

Agenda

Planning Commission - Ad Hoc Committee City and Borough of Juneau

June 28, 2018

Auke Bay Implementation: Marine View Building, 4th Floor
12:00 PM

- I. **ROLL CALL**
- II. **APPROVAL OF AGENDA**
- III. **APPROVAL OF MINUTES**
 - A. Draft Minutes - May 17, 2018 Auke Bay Implementation Committee Meeting
- IV. **AGENDA TOPICS**
 - A. Zoning versus Overlay: Where regulations should live
 - B. Viewsheds/Bonuses - Next Steps
 - C. Zoning Regulations: Mandatory versus Opt-in
- V. **COMMITTEE MEMBER COMMENTS AND QUESTIONS**
- VI. **ADJOURNMENT**

**Planning Commission
Auke Bay Implementation Ad Hoc Committee**

Friday May 17, 2018

12:00 PM

Marine View Building
4th Floor Large Conference Room

Call to order 12:05

I. Roll Call

Planning Commission

Dan Miller (Chair)

Paul Voelckers

Dan Hickok

Nathaniel Dye

Assembly Member Loren Jones

Staff

Beth McKibben, Planning Manager, CDD

Allison Eddins, Planner II, CDD

Bhagavati Braun, Administrative Assistant, CDD

Members of the public were in attendance – see sign in sheet

II. Approval of Agenda

Approved with changes including reordering of the agenda and the addition of public comment (all changes reflected below).

II. Approval of Minutes

A. April 13, 2018 Draft Minutes

Mr. Dye moved to approve the minutes with no edits

The motion was approved

IV. Agenda Topics

A. Auke Bay Ownership Map

Ms. Eddins gave an overview of the maps created by the Auke Bay Area Plan Steering Committee. The two maps show different boundaries for the “Center” of Auke Bay. One is in the plan adopted by the Assembly. The other was adopted by members of the Auke Bay Steering Committee after the plan was adopted; this map was not approved by any official body other than the Steering Committee (both maps are in the meeting packet). Ms. Eddins stated

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that both of these maps are a good starting point for Commissioners to use when making their determination on where to focus the “Center” of the Auke Bay Area for the purposes of this Committee. The Auke Bay Area Plan has a definition and design standards for the “Center” which could help the committee decide where to rezone.

The Center – *This area is the focal point of Auke Bay, where all roads, trails, sidewalks and marine routes intersect. It is an area intended to create a setting for a new “small town center” containing multi-story buildings with a mixture of uses with an emphasis of ground floor commercial and residential above. Although this area provides efficient vehicular access, it also provides safe and accessible pedestrian access to nearby uses such as Statter Harbor, UAS, and nearby neighborhoods. A new local grid street network is envisioned in the Center to provide a framework for future pedestrian-oriented building facades and streetscapes.*

Mr. Voelckers asked for clarification on the status of the Auke Bay Steering Committee stating that members of the public have disputed the standing of the Steering Committee as the voice of the Auke Bay Area. He stated that the Committee should be cognizant of this and whether the Steering Committee was an official or a more self-selected body of interested parties. It was clarified that the Steering Committee was a somewhat informal body whose membership changed throughout the process. Once the Area Plan was adopted the body’s primary mission was over and they are no longer active as the Auke Bay Area Plan Steering Committee. The members of the Auke Bay Steering Committee who were active at the time of the plans adoption were generally the same members who approved the second map (listed above).

Mr. Miller allowed public testimony at this time.

Gerald Quigg – 3870 Bayview Ave

Mr. Quigg pointed out that the rights-of-way in Tanner Terrace subdivision are substandard and any higher density would cause issues on the road, as well as at the ingress/egress from the subdivision, stating that the increase in traffic from the 8-plex that was built in the subdivision has caused some parking and other road-related issues. He pointed out that if a higher density is desired it could go in undeveloped areas of Auke Bay, suggesting the empty land around the elementary school. He stated that he would be happy if the subdivision remained in its current zoning, and requested that the Committee keep this in mind whatever they decide.

Mark Schwan – 12090 Cross St

Mr. Schwann stated his preference for keeping the Tanner Terrace subdivision a neighborhood like it is now, adding that it would be nice to stay a bit separate from the commercial entities. He voiced his support for the newer boundaries that put Tanner Terrace just outside the Auke Bay Area “Center”.

Jeremy Woodrow – 3875 Seaview Ave

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Mr. Woodrow pointed out the potential impact on the assessment and real value of the property, stating that the established neighborhood, the views, etc. were all a part of the value of their homes. A change of zone, he stated, would change property values.

He also voiced concern about “piecemeal” rezoning, which is how he regarded the recent rezone request (AME2017 0013). He stated that it would be good for prospective property owners to know what the probable future zoning for their property or nearby properties would be to aid in making a sound financial decision.

He also stated that more “visible public involvement” (Mr. Woodrow’s words) was asked for by members of the Assembly. He voiced his disagreement with this statement, but noted that his presence in the room was because of it.

Mr. Quigg added that the homeowners present were there because of a phone call he had placed the night before. If the group had known about the meeting earlier, he stated, there would likely be more than five homeowners present.

Debbie Ballam – 10090 Cross St

Ms. Ballam expressed concern for the potential of losing views, stating that the view is one of the reasons she loves her home. She expressed concern about losing both monetary and personal value of her home by losing the view. She also echoed comments above about parking and circulation on the roads in the subdivision, highlighting issues with entering onto Glacier Highway from the subdivision.

Mr. Miller stated that the Planning Commission wanted to study the area further before approving any zone changes. He outlined this Committee’s goal and process through potential adoption of a new zoning district by the Assembly adding assurances that there will be many opportunities for public comment and participation. “Hopefully we’ll get it right and you’ll express your support!”

The Committee shared their agreement that established neighborhoods should remain undisturbed. Discussion ensued about where exactly the “Center” should be. Mr. Hickok suggested that the Caroline Street neighborhood be left outside of the “Center” as well. Mr. Voelckers voiced questions about extending the “Center” to the east of Glacier/Mendenhall Loop Road. Mr. Miller agreed, stating that Mendenhall Loop Road makes a natural boarder to the “Center”.

After some discussion about current zoning as compared to Comprehensive Plan maps Ms. McKibben stated that the Comprehensive Plan maps are meant to be aspirational, not legislative, they should give an idea of what to look for when rezoning. She added that the current maps in the Comprehensive Plan mostly show what is on the ground and don’t have much aspiration. Ms. McKibben also clarified that through this process the Auke Bay Area Plan maps, current zoning maps, and Comprehensive Plan maps should all be reviewed and amended accordingly, emphasizing the need to be thoughtful throughout the process so it gets done right. Mr. Miller suggested that this be brought up with the Comprehensive Plan Ad Hoc Committee.

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Mr. Voelckers suggested that Staff reach out to the University of Southeast Alaska (UAS) to see what their aspirations are and how they intend to use the land they have been acquiring into the future.

Mr. Voelckers moves that the diagram presented by Mr. Dye (attached) represents a tentative starting point for the boundaries for the “Center” of the Auke Bay Area Plan.

Discussion: some discussion on exact boundaries and refinement of the map ensued. The Committee excluded Tanner Terrace and Caroline Street from the boundary, added some of CBJ undeveloped land to the West of the Elementary school land, and extended the south boundary toward Auke Creek. There was some discussion of including more of the UAS land and some other areas which were not incorporated, some of the reasoning here was to create the transition zone from the “Center” to less dense development.

Motion carried unanimously.

Commissioners asked if there had been a decision about how many zones were being considered. Staff reminded the Committee that that had not been determined firmly at this time, but the direction the Committee has set was to look at one or two new zoning districts with an overlay.

Ms. Eddins proposed asking UAS to participate in the next meeting which the Committee agreed would be appropriate. She outlined her goals for the next meeting: looking at current density compared to proposed new density; discussing staff’s recommendations about zoning regulations vs overlay district regulations, including what should be mandatory and what should be optional, and how to incentivize things like building design, screening, and landscape standards. Ms. McKibben asked the Committee to think about Mixed Use and whether they would like to require or incentivize it in the new zone(s). Mr. Dye asked if staff could compile a list of successful incentives for the Committee to review. Staff answered that the incentives (bonuses) in CBJ code are difficult to interpret and are not used well, however Ms. Eddins said she has heard from developers who have said they would use the incentives if they were clear and easy to understand. Mr. Voelckers suggested that looking at the bonuses area of code would be a good priority for the Title 49 Committee.

Mr. Voelckers brought up viewsheds asking if there were certain points of geometry in the Auke Bay Area Plan or any height restrictions etc. He suggested the Committee take some time to think about viewsheds and what mechanism they can use to address this issue. Ms. McKibben suggested that a condition could be required the new zone that would require buildings over a certain height to apply for a Conditional Use Permit, she suggested that this would put the onus on the applicant. Mr. Voelckers added that the onus would also be on the Planning Commission and that there would need to be quantifiable ways of assessing viewsheds. Ms. Eddins added that the Auke Bay Area Plan doesn’t give very clear guidance on this, though viewsheds are highlighted in the plan.

Staff showed the members of the public how to access the CBJ meeting schedule as well as Novus to see the upcoming packets.

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B. Mandatory Regulations vs. Opt-In

C. Public Comment

D. Zoning vs. Overlay: Where Regulations Should Live

E. Planning Area Boundary Maps and Definitions

V. Committee Member Comments and Questions

Next meetings June 7 and June 28 noon

VI. Adjournment

1:16



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 155 S. Seward Street • Juneau, AK 99801

Date: June 4, 2018
To: Auke Bay Implementation Ad Hoc Committee
From: Allison Eddins, Community Development

Subject: Zoning Regulations, Overlay Regulations, and Incentives

The Auke Bay Implementation Ad Hoc Committee formed in January 2018 with the mission of implementing the Auke Bay Area Plan (ABAP). At the April 13, 2018 meeting the Committee decided that the best path forward is the creation of a new zoning district(s) that would reflect the general vision and land use goals of the ABAP with the plan's more specific goals being accomplished through the creation of an overlay district.

For the June 6th meeting staff would like input regarding which regulations should be in a zoning district(s) and which should be in an Auke Bay specific overlay district. Additionally, which overlay district regulations should be mandatory and which should be opt in? Below is staff's recommendation.

Zoning District(s) Regulations

- Permissible Uses
- Density Standards
 - Mixed use development receives higher density as a bonus
- Dimensional Standards
 - Maximum square footage for one story, single use buildings
 - Lot size
 - Lot coverage
 - Setbacks
 - Building heights
- Vegetative Cover
- Parking Standards
 - Minimum Parking Requirements (20% reduction from what is currently required)
 - New parking lots located along the side or rear of a building

Overlay District Regulations

Mandatory

- Waterfront-specific Uses

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- Special height and side yard setback standards to protect viewsheds - exceptions will require a Conditional Use Permit
- Screening standards required for commercial/existing industrial developments adjacent to residential uses (not zoning districts), AND multi-family adjacent to single-family residential uses
- Special parking lot location standards for waterfront properties – exceptions will require a Conditional Use Permit

Optional

- Building design standards (canopies, recessed entryways, 25% transparency for windows at street level) – density bonus for opting in
- Screening standards for commercial and multi-family properties not abutting residential uses – density bonus for opting in
- Landscaping standards for commercial and multi-family properties - density bonus for opting in
- Site features (outdoor seating, outdoor planters, public art, pedestrian walkways) - density bonus for opting in
- Reduction in parking if providing bike/ped infrastructure or proximity to a transit stop and provide a bus shelter

In order to make the Overlay District regulations more palatable compliance should come with bonuses. Staff is recommending density bonuses and/ or parking reductions for compliance with optional design standards and public improvements. Between Title 49 (Land Use Code) and Title 04 (Administrative Code), CBJ has bonus regulations. (See Attachment A) These are not well known and are infrequently used by the development community. Based on preliminary research conducted by staff, there is no clear best practice when it comes to incentive zoning; every community creates regulations that meet their specific needs. Staff will continue to work on a set of proposed standards to present to the Ad Hoc Committee at the June 28th meeting.

As we discuss bonuses more in depth on June 28th we should keep in mind the correlation between increased density and increased building heights. Attachment B is a view shed map with four yellow dots that indicate points of interest within the “Auke Bay Center”. The areas shaded in green currently have a view of one of the four dots; the areas in pink do not. One way to mitigate this density/building height conflict may be Floor Area Ratio (FAR) (See Attachment C). We can also discuss this at the June 28th meeting.

Bonus Standards Currently in Code

49.60 BONUS PROCEDURE AND POLICY

- Bonus may only be granted for major development. Total points approved by PC.
- Density bonus – 10% increase in allowable units for every 7 points
 - Cannot exceed 50% of allowable density; minimum density of the next higher zoning district; the density limits for on-site water and waste water.
- Height bonus – only for MU2
 - For 5 points a building's height can be increased to a maximum of 45'.
 - Useless – MU2 max height allowed is already 45'.
- Sensitive Area bonus – landslide/avalanche, habitat and watershed
 - Points for interest in land beyond what is required in 49.70 Habitat. This applies to stream side setbacks.(Maximum of 4 points – Title 4)
 - Points for providing public access; required or voluntarily (Maximum of 2 points – Title 4)
 - Points for deeding reserved land to CBJ (Maximum of 1 point – Title 4)
- Non-vehicular, Alternative Transportation and Traffic Impacts
 - Points for development within the USB for pedestrian paths, sidewalks, bike paths, etc. beyond what is required in 49.35, and for bus pull-outs and shelters (Maximum of 5 points for pedestrian improvements and 3 points for bus pull out and shelter – Title 4)
 - Points for traffic mitigation measures on public roads (Maximum of 3 points for increasing LOS – Title 4)
- Public Services and Facilities
 - Points for developments inside the USB to connect at the developers expense to the public water, sewer and storm drain system located more than 500 feet from the property line (5 points for each utility)
 - Points for reducing the risk of injury or property damage from fire or for improving firefighting measures (2 points)
- Energy Efficiency
 - Points for minimizing consumption or reducing peak energy demand (1 point for every 15% reduction in average energy consumption)
- Mixed Use
 - Commercial development in the “downtown area” may be awarded bonus points for including residential units. Only applies to the MU districts. (1 point for 1 residential unit; 2 points for 2 or more)
- Project Design
 - Points for protecting “scenic vistas viewable from public spaces”. (Maximum of 5 points)
 - Points for awnings and canopies in the geographic area of Juneau (Maximum of 3 points)
- Vegetative Cover

- o Points for multi-family, commercial and industrial developments that maintain more than the minimum vegetative cover. (Points awarded based on table below)

Zoning District	Minimum Required Percent of Lot Devoted to Vegetation	25% Increase Percent Vegetation For 1 Point	50% Increase Percent Vegetation For 2 Points
D1, D3, and D5 residential districts	20	N/A	N/A
D10, D15 and D20, Multifamily residential districts	30	38	45
MU, Mixed use district	5	6	8
LC, Light commercial district	15	19	23
GC, General commercial district	10	13	15
WC, WCO, & WCR, Waterfront commercial district	10	13	15
WCI, Waterfront commercial/industrial districts	5	6	8
I, Industrial district	10	13	15

49.65 SPECIFIED USE PROVISIONS

49.65.500 Convenience Store Overlay District

(a) The planning commission may allow development in excess of 3,000 square feet but no more than 5,000 square feet of total gross floor area upon written findings awarding a bonus. Except as otherwise provided in this section, the bonus shall be 500 square feet each for compliance with any of the following criteria:

- (1) The area proposed for retail alcohol sales is less than 1,500 square feet in net floor area. The bonus shall be 1,000 square feet.

- (2) The development includes a lighted pathway on site connecting to bus stops, crossings, walkways or other points of off-site pedestrian activity and indicated by a surface material or color reasonably different from adjacent areas. Lighting shall be shielded from residential uses.
- (3) The development includes a covered bicycle rack comprising at least five stalls and not encroaching into a pedestrian walkway or vehicle area.
- (4) The loading area, garbage containers, utility meters and mechanical equipment are to a reasonable extent visually and acoustically screened from adjacent residential property.
- (5) The development includes a public transit facility approved by the Manager and the Alaska Department of Transportation and Public Facilities. The maximum bonus shall be 1,000 square feet.
- (6) The berm required by [section 49.65.530](#)(f)(2) is at least ten feet wide.
- (7) At least ten percent of the interior parking area is planted with a mixture of trees, shrubs, or planter boxes.
- (b) An award of a bonus under subsection (a)(3) or (a)(5) of this section shall reduce the parking otherwise required by CBJ [49.65.530](#)(g) to one space per 350 square feet of gross floor area.

49.75 REZONINGS, SPECIAL STANDARDS, REGULATIONS AND TEXT AMENDMENTS

49.75.210 Bonus standards and criteria

The commission may adopt regulations under [chapter 01.60](#), establishing standards and criteria for awarding bonuses.



Attachment B

CALCULATING FLOOR AREA RATIO

LOCAL PLANNING HANDBOOK

WHAT IS FAR?

Floor area ratio (FAR) is the measurement of a building's floor area in relation to the size of the lot/parcel that the building is located on. FAR is expressed as a decimal number, and is derived by dividing the total area of the building by the total area of the parcel (building area ÷ lot area). FAR is an effective way to calculate the bulk or mass of building volume on a development site, and is often used in conjunction with other development standards such as building heights, lot coverage and lot area to encourage a community's desired arrangement and form of development. In this context, higher FARs indicate greater building volume.

PURPOSE AND ROLE IN PLANNING

FAR is most often used to express development intensity of non-residential land uses, and integrated into a community's zoning and other land development controls. FAR can be used to either limit the intensity of land use to lessen the environmental impacts of development or to control the mass and scale of development. In addition, by referencing characteristics for a given land use such as number of employees and number of vehicle or transit trips per square foot of building space, FARs can estimate the potential impact of a proposed development scenario. FAR is sometimes used as an analytical tool for projecting the impact of different land use and development intensity scenarios.

HOW TO CALCULATE FAR

Typically, FAR is calculated by dividing the gross floor area of a building(s) by the total buildable area of the piece of land upon which it is built. Your community may choose to measure floor area and land area differently based upon local standards, policies, and other conditions. However, to calculate FAR using gross floor area and buildable land area, take the following steps:

- STEP 1.** Determine the total BUILDABLE LAND AREA, in terms of square feet, for the site. Buildable land area is that portion of a development site where construction can legally and reasonably occur – so public streets and rights-of way, wetlands and watercourses, and other constraints would not be included.

Buildable Land Area (B) = (Parcel Width x Parcel Depth) – Square feet of undevelopable land (if applicable)
- STEP 2.** Determine the FLOOR AREA of each story of the building. Calculate the area of each story (floor) of the building, typically measured between the exterior walls. Those portions of each story above the ground surface prior to any manipulation or grading are usually included in the calculation.
- STEP 3.** Determine the GROSS FLOOR AREA of the Building. Gross floor area is the sum of the floor area of each story.

Gross Floor Area (G) = Floor Area of 1st Story + Floor Area of 2nd Story... for all floors above the ground
- STEP 4.** Calculate the FLOOR AREA RATIO. Divide the GROSS FLOOR AREA by the BUILDABLE LAND AREA. The result is the Floor Area Ratio (FAR).

Floor Area Ratio (FAR) = (G)/(B)

FAR ILLUSTRATED

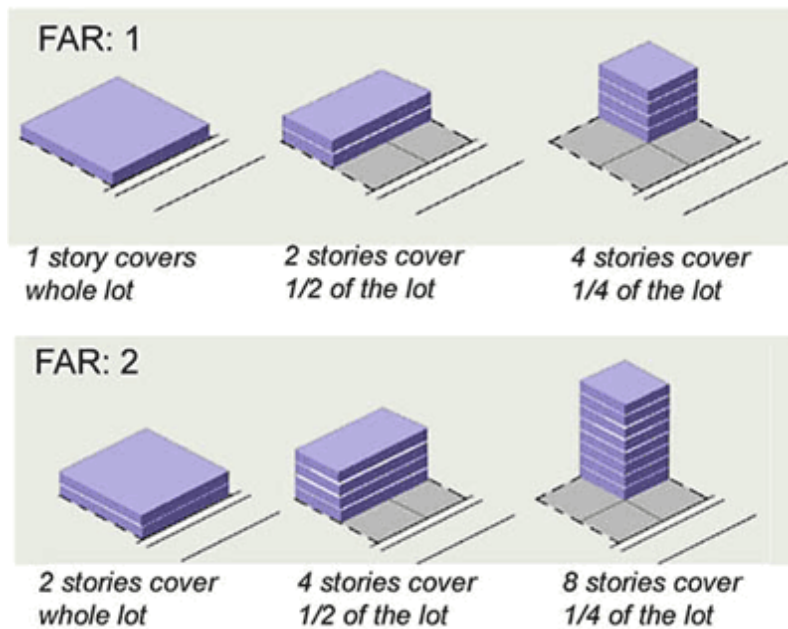


Figure 1. FAR Illustration (Image Credit: Julie Campoli, Visualizing Density)

EXAMPLE: Calculating FAR

A development company is planning to build a two-story building on a rectangular parcel that has 100 feet of street frontage and 200 feet of depth. The first story measures 50 feet by 200 feet, and the second story measures 50 feet by 200 feet. There are no public rights-of-way, or other exceptional development limitations on the parcel.

Step 1. Determine the total BUILDABLE LAND AREA for the site.

$$(B) = (\text{Parcel Width} \times \text{Parcel Depth})$$

$$(B) = 100 \text{ ft.} \times 200 \text{ ft.}$$

$$(B) = 20,000 \text{ ft}^2$$

Step 2. Determine the FLOOR AREA of each story of the building.

$$\text{Story 1 Floor Area} = 50 \text{ ft.} \times 200 \text{ ft.} = 10,000 \text{ ft}^2$$

$$\text{Story 2 Floor Area} = 50 \text{ ft.} \times 200 \text{ ft.} = 10,000 \text{ ft}^2$$

Step 3. Determine the GROSS FLOOR AREA of the Building.

$$(G) = 10,000 \text{ ft}^2 + 10,000 \text{ ft}^2 = 20,000 \text{ ft}^2$$

Step 4. Calculate the FLOOR AREA RATIO.

$$\text{FAR} = G/B$$

$$\text{FAR} = 20,000 \text{ ft}^2 / 20,000 \text{ ft}^2 = 1.0$$

June 2015

Auke Bay Zoning and Overlay Regulations – Working out the details

Auke Bay Ad Hoc Committee
June 28, 2018



Recap May 28th Meeting



The Center

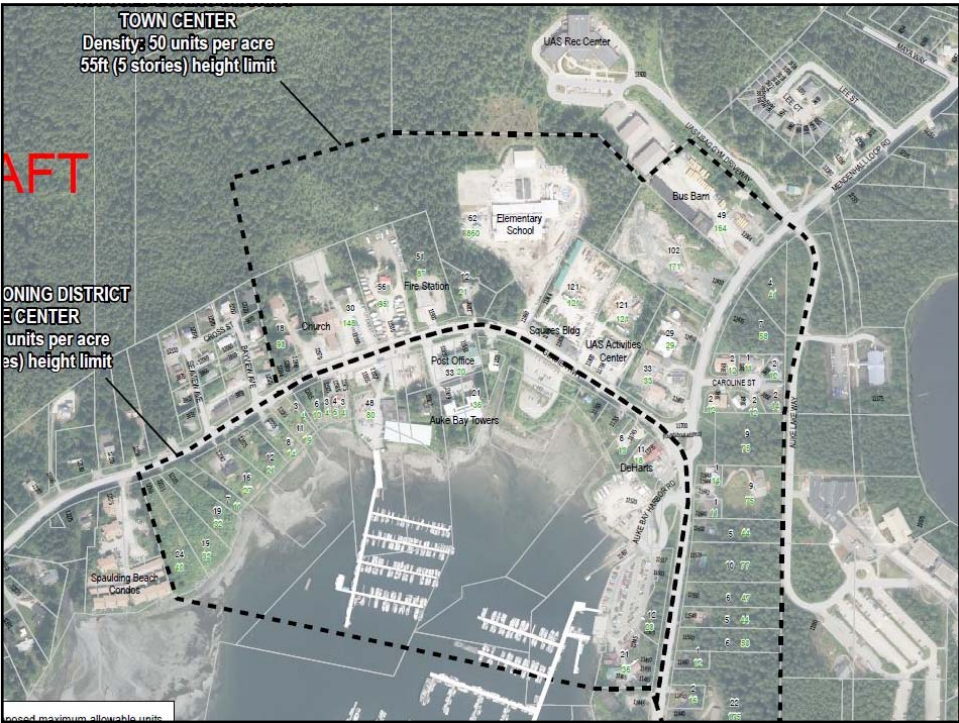
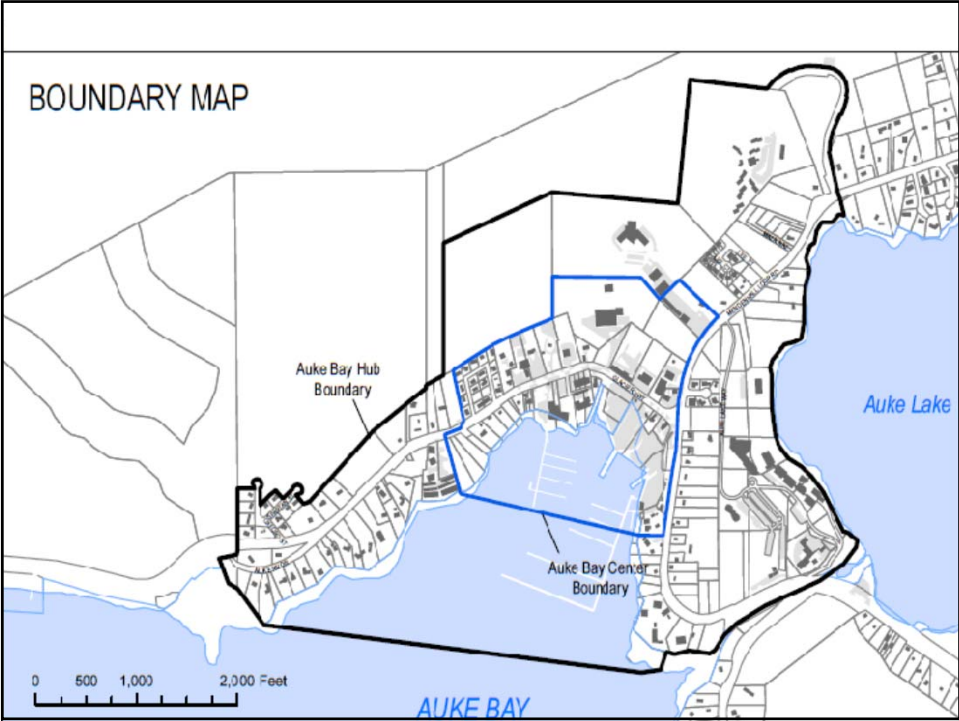
The Center – This area is the focal point of Auke Bay, where all roads, trails, sidewalks and marine routes intersect. It is an area intended to create a setting for a new “small town center” containing multi-story buildings with a mixture of uses with an emphasis of ground floor commercial and residential above. Although this area provides efficient vehicular access, it also provides safe and accessible pedestrian access to nearby uses such as Statter Harbor, UAS, and nearby neighborhoods. A new local grid street network is envisioned in the Center to provide a framework for future pedestrian-oriented building facades and streetscapes.



“Center” Land Use and Design Standards

- Densities between 30-50 units per acre
- Small-scale commercial and marine uses
- Building heights of at least two stories
- Protect key view sheds with height maximums
- Mixed-use development (Ground floor commercial w/ residential above)
- Maximum setbacks along right-of-ways
- Reduced parking requirements and parking located in the rear or side
- Design standards for building facades – transparency, recessed entryways, canopies,
- Screening of mechanical/electrical equipment, trash receptacles
- Connected street grid with narrow travel ways, wide sidewalks & on-street parking





For Today

What are the goals of today's meeting?

1. Come to consensus on which regulations should be in a new zoning district and which should be in an overlay.
2. Decide which overlay regulations should be mandatory and which should be optional.
3. Discuss next steps for viewsheds and bonuses



Zoning District Regulations – Staff's Recommendation

- Permissible Uses
- Density Standards
 - o Mixed use development receives higher density as a bonus*
- Dimensional Standards
 - o Maximum square footage for one story, single use buildings*
 - o Lot size
 - o Lot coverage
 - o Setbacks
 - o Building heights
- Vegetative Cover
- Parking Standards
 - o Minimum Parking Requirements (20% reduction from what is currently required)*
 - o New parking lots located along the side or rear of a building*



* Indicates that regulation is not in any existing zoning districts

Overlay District Regulations – Staff's Recommendation

Mandatory

- Waterfront-specific Uses
- Special height and side yard setback standards to protect viewsheds - exceptions will require a Conditional Use Permit
- Screening standards required for commercial/existing industrial developments adjacent to residential uses (not zoning districts), AND multi-family adjacent to single-family residential uses
- Special parking lot location standards for waterfront properties – exceptions will require a Conditional Use Permit

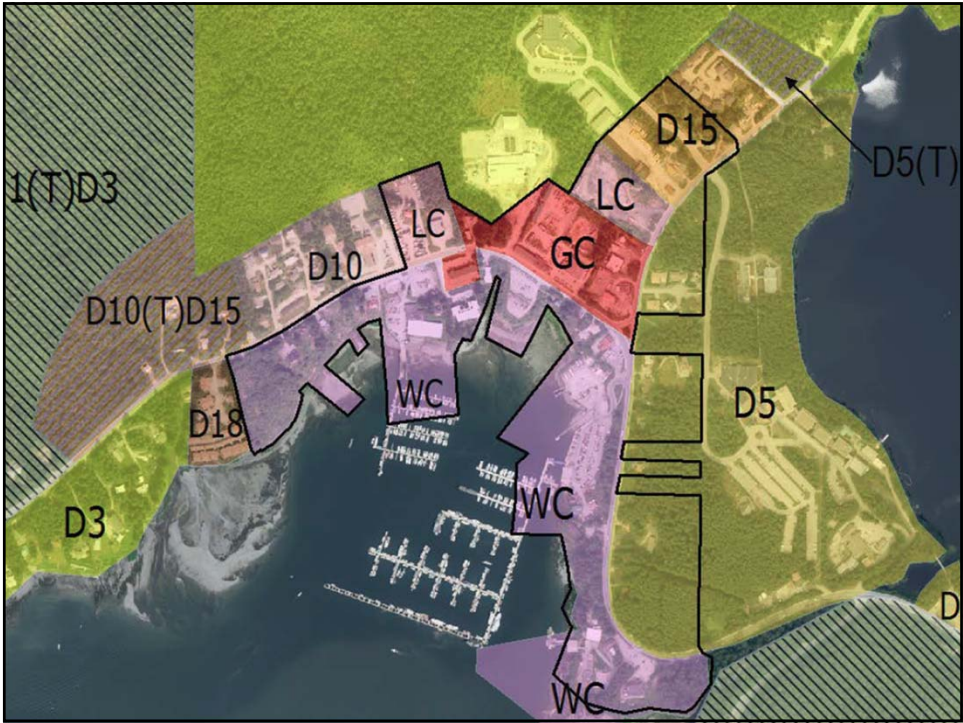


Overlay District Regulations – Staff's Recommendation

Optional

- Building design standards (canopies, recessed entryways, 25% transparency for windows at street level) – density bonus for opting in
- Screening standards for commercial and multi-family properties not abutting residential uses – density bonus for opting in
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- Reduction in parking if providing bike/ped infrastructure or proximity to a transit stop and provide a bus shelter





Existing Density Maximums

D-10	10 units per acre
D-10 SF	Density determined by minimum lot size in section 49.25.400 and special density requirements in section 49.25.510 .
D-15	15 units per acre
D-18	18 units per acre
LC	30 units per acre
GC	50 units per acre
WC	18 units per acre

Any Questions?



Small Scale Retail /Commercial

What does 5,000square foot footprint look like?

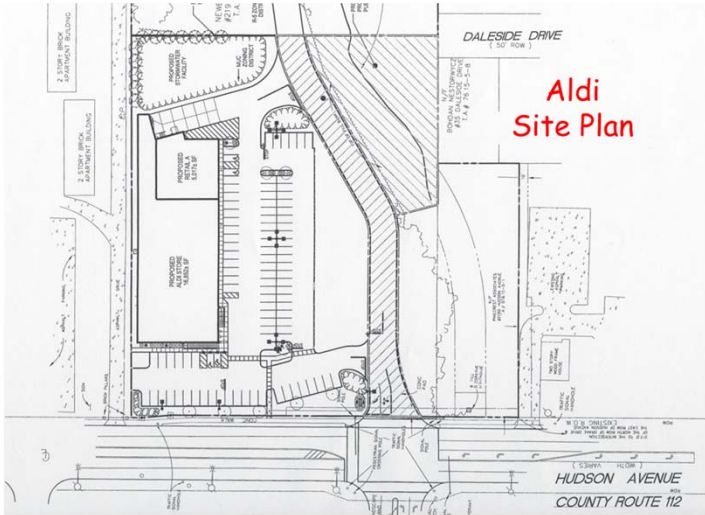


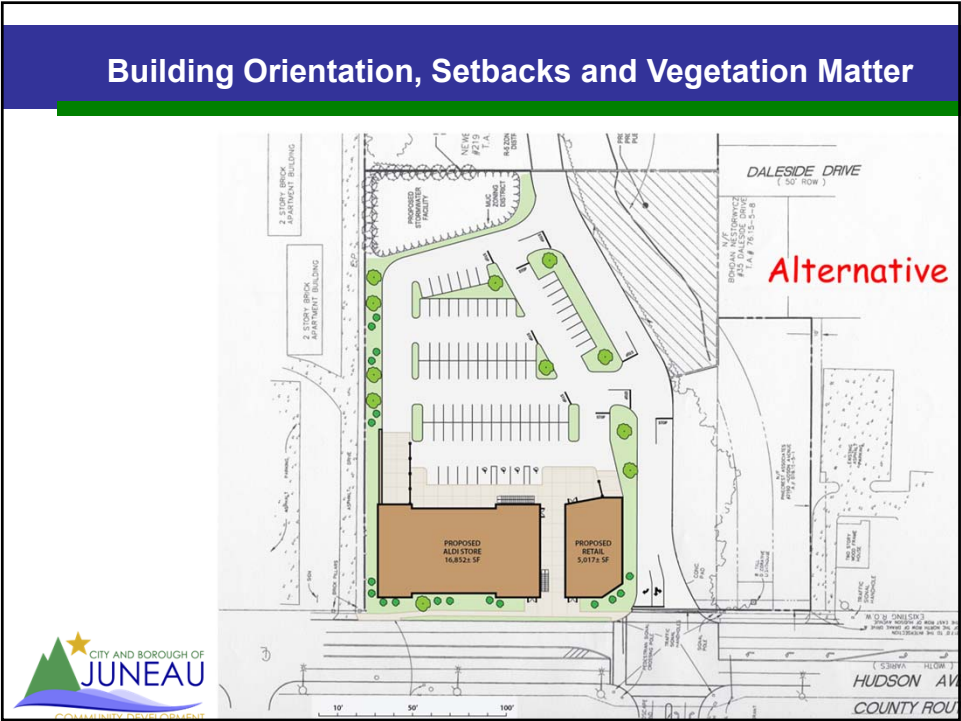
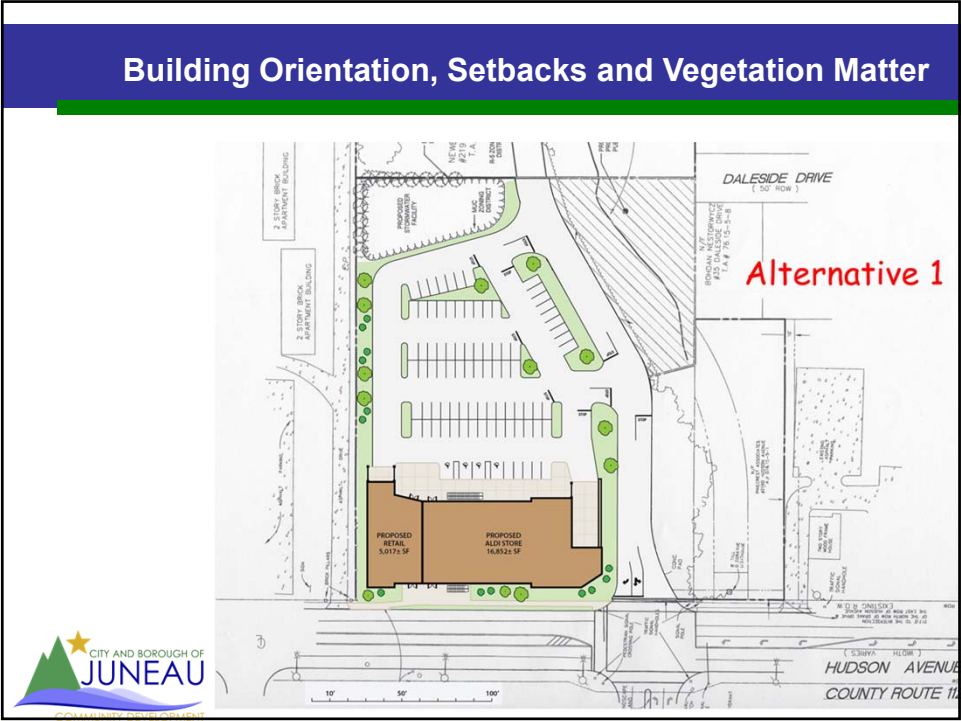
Small Scale Retail /Commercial

What does 10,000square foot footprint look like?



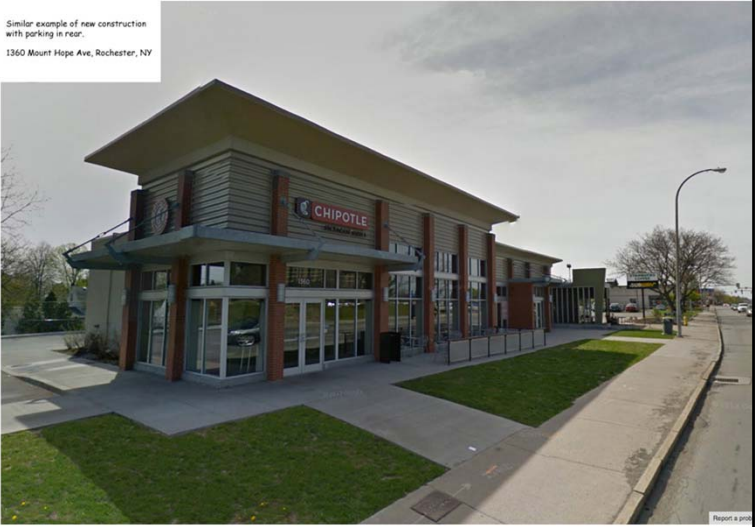
Building Orientation, Setbacks and Vegetation Matter





Building Orientation, Setbacks and Vegetation Matter

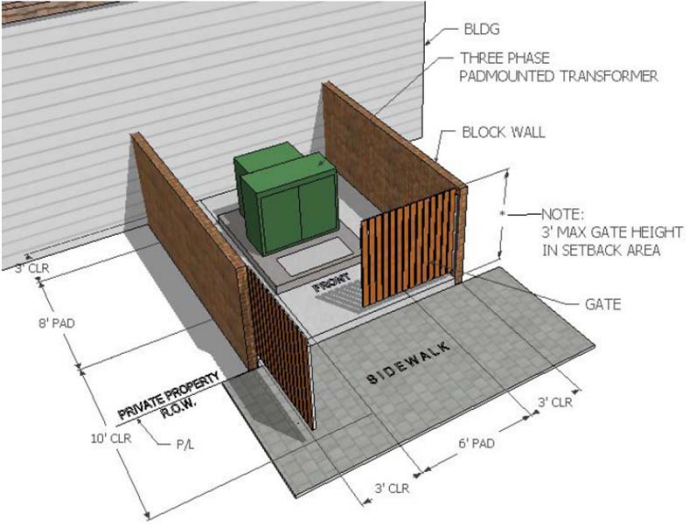
Similar example of new construction with parking in rear.
1360 Mount Hope Ave, Rochester, NY



Report is prepared by



Screening and Landscaping



BLDG

THREE PHASE PADMOUNTED TRANSFORMER

BLOCK WALL

NOTE: 3' MAX GATE HEIGHT IN SETBACK AREA

GATE

3' CLR

6' PAD

10' CLR

3' CLR

6' PAD

3' CLR

3' CLR

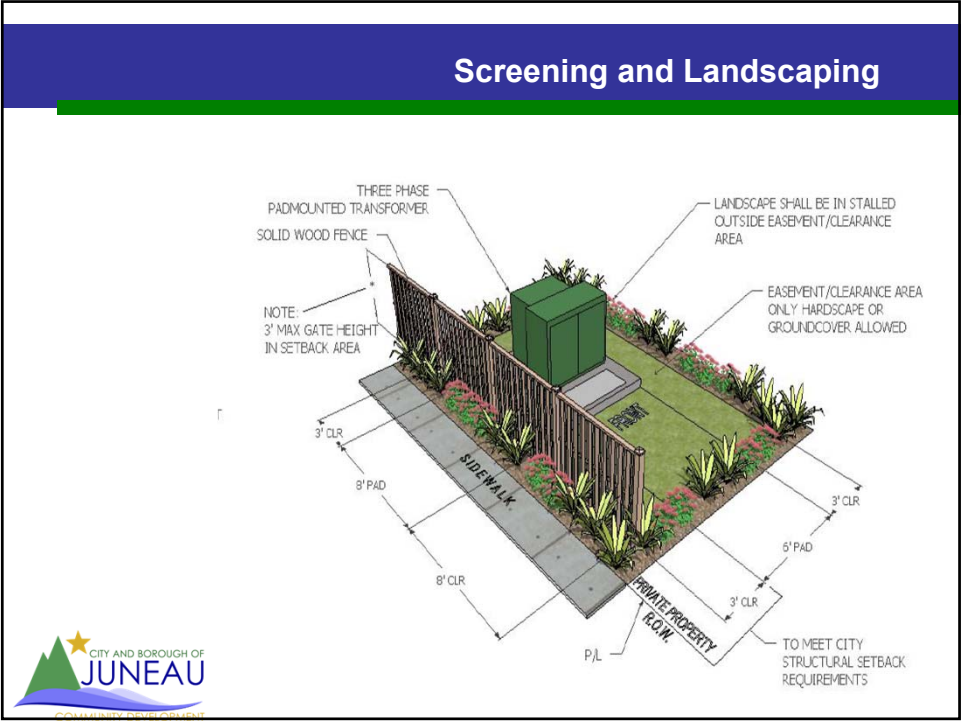
6' PAD

3' CLR

SIDEWALK

PRIVATE PROPERTY P.O.W.





Any Questions?