided information that indicates the average parking demand for seniors is less than what CBJ requires. Additionally, other communities provide reduced parking requirements for senior housing based on the reduced demand. This housing will be restricted to low income seniors, who may have an even further reduced need for on-site parking.

Yes. Staff finds that criterion 1 is met.

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

The proposed use is appropriate according to the Table of Permissible Uses. The proposed uses are listed at CBJ 49.25.300, Section 1.300 and 2.200 for the General Commercial zoning district.

Yes. Staff finds that criterion 1 is met.

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5. That compliance with the existing standards would:

(A) Unreasonably prevent the owner from using the property for a permissible principal use;

The proposed building, a mixed use facility with 42 units of senior housing and 8,000 square feet of retail/office space, is a permitted use in the GC district. The applicant is seeking a Conditional Use permit for the building. The applicant could build a smaller facility that would have a smaller parking demand.

No. Staff finds that sub-criterion 5(A) 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;

The subject property is one of the largest sites in the neighborhood; undue restraints apply to this property due to its location along Jordan Creek (50' setback required). It has been typical of properties in the area that variances for parking reductions and off-site parking have been requested and approved.

Yes. Staff finds that sub-criterion 5(B) is met.

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

The property is subject to setbacks from Jordan Creek. The site plan proposes to develop the site to further protect Jordan Creek by providing green space between the building and the creek. Jordan Creek is identified as an impaired water body. Protecting the creek requires the building to be located away from the creek and leaves less space available for parking. The only choice of the applicant is to construct a parking garage or purchase additional off-site property. Both are very expensive.

Yes. Staff finds that sub-criterion 5(C) 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.

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There are no non-conforming conditions associated with this site.

N/A

Criteria B and C are met, therefore Criterion 5 is met.

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

The granting of this Variance will allow the project to be constructed as proposed, bringing development with a mixture of housing and retail/office uses to area. In granting this Variance, it will allow for the development of 42 units of low income senior housing, which is a well-documented need in Juneau. Furthermore, it would allow for the expansion of the St. Vincent de Paul thrift store, which helps to fund other non-profit organizations, as well as provides jobs and training for the community. Reduced parking allows for more green space, providing a more vegetated buffer between the parking lot and Jordan Creek, and reducing the impervious cover of the lot, both of which protect the creek from parking lot runoff. This development conforms to the existing uses of the neighborhood.

Yes. Staff finds that criterion 6 is met.

FINDINGS

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

Yes. Staff finds 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?*

N/A. The JCMP does not apply to the development.

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

Yes. Based on the analysis above, staff has determined that the applicant has presented an argument that justifies the grounds for this Variance.

Criterion 1, 2, 3, 4, 5 and 6 are met.

RECOMMENDATION

Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and approve the requested Variance, VAR2014 0019. The Variance permit would allow for the reduction in required parking spaces from 93 to 62 for 42 units of low income senior housing and 8,000 square feet of retail/office space.

DEVELOPMENT PERMIT APPLICATION

Project Number	CITY and BOROUGH of JUNEAU	Date Received: 8/8/14
Project Name (City Staff to Assign Name)		

INFORMATION	Project Description Proposed 40 unit residential senior units and 8,000 SF		
	PROPERTY LOCATION		
	Street Address Corner of Alpine and Teal Streets	City/Zip Juneau / 99801	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) see attached		
	Assessor's Parcel Number(s) see attached 581501060030 - 90		
	LANDOWNER/ LESSEE		
	Property Owner's Name St Vincent de Paul Society Diocesan Council of SE Alaska Inc.	Contact Person: Dan Austin	Work Phone: 907-789-5535
	Mailing Address 8617 Teal St, Juneau AK 99801	Home Phone:	Fax Number:
	E-mail Address st.vincentdepaul.juneau@gei.net	Other Contact Phone Number(s): (907) 321-5222 mobile	
	LANDOWNER/ LESSEE CONSENT ***Required for Planning Permits, not needed on Building/ Engineering Permits***		
PROJECT / APPLICANT	I am (we are) the owner(s) or lessee(s) of the property subject to this application and I (we) consent as follows: A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission. B. 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.		
	X		7/29/14
		Landowner/Lessee Signature	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.		
	APPLICANT If the same as OWNER, write "SAME" and sign and date at X below		
	Applicant's Name GMD Development LLC & St Vincent de Paul Society	Contact Person: Emily Breidenbach	Work Phone: 206-745-3698
	Mailing Address 1601 Second Ave, Suite 1080	Home Phone:	Fax Number:
	E-mail Address emily@gmddev.net	Other Contact Phone Number(s): (260) 399-7526 mobile	
X		7/29/14	
	Applicant's Signature	Date of Application	

-----OFFICE USE ONLY BELOW THIS LINE-----					
STAFF APPROVALS	☒	Permit Type	**SIGN	Date Received	Application Number(s)
		Building/Grading Permit			
		City/State Project Review and City Land Action			
		Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)			
		Mining Case (Small, Large, Rural, Extraction, Exploration)			
		Sign Approval (If more than one, fill in all applicable permit #'s)			
		Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)			
		Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)			
	X	Variance Case (De Minimis and all other Variance case types)		8/8/14	var 14-019
		Wetlands Permits			
	Zone Change Application				
	Other (Describe)				
***Public Notice Sign Form filled out and in the file.					
Comments:				Permit Intake Initials	

NOTE: DEVELOPMENT PERMIT APPLICATION FORMS MUST ACCOMPANY ALL OTHER COMMUNITY DEVELOPMENT DEPARTMENT APPLICATIONS

FORMS\2010 Applications Revised November 2009

Attachment C

VARIANCE APPLICATION

Project Number	Project Name (15 characters)	Case Number <i>Var 14-019</i>	Date Received <i>8/8/14</i>																				
TYPE OF VARIANCE REQUESTED: ☐ Variance to the Sign Standard (VSG) ☐ Variance to Habitat Setbacks (VHB) ☐ Variance to Setback Requirements (VSB) ☐ Variance to Dimensional Standards (VDS) ☒ Variance to Parking Requirements (VPK)																							
DESCRIPTION OF ACTIVITY WHICH REQUIRES A VARIANCE: <i>See attached</i>																							
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): <i>See attached</i>																							
UTILITIES AVAILABLE: WATER: ☒ Public ☒ On Site <i>street</i> SEWER: ☒ Public ☒ On Site <i>street</i>																							
WHY WOULD A VARIANCE BE NEEDED FOR THIS PROPERTY REGARDLESS OF THE OWNER? <i>See attached</i>																							
WHAT HARDSHIP WOULD RESULT IF THE VARIANCE WERE NOT GRANTED? <i>See attached</i>																							
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 border="1" style="width:100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">VARIANCE FEES</th> <th style="text-align: center;">Fees</th> <th style="text-align: center;">Check No.</th> <th style="text-align: center;">Receipt</th> <th style="text-align: center;">Date</th> </tr> </thead> <tbody> <tr> <td>Application Fees</td> <td style="text-align: center;">\$ <i>400</i></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Adjustment</td> <td style="text-align: center;">\$ _____</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Total Fee</td> <td style="text-align: center;">\$ <i>400</i></td> <td style="text-align: center;"><i>05387</i></td> <td style="text-align: center;"><i>6/15/14</i></td> <td style="text-align: center;"><i>8/8/14</i></td> </tr> </tbody> </table>			VARIANCE FEES	Fees	Check No.	Receipt	Date	Application Fees	\$ <i>400</i>				Adjustment	\$ _____				Total Fee	\$ <i>400</i>	<i>05387</i>	<i>6/15/14</i>	<i>8/8/14</i>
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Total Fee	\$ <i>400</i>	<i>05387</i>	<i>6/15/14</i>	<i>8/8/14</i>																			

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM

VARIANCE APPLICATION INFORMATION

For:

Home Run

An affordable housing development located at the SE corner of Teal Street and Alpine Avenue

Description of the activity which requires a variance:

Proposed development of 42 affordable, senior housing units and 8,000 square feet of commercial retail space in a single building on 1.37 acres. Upon completion of the proposed development, the property will be deed restricted as affordable housing for a minimum of 30 years. The residential units, which will occupy the top three floors of the building, will be a mix of studio, one and two bedroom units, available to low income seniors who earn less than 60% of area median income. The ground floor retail space will house a thrift store operated by St Vincent de Paul which is currently located across Alpine Street.

The proposed development requires 92 parking spaces per CBJ Title 49. The applicant is requesting a parking variance that will allow for the development of 62 spaces.

CBJ parking standards for this property are higher than that of the downtown Juneau and Douglas core. However, based on experience with other similar senior housing projects, the applicant expects a much lower parking demand.

In 2007 Stephen Corcoran of the Institute of Transportation Planners published a document called Senior Housing Trip Generation and Parking Demand Characteristics. It concluded that the average parking demand for seniors was 0.404 spaces per unit as opposed to the 1.21 required for a standard low rise multi-family complex. The population studied was in suburban Illinois. Though the specific relief varies, as populations around the country age, many municipalities are adopting lower parking requirements for senior housing developments. The State of Pennsylvania, for example, recommends 0.4 spaces per resident, while Pasadena and Los Angeles require 0.5 spaces per resident. Other jurisdictions provide a defined percentage reduction for senior housing.

The 2012 Juneau Housing Needs Assessment estimates that between 2010 and 2030 the number of households aged 60+ in Juneau will almost double, from 4,532 to 8,769. At their February 2014 Housing Forum, CBJ noted the need for senior independent living facilities. The 42 units provided by this proposed development will only just begin to address that demand. It is the housing that is in short supply, not the parking.

Unique characteristics of land or building:

The property is uniquely situated between commercial, multi-family residential, and protected open space. Due to the nature of its location at the intersection of three different land uses, the proposed mixed-use development is an appropriate transition. The residential units have been pulled up above the street level offering views of Jordon Creek, while the ground-floor retail space is compatible with adjacent commercial uses across Teal Street.

Unlike so many of the undeveloped land parcels in Juneau encumbered by slopes, wetlands, and other cost-prohibitive development challenges, this property is flat rendering it ideal for immediate development. Furthermore the parcel is well located to nearby goods and services as well as public transit.



Why would this variance be needed for this property regardless of the owner?

In an effort to maximize the property's development potential, a parking variance is the primary tool available when considering appropriate density for a mixed-use development. The CBJ comprehensive plan policy promotes compact development within and adjacent to existing urban areas to insure efficient utilization of land resources and facilitate economic provision of urban facilities and services. That policy directly supports a higher density development which is only attainable through the granting of a parking variance.

What hardship would result if the variance were not granted?

Not granting the variance represents a missed opportunity for the City of Juneau to address the demand for much needed affordable, senior housing by supporting a proposed development appropriate to the context.

In addition, the current St Vincent de Paul thrift store has outgrown its current facility. The subject property was purchased by St Vincent de Paul in 2007 with the primary goal of constructing a new thrift store that will allow it to meet the needs of the community. In addition to providing a symbiotic relationship, the co-development of the commercial and affordable, senior units creates the economic feasibility for St. Vincent de Paul to recognize its goals in relocating the thrift store. If the parking variance is not granted, and the number of residential units are reduced to meet the parking requirements, the economic feasibility for the thrift store development is eliminated. In order to accommodate both residential and commercial parking on-site per code, 30 parking spots would need to be eliminated. That represents 20 one-bedroom units. If those units were eliminated, St Vincent de Paul could not develop the site at this time, continuing to strain current operations, and leaving the parcel undeveloped.

For twenty years the commercial success of the Thrift Store has supported the housing and charitable activities of the St. Vincent de Paul Society. The store and housing are inextricably linked. Income from the retail operations has successfully funded the family homeless shelter and the permanent affordable housing projects of the St. Vincent de Paul Society.

VARIANCE APPROVAL CRITERIA

1. **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 primary justification for granting the parking variance is that evidence has shown low income seniors are less likely to own a car and drive than the general population. An allowable use permit was granted for the development of Fireweed Place, a senior affordable multi-family property on Willoughby Avenue, in 1993 with a parking variance that provided 52 spaces for the 67-unit property. 42 of those spaces are dedicated for resident use, and 10 remain for visitors. Justification provided to reduce the parking standards was Applicant provided data that similar developments located elsewhere, as well as senior citizen facilities in Juneau similarly require less parking.

Based on the Staff Report, it appears the required parking at that time was 77 spaces. Presuming that is accurate, a 32% relief was granted. Home Run, by comparison, is asking for a 33% parking total relief. A reduction for the subject property would be consistent with the relief granted to Fireweed Place, and others.



See attached letter from Fireweed Place, noting that reduced parking has been sufficient for the needs of the residents.

2. Relief can be granted in such a fashion that the intent of this title will be observed and the public safety and welfare preserved;

The intent of this title is both observed and supported by the parking reduction requested. Purpose 1 of Title 49 is “to achieve the goals and objectives, implement the policies, of the Juneau comprehensive plan, and coastal management plan;”. There are many policies within the Comprehensive Plan that support a dense, mixed-use development of this site with commercial and affordable housing.

Policy 5.1 of the Comprehensive Plan reads “It is the policy of the City and Borough of Juneau to encourage and facilitate provision of a variety of housing opportunities in sufficient quantities and at affordable prices, to meet the housing needs of its residents. Provision of an adequate supply of housing for low and moderate income families is a top priority.” The 42 units of affordable housing proposed for this site directly reflect meeting that priority. They will be deed restricted for a minimum of 30 years, so the use will benefit Juneau for many years to come.

Purpose 6 of Title 49 is “to recognize the economic value of land and encourage its proper and beneficial use”. The subject property is a flat piece of property, close to goods, services and transit. Juneau has increasingly few of these parcels; the relief granted in the parking variance will allow the applicant to leverage the development of the parcel, maximizing the long-term benefit to Juneau by providing additional needed, affordable senior housing units.

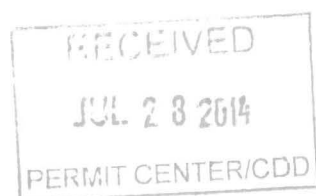
The relief granted by this parking variance enhances public safety and welfare by providing affordable senior apartments, and providing additional opportunities for job training and employment at an enlarged Thrift Store, expanding the St. Vincent de Paul mission. Further, while it is not anticipated that the demand for parking would create a need for off-site parking, Applicant anticipates working with CBJ on street improvements along Alpine and Teal Streets that would improve pedestrian safety and formalize street parking and accessibility.

3. The authorization of the variance will not injure nearby property;

There are two primary nearby property owners, with the balance of the site bounded by public land.

To the east are the Smith Hall apartments in one building, and the St Vincent de Paul homeless shelter and Thrift Store in another. The St Vincent de Paul purchase of the subject property across the street was a strategic move to improve and expand the services provided in its current location. The granting of the variance would support the goal for the strategic vision, providing a better commercial location for the Thrift Store and the development additional housing units on the subject property.

The property to the north is part of the Mendenhall Auto Mall, and is home to Stanley Ford. The “front” of these properties abuts Alpine and Mallard Streets, the “back” of these properties face the subject property across Teal Street. The “back” of the Stanley Ford property is primarily used



as a parking lot and informal storage, both paved and unpaved. The additional development enabled by the parking variance will not injure these lots or uses.

The property to the west and south is city-owned Jordon Creek. This is a creek/wetland that will not be developed. Development on the subject property will not injure or interfere with Jordon Creek in any way. Applicant has mapped the required stream buffer, and has included additional setback.

4. The variance does not authorize uses not allowed in this district;

The variance request is for parking and does not facilitate the development of any uses not allowable by the current land use designation.

5. Compliance with the existing standards would:

a. Unreasonably prevent the owner from using the property for permissible principle use.

The commercial and residential uses proposed for the site are both permissible uses, however, there are limited funding opportunities for its development. Without the variance, St. Vincent de Paul will be unable to leverage the development potential of the site through the additional residential units which ultimately provides a path for development of the Thrift Store.

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;

Compliance with the existing standards would unreasonable prevent the Applicant from using the property in a manner which is consistent to the scale of the neighborhood, because as CBJ staff noted in a 2007 Variance Request Report for this site, it has been typical of properties in the area to request variances for parking reductions and off-site parking due to the proximity to Jordon Creek and wetlands.

c. Be unnecessarily burdensome because unique physical features of the property render compliance with standards unreasonable expensive; or

Compliance with the existing standards would be unnecessarily burdensome because the subject property backs up to Jordon Creek and it's protected green space. In trying to maintain a setback from Jordon Creek and minimize development impact on that green space, Applicant is left with less land for parking. Building a parking garage or purchasing additional land for off-site parking is cost prohibitive and unnecessarily burdensome.

d. Because preexisting nonconforming conditions on the subject parcel, the grant of the variance would not result in a net decrease in the overall compliance with the land use code, title 49, or the building code, title 19 or both; and

n/a, see (c)

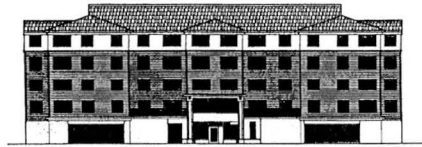
6. A grant of the variance would result in more benefits to the neighborhood.

The addition of these housing units and commercial space are a benefit to the neighborhood. The resident and retail shoppers will support the demand for public services already in the



neighborhood, such as transit. An approved variance would bring needed affordable housing for seniors plus increased capacity for the Thrift Store to provide added jobs, training and services to the community. An approved variance would add vibrancy and economic activity to the neighborhood a more attractive alternative than undeveloped land.





Fireweed Place

Tlingit-Haida Regional Housing Authority
"Housing Designed by Seniors for Seniors"
415 Willoughby Avenue Juneau, Alaska 99801
(907) 586-5000 • Fax (907) 586-5001

July 23, 2014

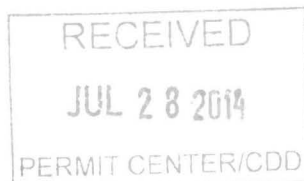
To Whom It May Concern:

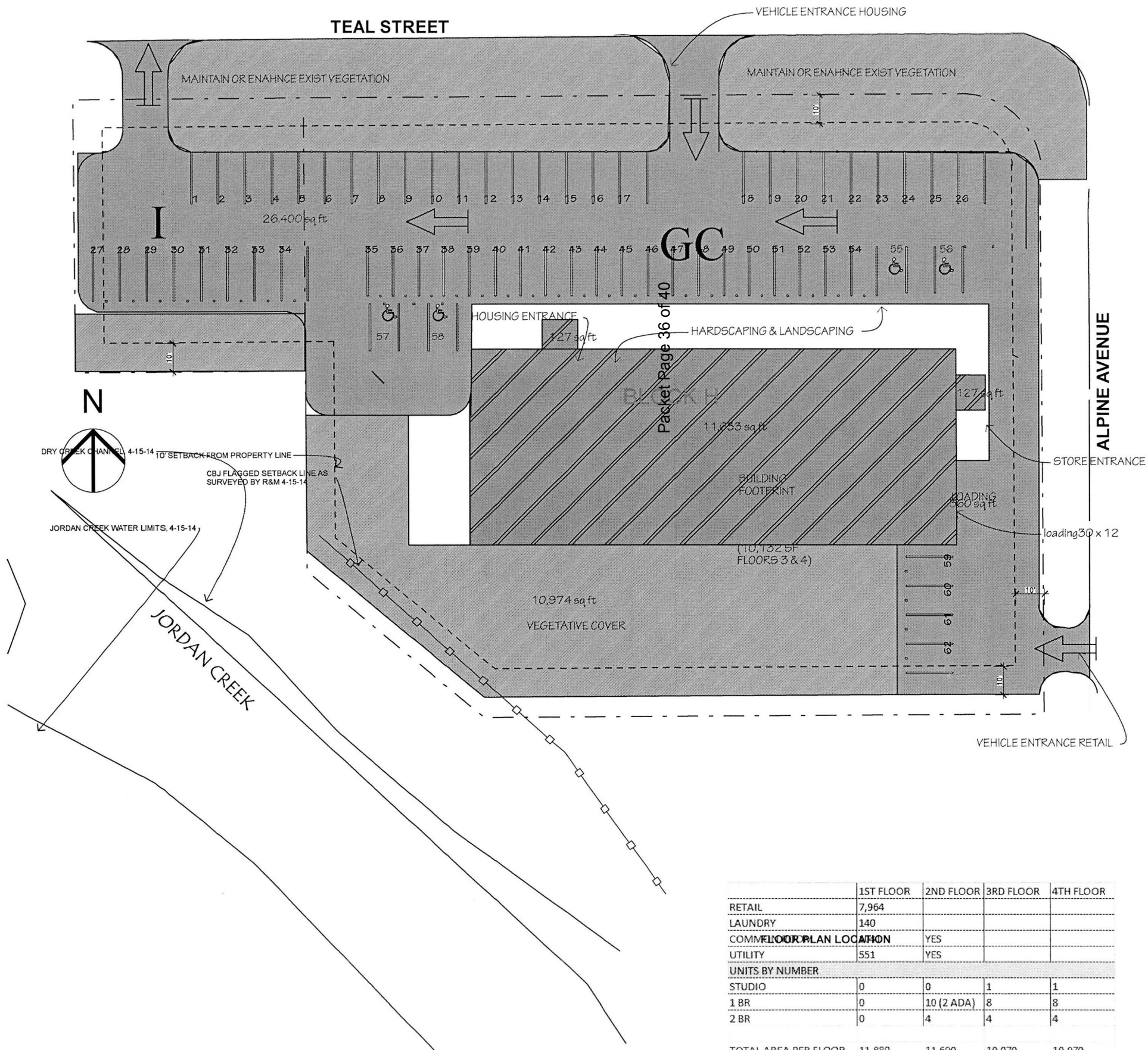
Fireweed Place, located at 415 Willoughby Avenue, Juneau, Alaska was built in 1994 and 1995. It opened for occupancy in August of 1995. It is a Senior Housing Apartment Complex for Seniors 60 years of age or older.

Fireweed Place has 67 apartments and has parking available for 40 vehicles plus an additional 9 parking spaces for visitor parking. The 40 tenant parking spaces are individually assigned to those living full time at Fireweed Place. These 40 parking spaces have in the past 19 years of occupancy been more than adequate to meet the parking requirements of our tenants.

Sincerely,
Fireweed Place

Lorilyn E. Swanson, Manager





	1ST FLOOR	2ND FLOOR	3RD FLOOR	4TH FLOOR
RETAIL	7,964			
LAUNDRY	140			
COMMERCIAL		YES		
UTILITY	551	YES		
UNITS BY NUMBER				
STUDIO	0	0	1	1
1 BR	0	10 (2 ADA)	8	8
2 BR	0	4	4	4
TOTAL AREA PER FLOOR	11,880	11,600	10,070	10,070
TOTAL AREA	43,620			

INDUSTRIAL | 7,600 sq ft / 0.17 acres
GENERAL COMMERCIAL | 52,219 sq ft / 1.2 acr
TOTAL 59,819 SF

ZONING

49.25.300 TABLE OF PERMISSABLE USES

GC 1.300 Multifamily Dwellings, allowed with notes 1, 3

[If minor development, note 1 applies, if major, note 3]

Note 1: Department approval requires department of community development approval only.

Note 3: Conditional use permit requires planning commission approval.

49.25.400 TABLE OF DIMENSIONAL STANDARDS

Height:
GC 55'
I Unlimited

Maximum lot coverage permissible/ conditional use:
GC None

Front Setback
GC 10'

Side Setback
GC 10'

Rear Setback
GC 10'
I

49.25.500 DENSITY

GC 50 units per acre

49.40.210 PARKING SPACES REQ'D/OFF-STREET LOADING

(a) - Multifamily units parking spaces required in geographic area Juneau or Douglas:

1.5 per one bedroom
1.75 per two bedroom
2.25 per three or four bedrooms

- Retail commercial:

1 per 300 square feet of gross floor area

(c) - Each off-street loading space shall be not less than 30'x12', shall have an unobstructed height of 14'-6" and be permanently available for loading.

PARKING	
TOTAL REQUIRED - 92 PARKING STALLS PER TITLE 49	
TOTAL PROPOSED - 62 PARKING SPACES	
REQ'D PARKING PER PROPOSAL OF 39 DWELLING UNITS	
(2) STUDIO X 1.5	3 PKG
(28) 1 BEDROOM X 1.5	42 PKG
(12) 2 BEDROOM X 1.75	21 PKG
SUBTTOTAL	= 66 PARKING STALLS PER TITLE 49
REQ'D PARKING PER PROPOSAL 8,000 SF RETAIL SPACE	
1 PER 300 GRS FLOOR AREA	26 PKG
SUBTOTAL	= 26 PARKING STALLS PER TITLE 49

49.40.300 TRAFFIC IMPACT

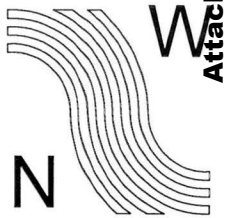
(a), (2) - A development projected to generate fewer than 250 average daily trips (ADT) shall not be required to have a traffic impact analysis (TIA).

49.50.300 MINIMUM VEGETATIVE COVER

GC 10% 5,982 SF

49.70.310 HABITAT

(a), (4) - Development restricted within 50' of the bank of streams....
(b), (1) - No disturbance within 25' of bank of stream....



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Architects LLC

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www.northwindarch.com

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IF THE ABOVE DIMENSION DOES NOT MEASURE ONE INCH (1") EXACTLY, THIS DRAWING WILL HAVE BEEN ENLARGED OR REDUCED, AFFECTING ALL LABELED SCALES.

Home Run Complex St. Vincent de Paul

*NWA 1405
#Site City, #Site State

SHEET TITLE:

SITE PLAN 4
STORY

DATE** DATE OF ISSUE **

REVISION:

CHECKED BY:

DRAWN:

SHEET #

G05

PLOT DATE: 7/22/2014

ATTACHMENT D

- 49.40.210 - Minimum space and dimensional standards for parking and off-street loading.

(a) *Table of minimum parking standards.* The minimum number of off-street parking spaces required shall be as set forth in the following table. The number of spaces shall be calculated to the nearest whole number:

Use	Spaces Required
Single-family and duplex	2 per each dwelling unit
Multifamily units	Geographic area Juneau or Douglas
	1.0 per one bedroom
	1.5 per two bedrooms
	2.0 per three or four bedrooms
	All other geographic areas
	1.5 per one bedroom
	1.75 per two bedrooms
	2.25 per three or four bedrooms
Rooming houses, boardinghouses, single-room occupancies with shared facilities, bed and breakfasts, halfway houses, and group homes	Geographic area Juneau or Douglas
	1 per 2 bedrooms
	All other geographic areas
	1 per bedroom
Single-room occupancies with private facilities	1 per each single-room occupancy plus 1 additional per each increment of four single-room occupancies with private facilities
Accessory apartments	1
Motels	1 per each unit in the motel
Hotels	1 per each four units
Hospitals, nursing, and convalescent homes	2 per bed or one per 400 square feet of gross floor area

Comment [JM1]: Delete Convalescent Home – previously removed from TPU

ATTACHMENT D

- 49.40.210 - Minimum space and dimensional standards for parking and off-street loading.**

(a) *Table of minimum parking standards.* The minimum number of off-street parking spaces required shall be as set forth in the following table. The number of spaces shall be calculated to the nearest whole number:

<u>Senior Housing</u>	
<u>Assisted Living Facility</u>	
Theaters	1 for each four seats
Churches, auditoriums, and similar enclosed places of assembly	1 for each four seats in the auditorium
Bowling alleys	3 per alley
Banks and offices	1 per 300 square feet of gross floor area
Medical or dental clinics	1 per 200 square feet of gross floor area
Mortuaries	1 per six seats based on maximum seating capacity in main auditorium
Warehouses, storage, and wholesale businesses	1 per 1,000 square feet of gross floor area
Restaurants and alcoholic beverage dispensaries	1 per 200 square feet of gross floor area
Swimming pools serving general public	1 per four persons based on pool capacity
Retail commercial	1 per 300 square feet of gross floor area
Shopping centers and malls	1 per 300 square feet of gross leasable floor area
Convenience stores	1 per 250 square feet of gross floor areas or as provided at 49.65.540(b)
Pleasure craft moorages	1 per three moorage stalls
Manufacturing uses; research, testing and processing, assembling, all industries	1 per 1,000 square feet gross floor area except that office space shall provide parking as required for offices
Libraries and museums	1 per 600 square feet gross floor area
Schools, elementary	2 per classroom
Middle school or junior high	1.5 per classroom

ATTACHMENT D

- **49.40.210 - Minimum space and dimensional standards for parking and off-street loading.**

(a) *Table of minimum parking standards.* The minimum number of off-street parking spaces required shall be as set forth in the following table. The number of spaces shall be calculated to the nearest whole number:

High school	A minimum of 15 spaces per school; where auditorium or general assembly area is available, one per four seats; one additional space per classroom
College, main campus	1 per 500 square feet of gross floor area of an enclosed area, or, where auditorium or general assembly area is available, one per four seats, whichever is greater
College, satellite facilities	1 per 300 square feet of gross floor area of an enclosed area, or, where auditorium or general assembly area is available, one per four seats, whichever is greater
Repair/service station	5 spaces per bay. For facilities with two or more bays, up to 60% of the required parking spaces may be in a stacked parking configuration
Post office	1 per 200 square feet gross floor area

ATTACHMENT E

SENIOR HOUSING & ASSISTED LIVING PROJECTS:

- 0.4 parking spaces for each dwelling unit (Arlington, Mass., pop. 42, 389)
- 0.5 spaces per unit (Kearney, Nebr., pop. 27, 431; St. Charles, Ill., pop. 27, 896)
- 0.6 of a parking space for each unit (Fairfield, Conn., pop. 57,340)
- 1 space per 1,000 square feet of gross floor area (Spartanburg, S.C., pop. 39, 673)
- 1 space per dwelling unit (Mesa, Ariz., pop. 396, 375)
- 1 per each dwelling unit, plus 1 per every 3 employees (Royal Oak, Mich., pop. 60, 062)
- 1 for each 3 beds (Ewing Township, N.J., pop. 57,564)
- 1 per 2 units, plus 1 per each employee @ peak time (Issaquah, WA, pop. 30,434)

ASSISTED LIVING FACILITIES:

- 0.3 per resident (Pennsylvania residential living standards)
- 1 per 4 bedrooms, plus 1 per each 2 employees (Auburn, WA pop. 74,860)
- 1 space for each 2 units, plus 1 per each employee @ max. shift (Issaquah, WA, pop. 30,434)