

DRAFT
Land Use and Facilities Chapter

Auke Bay Area Plan

Existing Conditions

The village center of Auke Bay, which is roughly defined as the area from Harbor Drive to Fisherman’s Bend, on both sides of Glacier Highway, has been developed with a wide variety of uses. Restaurants, a bar, a United States Post Office, fire station, RV park, multiple churches, private and public schools, offices, single- and multi-family residences, marine services, and outdoor storage reflect a relatively lackadaisical approach to land use regulation and lack of a cohesive vision for the area. Current zoning for this area continues to promote, and even require, a wide variety of sometimes incompatible uses, as a patchwork of zoning districts ensures that each property is treated differently than its neighbors.

Just beyond the village core, the University of Alaska Southeast, additional single- and multi-family residences, federal offices and laboratories, seafood processing, private and public ferry/shuttle facilities, large-scale tourism operations, a rock quarry, and a wide variety of recreational opportunities add to the vitality of the area – and to the potential for conflict between proximate uses.

The 2013 *Comprehensive Plan* describes the Auke Bay village area and university as “Urban” in form, “characterized by low- to mid-rise residential and commercial structures, often with the uses mixed within the same structure or with commercial uses lining the edges of residential neighborhoods. Typical mass and scale of these urban neighborhoods are 2 to 3-story structures separated by parking lots, roads, sidewalks and landscaping or small yards.”¹ The plan calls for in-fill development within the Urban Service Area in order to take advantage of existing urban services and utilities, and for areas along transit routes to be developed as Transit Oriented Development, with a mixture of housing types, sizes, and prices in proximity to commercial uses and employment. The plan makes a clear connection between land use and transportation, with an emphasis on improving the relationship between buildings and the street, providing a safe and comfortable environment in which to walk or bicycle for shorter trips and to use transit for longer distance travel. The plan’s “Typical Elements of a Transit Oriented Development” and “Principles for Creating Livable Mixed Use

¹ Chapter 3, Existing Character. See page ____ of Appendix ____.

Communities”² provide guidance on how the “urban” core of the Auke Bay village should be developed to take advantage of its vacant and underutilized properties, its existing cultural and civic amenities, its public infrastructure, and its natural assets.

The State Land Management Plan for Juneau and Auke Bay specifically is intended to meet specific goals that the State of Alaska has established. The Department of Natural Resources (DNR) has set goals as general conditions and is attempting to achieve them through management actions. DNR wants to provide opportunities for economic development through managing state land and resources; minimize fiscal costs by locating development near sustainable economic bases with provided services; maintain public health and safety; enhance the public use of state lands; maintain and enhance quality of life in the state; and provide opportunities for private ownership and leasing of state owned land.

One of the unique parts of Auke Bay is the surrounding fourteen islands in the Lynn Canal that make up the Channel Islands State Marine Park. The islands, which include Aaron, Battleship, Benjamin, Bird, Coghlan, Cohen, Gull, Indian, Lincoln, North, Portland, Ralston, Suedla, and a portion of Shelter are located approximately 25 miles northwest of downtown Juneau. The Channel Island State Marine Park Management Plan is specific to the Channel Islands and provides for general information, goals and policies for park management and identifies potential areas for new recreation facilities and identifies actions to promote the importance of the natural recreation area and good stewardship.

The current Statter Harbor Master Plan was first approved in 2005. The plan includes three phases of harbor redevelopment. The first phase, regarding moorage changes and relocation of the fuel float, has been completed. The second phase, construction of a new two-lane boat launch facility, is expected to begin in late 2014 and will be completed in late 2015. The final phase includes construction of a new kayak and boat haul-out ramp with improvements to the boat yard. This phase does not have funding and is not scheduled for permitting or construction.

The University of Alaska Southeast (UAS) has its largest campus in Auke Bay, with administration, housing, and classrooms spread through the main campus between Glacier Highway and Auke Lake, the dormitories and Joint Use Facility on the north side of Mendenhall Loop Road, and other facilities in the heart of the Auke Bay village. At the time that this plan was drafted, 120 new freshman beds were under construction within the main campus. UAS’s 2012 *Campus Master Plan* directs that future capital investment in facilities be focused on the main campus; the recent disposal of the Bill Ray Center in downtown Juneau reflects this contraction of services to the main campus in Auke Bay. Although a significant portion of the growth in student enrollment at UAS is based on distance or e-learning students (3.8% increase by 2021), the number of existing traditional or face-to-face learners is far larger than the number of e-learners, so the 2.8% growth rate projected for traditional students, from 850 to 1200, constitutes a

² Chapter 3, Existing Character. See pages ____ of Appendix ____.

significant number of new visitors to or residents of the Auke Bay area. The UAS *Master Plan* identifies both residential and support facilities for those new students and current enrollment as high priorities for the plan horizon, but identifies the biggest spatial/facility deficits as those in the recreational athletic/physical education and assembly categories. Campus housing and dining are also identified as high priority improvements, although their relative size is dwarfed by the size of athletic or assembly spaces needed to serve the campus.

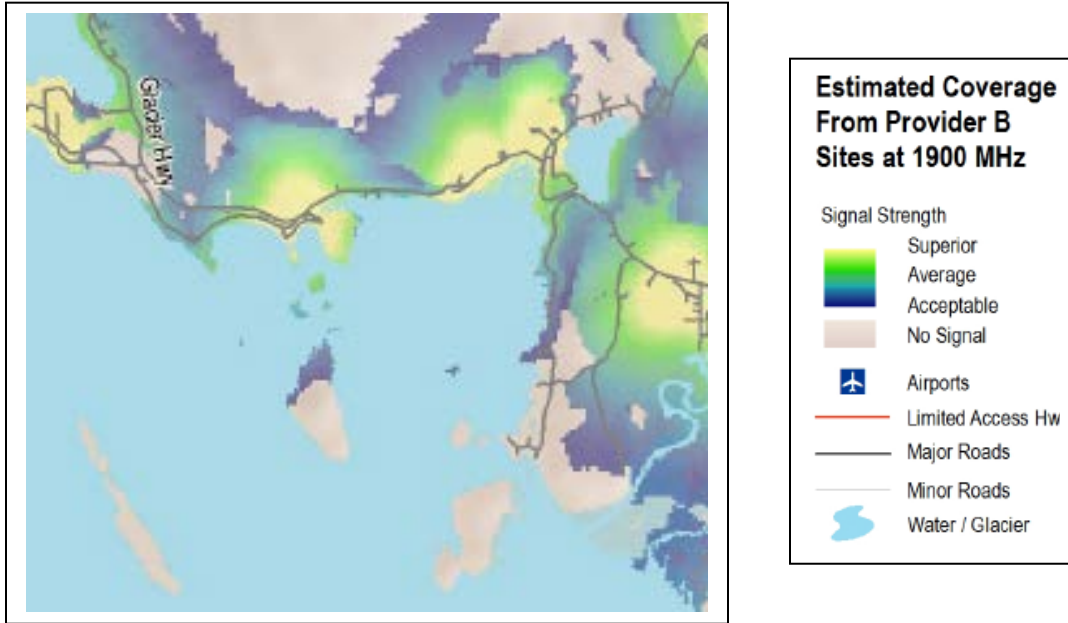
Wireless Master Plan **(Given the possible discussion of viewsheds... Will this section stay? Is it too much detail?)**

The recent draft of the new *Wireless Telecommunications Master Plan* contains two estimated existing coverage maps that show acceptable service (data + cell) in the Auke Bay area. These two maps show an example 800 MHz frequency coverage and 1900 MHz frequency coverage (smaller than 800 MHz). See maps below. However, some 'No Signal' areas do exist and future towers or antenna attachments can be expected.

Figure 1: Estimated Coverage using existing towers with 800 MHz frequency level.



Figure 2: Estimated Coverage using existing towers with 1900 MHz frequency level.



The CBJ is planning to adopt the new draft *Wireless Telecommunications Master Plan* and a new associated draft *Wireless Communication Facilities* ordinance by the end of 2014. These two documents will help the CBJ and policymakers better understand, regulate, and increase the efficiency of the permitting processes for towers and antenna array. Updates to the coverage maps will occur over time with new development. The following policies will help guide

Vision

Auke Bay is a community that offers: gateways to many outdoor activities, including fishing, kayaking, boating, hiking, and bicycling; study and programs at the University of Alaska Southeast; and history and cultural significance for the Aak'w Kwáan who have made Auke Bay their home for millennia

Although the form and functional parts of the built environment are not explicitly addressed in the Vision Statement for the Auke Bay Area Plan, at least not at first glance, the Vision does inform land use and facility development in the area. Although many other terms were suggested as part of the visioning process, “community” stood out as being more inclusive and more descriptive than an amalgam of terms such as “business-friendly”, “resident”, “children”, “seniors”, “walkable”, “neighborhood”, and a listing of services and facilities. The theme that Auke Bay is a destination and a gateway, a small urbanized center as well as being on the edge of wilderness and ocean, is critical to its identity as a unique place. The harbor and bay are as much the heart of Auke Bay as is UAS, and the historic structure and use of the DeHart’s store is as much an informal civic center as is the Post Office, or the Squire’s Rest building with its restaurants, shops, and Laundromat. These facilities and uses form both the context and the scale of the community’s vision of itself in twenty years.

During a design charrette held on June 14, 2014, attendees were asked to rate 68 images of various “street scenes” on a scale of 0 to 5, with 0 being an image that shows development that would be inappropriate in Auke Bay, and 5 being an image that shows development that would be appropriate in Auke Bay. The images ranged from artistic renderings and photos of highly urbanized development in Europe and the United States; historic Main Streets from throughout the Pacific Northwest; community events including totem pole raisings and street markets; waterfront parks; multifamily and mixed-use development of varying scales; industrial and heavy commercial developments; and a number of distinctive facilities/forms, including skate parks, murals, community gardens, and more. Interestingly, the image with both the highest cumulative score and the highest average score (3.9) is of a sidewalk and outdoor café in downtown Chicago, IL:



Photo: Chris Mertl, Corvus Designs

The comments submitted on this image indicate that the variety of visual textures, wide sidewalk, vegetation, mixture of uses along the road, the road’s accommodation of multiple transportation modes (there is a bus stop right behind the pedestrian), and outdoor seating (which allows for interaction and additional visual stimulation between the sidewalk and seating area) all contributed to the high score for this image.³

³ The score of this image may have been lowered inappropriately, as one of the few respondents who ranked it poorly commented “Note that the pedestrian is walking in the street”, which indicates that this respondent did not notice the curb separating the sidewalk from the roadway.

The second-highest scoring image, an artists' rendering of the proposed Schooner Cove development near Nanoose Bay, British Columbia, is a closer fit to Auke Bay, with a mixed-use and higher-density community center adjacent to the harbor, and a mixture of housing types and recreational facilities surrounding the harbor and mixed use heart of the community.



Image: © Fairwinds Real Estate Management, Inc. 2014, used by permission

The lowest average (0.6) and cumulative scoring image in the survey showed a big-box store surrounded by a parking lot. This feedback reaffirms comments received throughout the planning process that the scale and design of development in Auke Bay concerns residents and visitors the most about the future. This sentiment is further strengthened by comments on the second-lowest average (0.8) scoring image, which was of an industrial transfer site on a railroad siding. The comments on that image, which were primarily negative (“No”), also included statements such as “I think our commercial activity can integrate better” and “Industrial activity in moderation is exciting”.

The design charrette exercise helps to confirm and to inform the Vision Statement: the public desires to see and experience a diverse, vibrant community with a mixture of uses which are of appropriate scales for the area and which are designed thoughtfully. The recommended tools described below will help direct future development to realize that vision for the Auke Bay area.

Recommended Tools

[Based on sketches by volunteer design team, make recommendations for implementation. Include sketches and other images as appropriate. Be sure to explicitly mention and thank volunteer design team and their companies:]

Gerald Gotschall, NorthWind Architects
Chris Mertl, Corvus Design
Joann Lott, Jensen Yorba Lott Inc.
Corey Wall, MRV Architects
Gary Gillette, CBJ Docks & Harbors]

Master Plan Implementation **Auke Bay “Hub” Neighborhood Form**

Build-To Line. Overly large setbacks are inconvenient and unpleasant for pedestrians because they increase walking distances from public sidewalks and prevent pedestrians on sidewalks from enjoying the building details and the activity within the building. In addition, they prevent the building from contributing to an intimate, pleasant, comfortable street wall, which harms the sense of place and makes the pedestrian feel as if she or he is in "no man's land." Buildings pulled up to the street sidewalk (0-10 ft setback) have more of a human scale, and are recommended all along Back Loop Road and the Glacier Highway and the District's proposed new streets.

Building Height of at Least Two Stories. "Low-slung" one-story buildings are more appropriate in low-density residential areas designed for motor vehicle travel. They reduce the density and intensity needed to make transit, walking, and bicycling viable, and typically are too low in profile to form the desirable, intimate, comfortable public realm that is possible when buildings face one another across the street. One-story buildings also reduce the opportunity to create mixed commercial and residential uses. Multi-story buildings that are two to four stories in height will be an important component of the compact, walkable Auke Bay Hub District. The building profile forms the desired street wall and the additional stories allow the establishment of the number of residents needed for a viable urban neighborhood.

Buildings Oriented to the Street, Not Turning Away. A successful commercial establishment is designed to provide convenience for customers by minimizing walking distances from sidewalks and nearby buildings. Rear or side entrances, or entrances oriented toward a parking lot, make travel inconvenient for pedestrians and transit users. Such a design also cuts the building off from street life. In addition, a building with its main entrance directed away from the primary sidewalk and street "turns its back" to the public realm, reduces urban vibrancy, and does not promote street life. When a building is located at an intersection, the most convenient entrance is usually abutting the public sidewalks at the corner of the intersection.

Ground-floor Retail, Offices and Residential Above or Live Work Units. This form of mixed use enhances vibrancy and provides more affordable housing

choices. It is important that such "vertical mixing" of uses not place residential on the first floor, since it is disruptive for residences when users of the office or retail must walk through residential areas. It is also important that mixed use buildings include retail or restaurants on the first floor so that more energy and interest is at the street level.

Building Facades Create Interest for Pedestrians and Enhance the

Appearance of the Area. All buildings should be designed to provide interest for pedestrians and to add to the higher level of design within the Auke Bay Hub area. Long expanses of blank walls tend to be boring and unattractive. In addition, windows attract pedestrians, who in turn act as a security system for the business. Buildings without such relief and interest tend to create a "massive scale" and make the public realm impersonal. Appearances like this are inconsistent with the civic nature and pedestrian-oriented character desired in the residents of Auke Bay.

Parking Located at the Rear, Side or Under Building Instead of in Front.

Parking areas located in front of buildings are inconvenient and unpleasant for pedestrians because they increase walking distances from the sidewalk, prevent pedestrians from enjoying the details and the activity within the building, are not attractive to look at, and increase safety problems since pedestrians must dodge cars in the parking area. In addition, they prevent the building from contributing to an intimate, pleasant, comfortable street wall, which harms the sense of place. Buildings pulled up to the street without intervening motor vehicle parking have more of a human scale, make the street more interesting and shops inside more successful.

Hidden Trash Receptacles, Loading Docks, Outdoor Mechanical and

Electrical Equipment. Trash receptacles and loading docks typically provide an unsightly appearance and an odor problem for pedestrians. In addition, improperly located and improperly screened receptacles and docks can cause noise problems for nearby land uses when the receptacles and packages are being loaded or unloaded. Therefore, they should be located as far from public sidewalks as possible and screened from view. Outdoor mechanical and electrical equipment when improperly located on a site or improperly screened, can also contribute to noise problems and create visual blight.

Key Auke Bay View Sheds. Consideration for building orientation and height is needed to maintain important views, avoid undesired building shadows, and provide for air circulation. Figure 5 depicts Auke Bay Hub District key view sheds and recommends building heights to allow under the CBJ Title 49.

The key view sheds to maintain in the Auke Bay Hub are those from the buoy line in the Bay looking landward; from the Back Loop Cut off; from the University Look Out; and as otherwise identified on Figure 5 with specific arrows.

A Connected Grid of Landscaped Streets and Sidewalks are the 'Bones' that Auke Bay Hub. The principle should be applied opportunistically where development of an additional driveway would be detrimental to public safety or where there is a feasible alternative. Such a grid will facilitate for small lots and alleys allowing for pedestrian friendly designs. Alley and small streets should be required as a means for traffic calming.

Connected and Complete Streets. Street designs should provide for safe use by pedestrians, bicyclists, transit riders, and motorists. Users of all ages and abilities are able to move safely along and across a *Complete Street*. The proposed grid of Auke Bay Hub District streets will provide motorists, bikers and pedestrians from the surrounding neighborhoods with more "real time" route choices, which is important at rush hour. Connected streets distribute vehicle trips evenly and efficiently.

Narrow Streets, Wide Sidewalks, and On-Street Parking. The Auke Bay Hub streets are designed to narrow or skinny to limit runoff to the bay, this also forces cars to travel slowly through the neighborhood contributing to neighborhood safety, low noise levels, low traffic volumes and, therefore neighborhood livability.

Sidewalks, when properly dimensioned and maintained, provide pedestrians with a pleasant, safe, and convenient place to walk. Sidewalks that are too narrow are inconvenient, especially in areas with large volumes of pedestrians. New sidewalks in the Auke Bay Hub area will be a minimum of 8 feet, but more often 12 feet wide.

On-street parking buffers pedestrians from vehicle travel. It narrows the street which slows traffic to a safer, more livable speed. It provides convenient parking locations for nearby businesses, which is critical to retail success. It also allows businesses and residences to reduce the amount of surface parking lots which enhances urban vibrancy by improving the public realm.

Street Furniture, Banners, Plantings. The community is encouraged to promote and or incentivize the placement of street furniture, banners on light poles, landscape plantings, and other kinds of pedestrian oriented strategies which will encourage the drive by traffic to stop park and stay in this location.

Park and Ride Facilities Integrated into the Transit Route Serving the Auke Bay Hub. These facilities should serve multiple purposes. Therefore their locational criteria is strategically important: (1) The facility should be located in a place where the institutional parking needs of the University, Hub business, greater traffic shed in the region, marine use associated with the Harbor; (2) The facility should be tied into the bike accessibility, ADA accessibility, pedestrian walkway systems. (3) The facility should be designed in such a way that it can be programed for community events (Marine, University, CBJ, Business community, non-profit etc., etc., year round. (4) Lighting for such a facility

should meet with dark sky or other similar guidelines consistent with Docks and Harbors.

Park facilities should Serve the Neighborhoods Interest for Outdoor Recreation and a Community Focal Point for Events. (1) Consistent with the goals and objectives of the CBJ Park and Recreation Master Plan; (2) Serve a significant proportion of the area's density within a quarter of a mile of the edge of the facility property. (3) The property should be designed in such a way that it can be programmed for community events (Marine, University, CBJ, Business community, non-profit etc., etc., year round.

The Auke Bay Hub is Designed as the Highest Density Area Within the Auke Bay Area Plan. Density of this nature lends itself to a variety of transportation solutions and safety considerations. Wherever possible, linkages between properties are to be encouraged. These linkages can take a variety of forms including easements, public rights of way. Some of the linkages envisioned by the plan include: a sea-walk building upon the work that the Port of Juneau has identified in their planning processes. Other linkages are designed to tie into residential, commercial, recreational, trail opportunities. The primary criteria for their consideration: (1) The trail should contribute to linking residential development to either the university, the waterfront or the business community; (2) the design of the trail should consider view opportunities; and (3) the design of the trail should be such that fosters additional opportunities for art, culture, education kiosks; (4) Design of the trail should address all season weather conditions and all lighting conditions found in Juneau consistent with recreation and transportation needs.