

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 post office, fire station, RV park, churches, private and public schools, offices, single- and multi-family residences, marine services, and outdoor storage reflect a loose 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, since 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 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 adjacent 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 Communities”² provide guidance on how the “urban” core of the Auke Bay village

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

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

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 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 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 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.

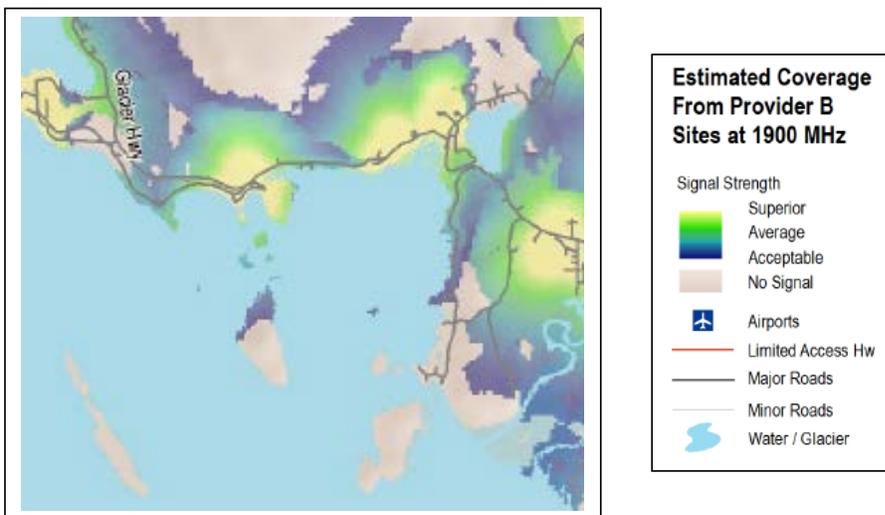
Wireless Master Plan

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 new *Wireless Telecommunications Master Plan* and *Wireless Communication Facilities* ordinance will help the CBJ and policymakers better understand, regulate, and increase the efficiency of the permitting processes for towers and antenna array. These documents will also both help Auke Bay analyze and mitigate potential visual impacts from wireless communication facilities.

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, 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 of Auke Bay as a destination and a gateway, a small urbanized center 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 UAS, and the historic structure and use of the DeHart’s store is as much an informal civic center as 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 as an image that shows development that would be inappropriate in Auke Bay, and 5 as 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, Illinois:



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 artist's 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.

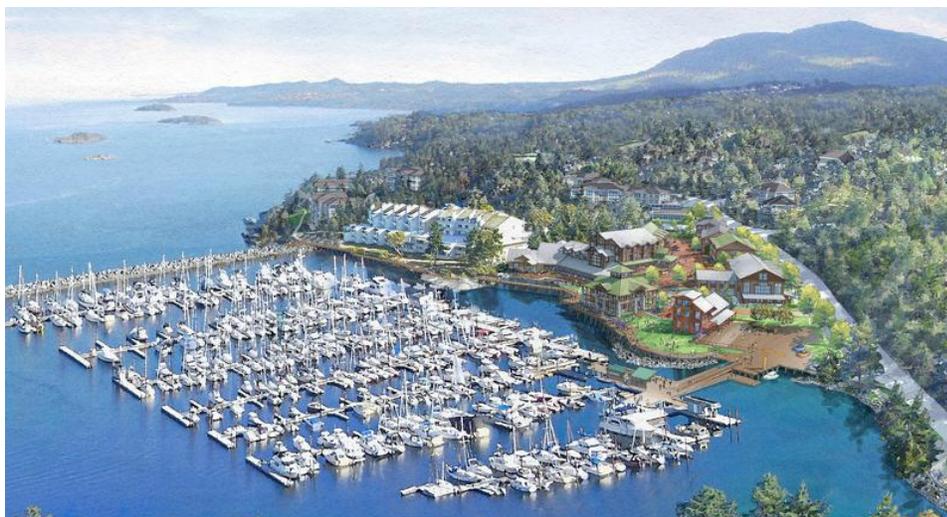


Image: © Fairwinds Real Estate Management, Inc. 2014, used by permission

Comment [BSL1]: THIS IMAGE IS NOT USED BY PERMISSION YET! Emailed Russell Tibbles, VP Development & Operations, rtibbles@bentallkennedy.com on June 26, 2014. Follow up at 250-339-177 if needed. If permission is not granted, delete image.

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 at appropriate scales for the area, and designed thoughtfully. The recommended tools described below will help direct future development to realize that vision for the Auke Bay area.

Recommended Tools

Implementation of the plan will necessitate the adoption of Auke Bay “Hub” Form standards. These standards, roughly based upon those standards found in the Willoughby District Land Use Plan, have been modified to reflect the specific desires of the Auke Bay community. Specifically, the form standards seek to guide design decisions in return

for providing development options that stimulate growth, provide opportunities, and that allow for innovative, flexible solutions. The desired Auke Bay Area Plan form standards include:

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 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 by 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 viewsheds and recommends building heights to allow under the CBJ Title 49 Land Use Code.

The key viewsheds 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’ of the 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 small lots and alleys and allow for pedestrian friendly designs. Alleys 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 narrowly to limit runoff to the bay. This also forces cars to travel slowly through the neighborhood which contributes 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 wide, and 12 feet wide where possible.

On-street parking buffers pedestrians from vehicle travel. On-street parking 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 where the institutional parking needs of the University, Hub business, greater traffic shed in the region, and marine use associated with the harbor may be met. (2) The facility should be tied into the bike accessibility, ADA accessibility, and pedestrian walkway systems. (3) The facility should be designed in such a way that it can be utilized for community events (Marine, University, CBJ, Business community, non-profit etc.) year-round. (4) Lighting for such a facility should meet with dark sky or other similar guidelines consistent with the non-glare lighting used in harbor facilities.

Park facilities should serve the Neighborhood's Interest for Outdoor Recreation and a Community Focal Point for Events. Park facilities should: (1) Be 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) Be designed in such a way that it can be programed for community events (Marine, University, CBJ, Business community, non-profit 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, and public rights-of-way.

Some of the linkages envisioned by the plan include a sea-walk which builds 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 includes the following: (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; (3) The design of the trail should be such that fosters additional opportunities for art, culture, education kiosks; and (4) Design of the trail should address all season weather conditions and all lighting conditions found in Juneau, consistent with recreation and transportation needs.

Goals & Policies

Goal 1: Develop Auke Bay into a community where you can live, learn, work, shop and recreate within the community.

Goal 2: Coordinate planning efforts with local, state, and federal agencies, nonprofits, and neighborhood groups on an ongoing basis.

Policies

2.1 The CBJ will coordinate an annual capital plan meeting between area entities to include but not limited to Juneau School District, Coast Guard, NOAA, University of Alaska Southeast, DOT, [Auke Bay neighborhood](#), and Docks and Harbors.

~~**2.2** The CBJ will coordinate with the Auke Bay neighborhood to involve residents in these planning efforts.~~

Goal 3: Coordinate and support the development of an Auke Bay core ~~or hub~~ that serves the needs of the University, the harbor, businesses, and residents.

Policies

3.1 Work with the Juneau Economic Development Council, ~~Juneau Chamber of Commerce~~, and the Auke Bay neighborhood to encourage the long term development of neighborhood businesses appropriate and consistent with the vision and goals of the *Plan*.

3.2 Businesses focused solely on drive-thru service are strongly discouraged [within the hub](#). Drive thru only development should only be allowed after it can be shown that there are no viable opportunities for walk-up or walk-in service.

Goal 4: Ensure that current and proposed zoning in the Auke Bay area conforms to the goals and objectives of the *Auke Bay Area Plan*.

Goal 5: Provide notice of proposed land use activities/permits to the Auke Bay ~~Community Association~~ [Community Association](#), and any other identified associations/[organizations](#). Hold informational meetings with the

neighborhood association early in the permitting process for large or potentially controversial land use activities.

Policies

- 5.1 Review the Auke Bay Plan when considering zone changes in the area.
- 5.2 Promote zone changes that conform to the *Plan* and further advance the goals and policies of the *Plan*.
- 5.3 Promote the Auke Bay Area Plan as the basis for making comprehensive plan updates in the Auke Bay area.
- 5.4 [Establish an Auke Bay Community Association to have a unified voice in the Auke Bay area.](#)

Goal 6: Identify and coordinate specific annual Capital Improvement Programs that are consistent with this *Plan* and further its goals and objectives.

Policies

- 6.1 Facilitate an annual ~~community neighborhood~~ meeting to identify, update, and coordinate the community's Capital Improvement Program list.

Goal 7: Identify and provide for ~~public space facility~~ needs as the goals of the *Plan* are implemented, such as additional parks and [gathering areas in the Hub and parks in the Core meeting spaces.](#)

Policies

- 7.1 Promote and coordinate the creation and maintenance of public spaces for art.
- 7.2 ~~Encourage the creation and maintenance of places for art within community businesses areas.~~

Goal 8: Maintain identified viewsheds from the waterside of Auke Bay to the Mendenhall Glacier and from key areas ~~in the area~~ down to the water. Viewsheds are identified in the maps accompanying the *Auke Bay Area Plan*.

Policies

- 8.1 Maintain specifically described viewshed corridors identified in the *Plan* from specific points on land to the water in the Bay.
- 8.2 [Limit and manage development on public lands that may block the viewsheds as shown in Figure \(CITE MAP #\). \(STAFF SHOULS ALSO TAKE PICTURES\)](#)
- 8.3 [New development will be evaluated for its impact on the viewsheds shown on the map.](#)
- 8.4 [Amend zoning requirements to meet this goal.](#)

Goal 9: New above ground [utility poles \(including Wireless Communication Facilities \(WCF's\)\)](#) should not be easily visible within the *Auke Bay Area Plan area*.

Policies

9.1 New ~~Wireless Communication Facilities~~ should be built in a manner consistent with adopted WCF regulations and the adopted WCF Master Plan.

9.2 Coordinate with above ground transportation companies to lessen impacts to identified viewsheds.

~~Goal 10: Investigate the feasibility of district heating for the Auke Bay area.~~