

Agenda

Planning Commission - Ad Hoc Committee City and Borough of Juneau

February 22, 2018
Auke Bay Implementation Ad Hoc Committee Meeting
1:30 PM

- I. **ROLL CALL**
- II. **APPROVAL OF AGENDA**
- III. **APPROVAL OF MINUTES**
 - A. January 31, 2018 Draft Minutes
- IV. **AGENDA TOPICS**
 - A. Potential Road and Pedestrian Routes
 - B. Traditional Town Center/Overlay Mechanics
 - C. Traditional Town Center Potential Uses
 - D. Dimensional Standards
- V. **COMMITTEE MEMBER COMMENTS AND QUESTIONS**
- VI. **ADJOURNMENT**

Planning Commission Ad Hoc Auke Bay Implementation Committee

Monday, January 31, 2018
1:30-2:30 PM
Marine View Building
4th Floor Large Conference Room

Agenda

I. Roll Call

Committee Members

Dan Miller, Chair
Paul Voelckers
Dan Hickok
Ben Haight

CDD Staff Members

Rob Steedle – Community Development Director
Allison Eddins – Planner
Beth McKibben – Planning Manager
Brenwynne Grigg – Administrative Officer
Bhagavati Braun – Administrative Assistant

CBJ Staff Members

Rob Palmer, Law
Alan Steffert, Engineering

II. Approval of Agenda

III. Approval of Minutes

- A. January 8th 2018 Draft minutes**
Passed with unanimous approval

IV. Public Participation on Non-Agenda Items

V. Items for Action

A. Potential Road and Pedestrian Routes

Mr. Steffert presented the drawings he had drawn up for the Committee regarding new streets in the Auke Bay area (Lot 3B1 of USS3820). He used the CBJ LIDAR to represent the ground and laid out two collector roads, up the existing ROW on Sporting Meadows Road and another near the fire station with a cross road at the top. He superimposed other 60 foot ROWs that connected to the collector streets and separated them by lot lines, all conceptual. This layout would allow for 7,000 square foot lots. He stated that this construction is feasible. He also

spoke a bit about the potential drainage and sewer in the area and presented a few alternatives, seen as red lines on the concept drawing, though those streets were labeled impracticable because they wouldn't lead to much developable land.

Mr. Steedle asked if the street construction would require the acquisition of private property for ROWs. Mr. Steffert replied that they would. He looked at using CBJ land on the other side of the fire station for that access, but there is a stream there so he didn't pursue that option. Other options were also impracticable generally because of steep slopes. Some other accesses would add access, but not add much benefit through opening up buildable land.

Mr. Voelckers asked if all the land opened up in this drawing was CBJ property. Mr. Steffert affirmed that he had focused on that CBJ parcel.

Mr. Voelckers gave some background on Auke Bay plan, changing focus to the Squires Rest area (Lots A, and B-B of USS2391). Mr. Voelckers would like to look at that area with a finer grain, the possible creation of small streets that would be on private property in the area, more closely associated with what's already on the street. Mr. Haight added that they were interested in creating a haven from the highway with pedestrian safety in mind. Mr. Steffert stated that he could mock up roads wherever the Committee wanted to see them, asking if the Committee wanted to mock up streets on private land. Mr. Voelckers affirmed that they wanted to look at streets on private land; the committee is interested in creating a workable plan to start a conversation. Mr. Miller voiced the potential benefit of redirecting the school drop-off and pick up.

Ms. McKibben posed the idea of pedestrian easements as opposed to streets; currently there are constraints on creating roads, another way to achieve circulation and a walkable community could be pedestrian easements in addition to streets. Mr. Haight stated that in laying this out the Committee could look at and consider all of these options. Mr. Miller agreed and added that it will be important that these suggestions benefit to the property owners. Mr. Voelckers volunteered to mock up an example to give specific guidance to Mr. Steffert.

B. Traditional Town Center and Auke Bay Area Zoning

Ms. Eddins opened the discussion about a Traditional Town Center (TTC) zoning district asking the Committee how they want to move ahead. Options include different approaches to zoning such as traditional zoning, or form based zoning, other options include having overlay districts to get specific wants without creating many similar zoning districts.

Some concern was voiced over creating separate zones for the water side and the land side of the highway, as is proposed in the Auke Bay Area Plan. Staff gave some background on some methods that could be used to meet the plans aspirations including overlays, and special use regulations which could address view panes in addition to other zoning concerns.

Looking at the chart that was provided as part of the packet Mr. Haight suggested that everything not-marine related under the "Auke Bay TTC Standards" column in the "Allowed outright" row could be in the general TTC zone.

Mr. Miller addressed the Committee asking if they agreed with the current idea. Are overlays the way we want to move forward? Mr. Voelckers stated his support for the idea of overlays.

Ms. McKibben added that there is no right or wrong, but it seems easier to create an overlay or special use district to keep from having a huge range of zoning districts. This may be more strategic and widely used.

Mr. Steedle suggested that Staff present the Committee with pros and cons of multiple zoning districts, vs one with overlays at a future meeting. He asked the Committee if the uses in the chart were right. Some commissioners voiced concern about why certain uses such as a funeral home were allowed in the Auke Bay TTC but no other TTCs. Ms. Eddins clarified that the items in the Auke Bay TTC column were pulled from the Auke Bay Area Plan. Mr. Palmer clarified that the Auke Bay Area Plan recommendations are not legally binding, though they are recommended. Ms. McKibben added that the public would have a chance to weigh in on whatever is proposed by the Committee.

Mr. Voelckers stated his preference for general uses to live in all TTCs or none, more specific uses, such as marine uses, could apply to Auke Bay in particular. Ms. McKibben also suggested some uses could be allowed with a Conditional Use permit and some allowed outright.

Mr. Miller asked Staff to provide the Committee with some detail about how these different ideas would look in code, multiple zones, or one TTC zone with multiple overlays. Mr. Palmer stated that the Law Department would work with CDD to figure those details out. He stated that the mechanics of it are less important than the content that the Committee wants. He asked the Committee to consider if there were specific uses that they want or don't want in Auke Bay, if they want different specifics based on the water or side of the highway, etc. Once the Committee has made these decisions Staff can figure out how to best integrate it into code.

Mr. Haight suggested the Committee review the table provided by Staff as their homework and return to the committee with thoughts about it at the next meeting. Ms. Eddins asked that Committee members think about including caps on square footage for uses like retail and offices, maybe have a Conditional Use Permit requirement for oversized uses to help create a walkable neighborhood feel.

A general consensus was met that the next meeting would focus on the street mock-up that Mr. Steffert would make, then focusing on uses, and finally looking at dimensional standards. Mr. Miller added that he would like to hear more about having one TTC zone with overlays and make a decision on it before moving on to dimensional standards. Ms. McKibben noted that it will also be good to look at architectural design standards articulated in the Auke Bay Area Plan, as well as signage as part of this process.

VI. Set Next Meeting Date and Time

Two future meetings were scheduled for one hour each:

2/22 at 1:30

3/15 at 1:30

VII. Adjournment

A proposed Street Grid has been developed for the central area of Auke Bay, focused on the upland area between the roundabout, and the Auke Bay Fire Station. This central area includes several large undivided parcels. The proposed street grid would create a new pedestrian and business-friendly “village” street as envisioned in the Auke Bay Area Plan.

It is assumed that the CBJ and affected private property owners would negotiate on the cost of street improvements, the value of private property used for Rights of Way, and the value of enhanced frontage created. It is a complex process, but important as a means to guide and enhance a practical, attractive development for the central portions of Auke Bay.

This street drawing has incorporated several recent changes in the Auke Bay area which are not yet captured in CBJ base materials, including the roundabout, new Stater Harbor, the uphill Condominium project currently under construction, and the DOT highway improvements slated for construction this year.

Features:

- A new primary street is created that parallels the highway, set back on the upland side by about 200', with perpendicular connective roadways.
- All new Rights of Way are proposed at 50'. This exceeds the 40' and 45' Rights of Way used in the downtown Juneau commercial core, the “Flats” near the Federal Building, and other areas across Juneau. It is less than the 60' typically required for new ROWs to minimize property loss.
- This proposed width of 50' allows comfortable traffic lanes of 11' or 12', with parking on at least one side, and minimum 5' sidewalks on each side.
- Estimated gradients for the roadway behind Squire's Rest and the Gitkov Building extending to Back Loop Road should be reasonable at roughly 5%.
- The roadway entry to Back Loop Road already exists, as shown in photographs below.
- The parking and drop-off area at Auke Bay School is modified somewhat by the new frontage street. Additional vehicular routes are created, hopefully minimizing congestion due to school traffic at the current single street entrance to the highway.
- The proposed street connects back to the Highway on the NW side of the fire station, aligning with an improved 50' to the current Post Office.



From Stater Harbor toward Squire's Rest and Gitkov



Looking from Gitkov past Squire's Rest to Stater Harbor parking



Entrance into power plant from Back Loop Road



Street Exit from Power Plant to Back Loop Road

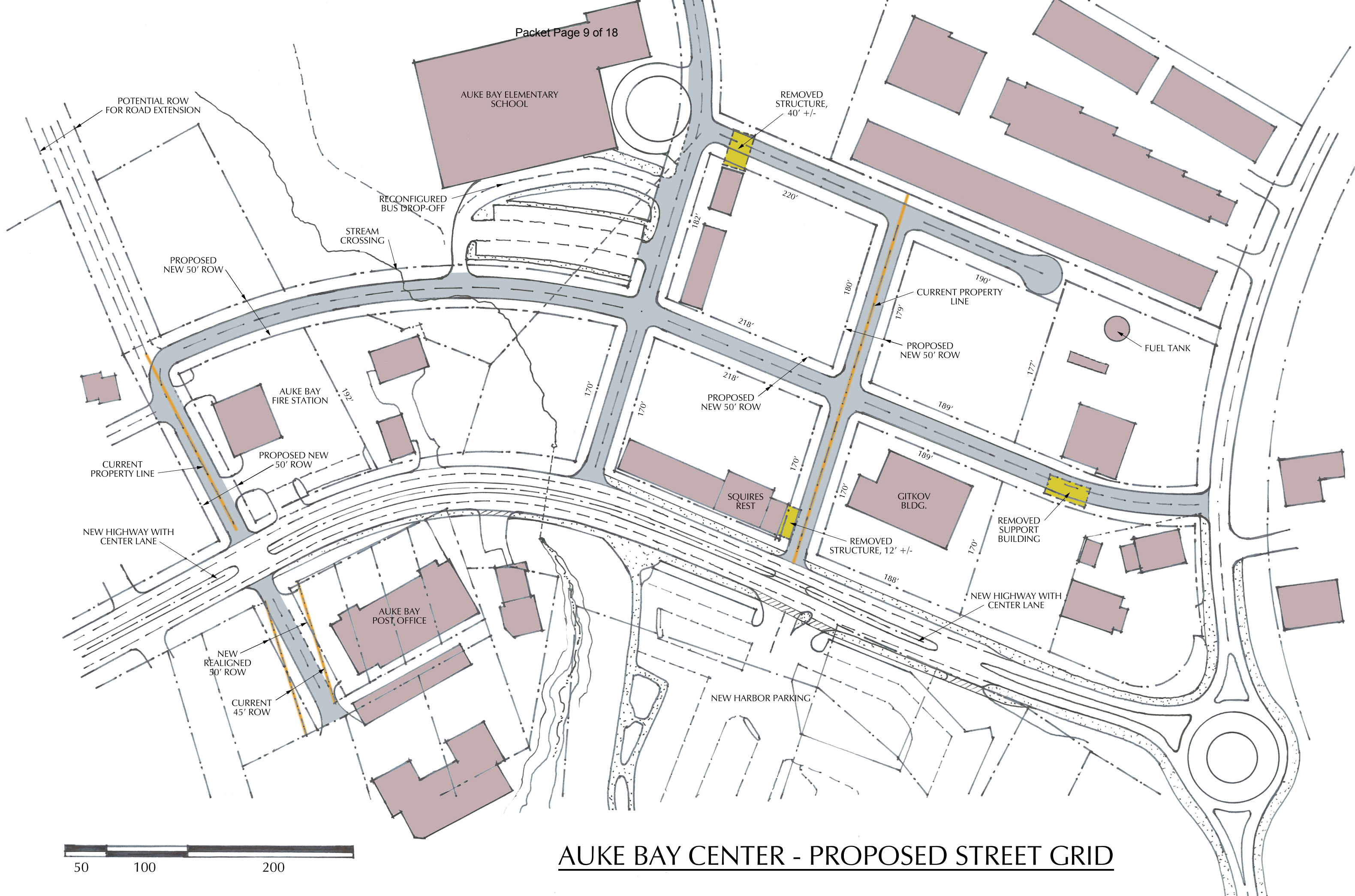


View from Auke Bay Fire Station toward the Post Office

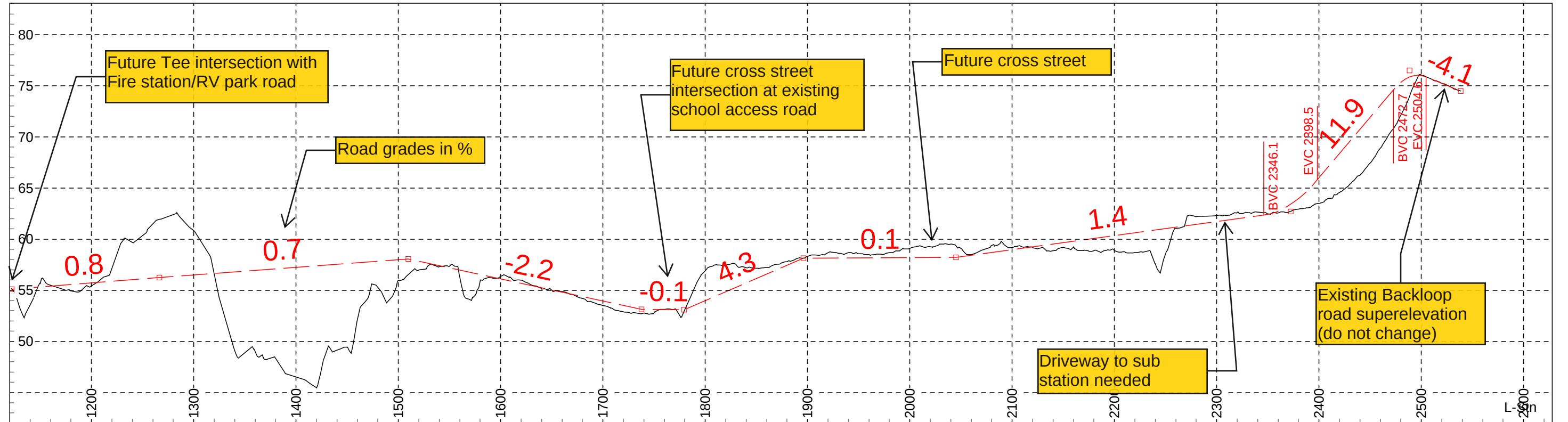
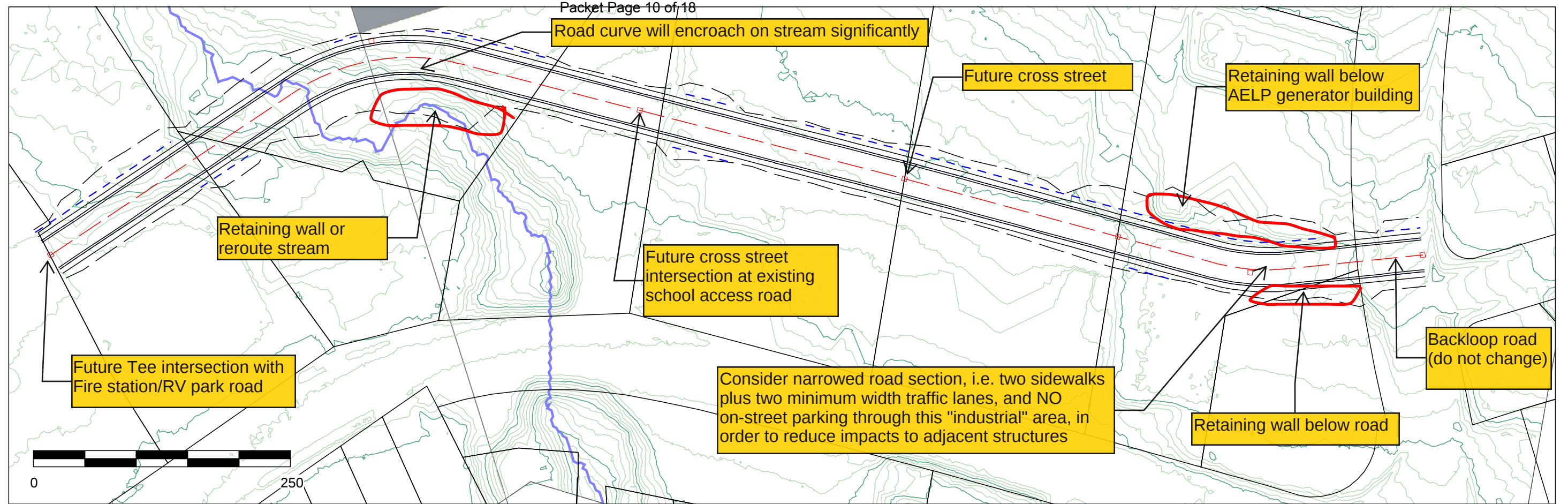


View from Post Office parking to Auke Bay Fire Station





AUKE BAY CENTER - PROPOSED STREET GRID



Mechanics of Creating a General TTC District with an Auke Bay Overlay

The following is an overview of one option to create a TTC borough-wide zoning district with Auke Bay specific regulations (i.e. overlay):

49.25.220(c) Zoning Districts

Section (c) would be added for general TTC language. There would be a sentence that referred to 49.70.1300 for area specific considerations.

49.25.300 Table of Permissible Uses

A line would be added for TTC with corresponding use approvals (i.e., blank, 1, 3). There would be a note to refer to 49.70.1300 for Auke Bay specific modifications.

49.25.400 Dimensional Standards

A line would be added for TTC standards. There would be a note to refer to 49.70.1300 for Auke Bay specific modifications.

49.25.500 Density

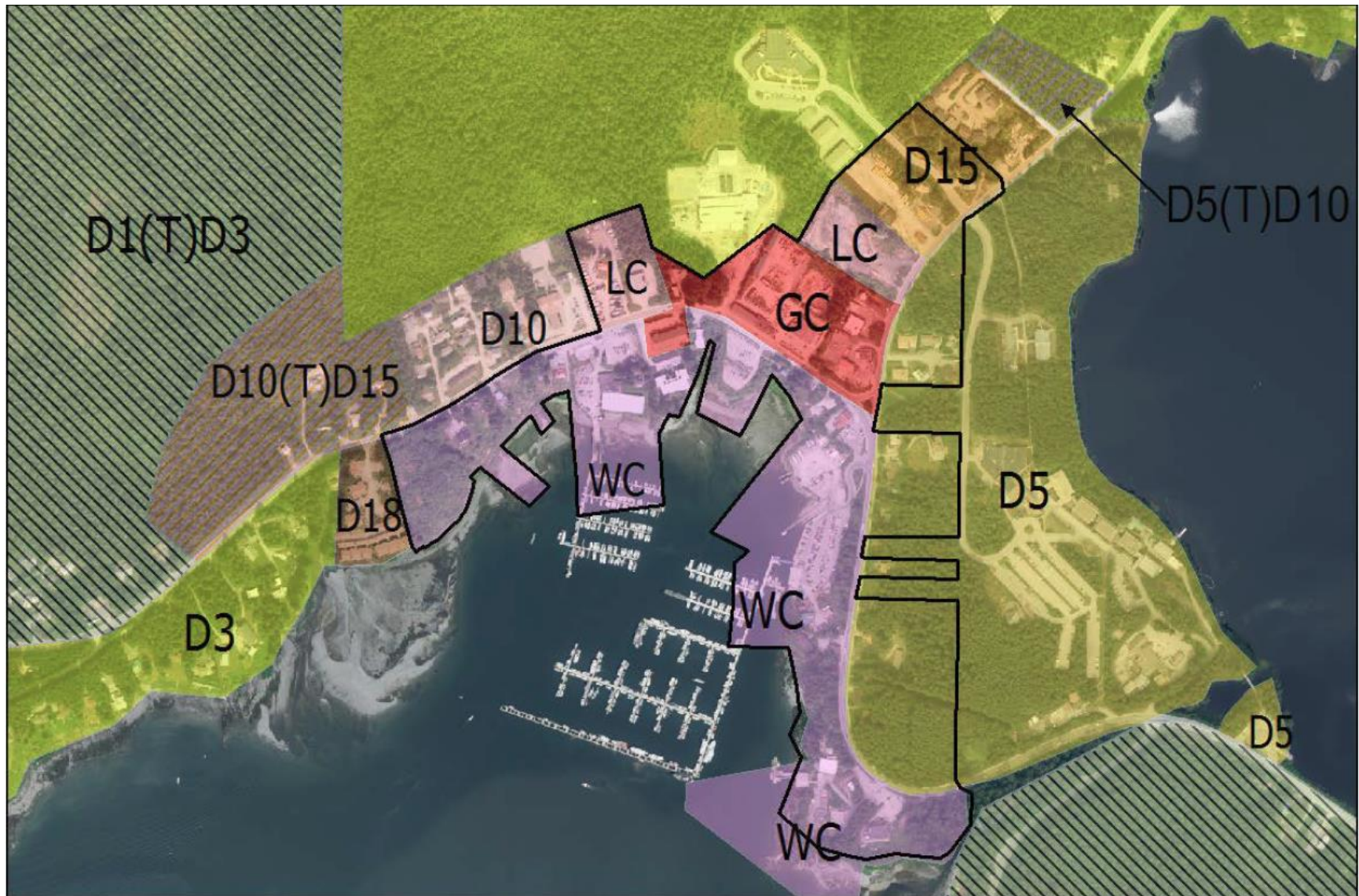
A line would be added for TTC standards. There would be a note to refer to 49.70.1300 for Auke Bay specific modifications.

49.70.1300 Special Area Regulations for Auke Bay

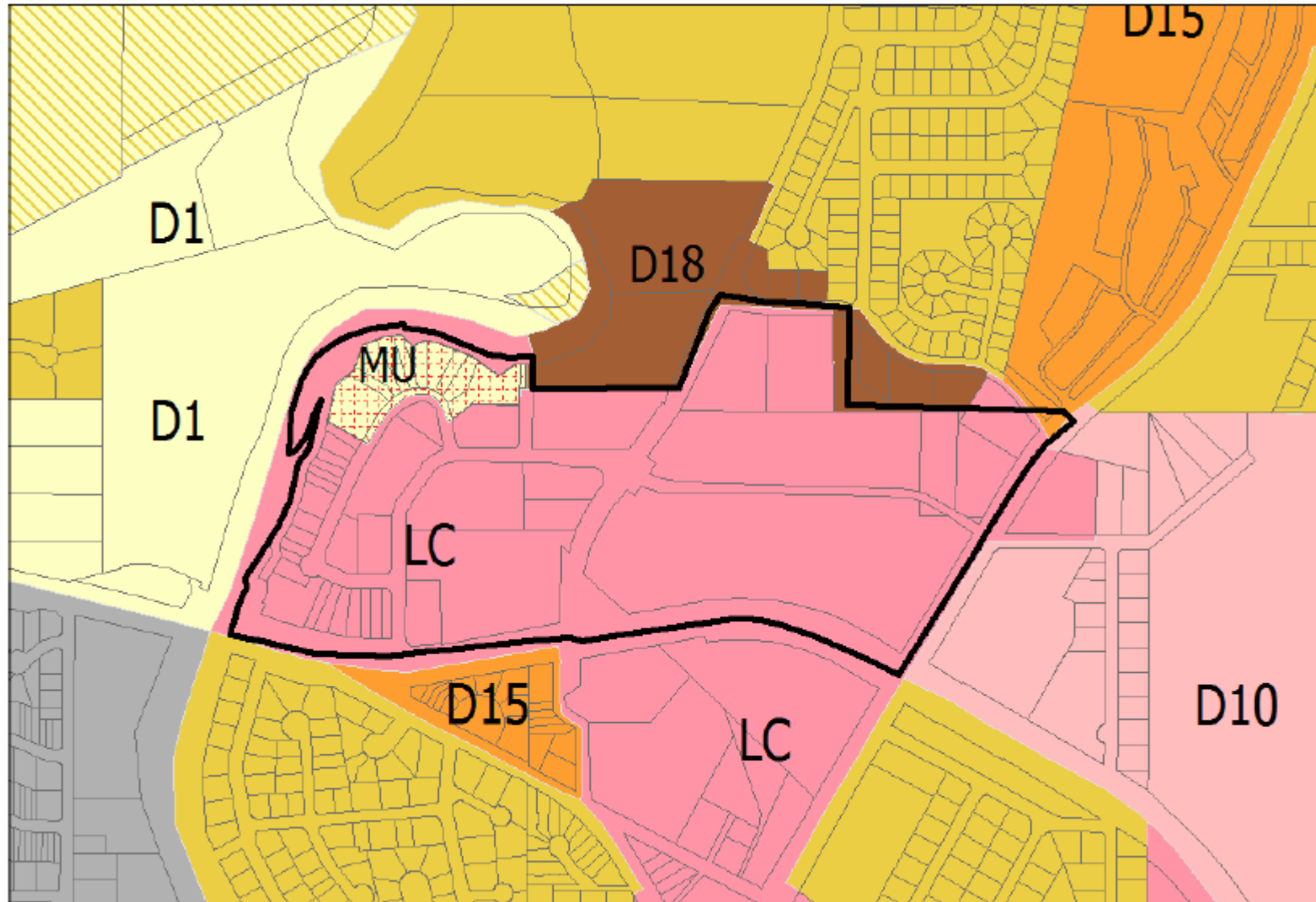
This is where the heart of the Auke Bay regulations would be located. The regulated Auke Bay TTC area would be defined. There would likely be a purpose statement, specific use modifications, specific dimensional standards, and specific regulations that only apply to Auke Bay. If there are different standards for the waterside of Glacier Highway, then those standards would be in here too (i.e. requiring a conditional use permit for development above a certain height; prohibiting certain uses; or requiring certain improvements).

There are many other Title 49 sections that would need to be modified, but this provides an overview of how this option (general TTC + Auke Bay overlay) could be implemented. If at any time, the Planning Commission wants to change to a different approach (i.e. Auke Bay specific zoning districts), such a change can easily be made.

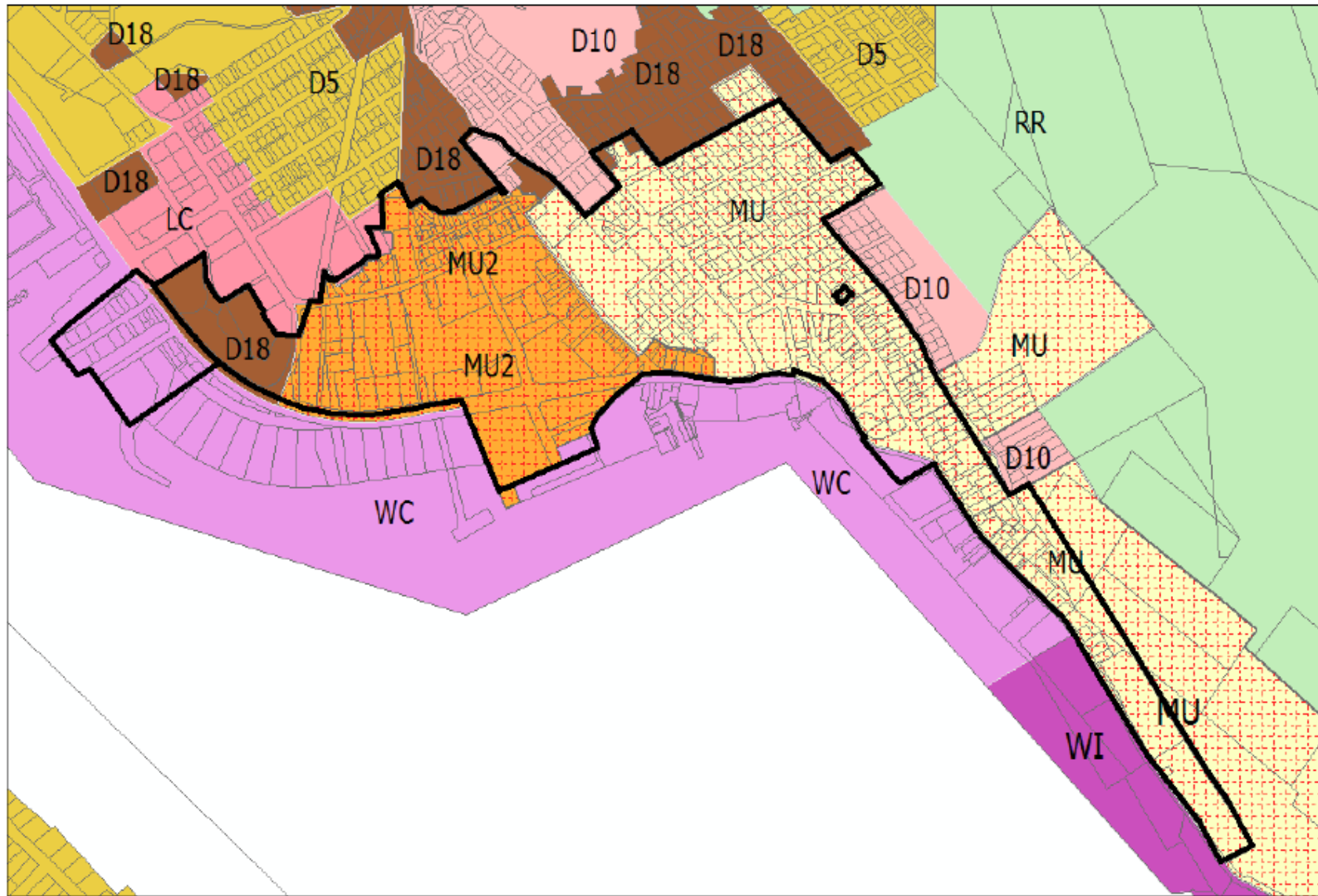
The following maps show the 2013 Comprehensive Plan Traditional Town Center boundaries in black with the underlying zoning districts for Auke Bay, Vintage Park and Willoughby/Downtown Juneau. The Comp. Plan also identifies TTC in Downtown Douglas. At this time we are unable to produce a map for Downtown Douglas due to a mapping issue.



Vintage Park



Willoughby/Downtown Juneau



	General TTC Zoning Standards	Auke Bay TTC Standards	Connection to Auke Bay Area Plan (ABAP) /Comp. Plan	Questions?
Uses				
Allowed outright:	• Multi-family • Live/work unit • Child and Day care homes and residences • Hotels, motels • Home occupation • Retail up to 5,000 sq. ft. • Offices up to 5,000 sq. ft. • Educational, cultural, religious, philanthropic, social, fraternal uses up to 5,000 sq. ft. • Recreational, Amusement, Entertainment (what specific indoor and outdoor uses?) • Healthcare clinics • Assisted living facilities • Restaurants, bars, nightclubs without drive-thru service • Veterinary Clinic • Day animal services • Post Office • Laundry mat • Dry cleaners • Open air market	Everything allowed in TTC and additionally: • Single-family, duplex • B&Bs • Laboratory Uses • Light Manufacturing • Automotive Fuel Station • Funeral home • Marine merchandise and equipment sales up to 5, 000 sq. ft. • Boat sales and rental up to 5,000 sq. ft. • Boat repair and maintenance up to 5,000 sq. ft. • Commercial moorage • Floating structure supporting seasonal, commercial recreation	Motion made by Auke Bay Steering Committee (ABSC) ABAP Chapter 1: Land Use and Facilities Goal 1: Develop AB into a community to live, learn, work, shop and recreate. Goal 3: Coordinate and support the development of an Auke Bay hub that serves the needs of the UAS, harbors, businesses, residents Policy 3.2 Businesses focused solely on drive-thru service are strongly discouraged within the center. Auke Bay plan focuses more on land use forms and less on specific uses Comp. Plan Ch. 10 – Land Use Policy 10.2 To allow flexibility and a wide range of creative solutions in residential and mixed use land development within the Urban Service	How to incentivize mixed use development? Is 5,000 sq. ft. a good size limit for retail, commercial and offices? Size limits for recreation, amusement and entertainment uses, both indoor and out?

	• Park space • WCF • Parking garages • Parking lots (related to use on same lot) •		Area. Policy 10.10 To encourage small-scale neighborhood convenience commercial uses in appropriate areas in new neighborhoods and with appropriate operating measures within existing neighborhoods.	
Require CUP:	• Marijuana retail • Retail larger than 5,000 sq. ft. • Office larger than 5,000 sq. ft. • Kennels • Nurseries and commercial green houses • Temporary structure associated with construction • Parking lots (not related to use on same lot) •	Everything requiring a CUP in TTC and additionally: • Marine merchandise and equipment sales larger than 5, 000 sq. ft. • Boat sales and rental larger than 5,000 sq. ft. • Boat repair and maintenance larger than 5,000 sq. ft. • Mobile home as caretaker's unit • Medium manufacturing • Resort		
Dimensional Standards				Will these dimensional standards help us create the human-

				scale, town center character that is called for the in ABAP?
Lot Size	6,000 square feet	6,000 square feet	Proposed during ABAP process	
Lot Width	50 feet	50 feet	Proposed during ABAP process	
Lot Depth	No minimum	No minimum		
Setbacks	Floating setbacks of 0' to 10'.	Floating setbacks: Front – 0' to 20' Side – none Rear – 30' (this would reinforce rear parking requirement)	Motion made by ABSC for floating setback for front lot line 0' to 20'. ABAP Chapter 1 Land Use • <i>Front yard setbacks should be small; less than 10' setback to establish a build-to line. (pg. 6)</i> • <i>Build-to lines allows pedestrians to enjoy buildings' architectural elements and creates human-scale development. (pg.6)</i>	General TTC proposed with no height restrictions. What is the best way to protect light, air and privacy in abutting residential zones? Are existing requirements sufficient? - 49.25.400 Where one district abuts another, the greater of the two setbacks is required on the common property line.
Building Height	Minimum 35'. No maximum	Maximum 35'/45'/55'	Concepts proposed during ABAP process. Maximums will depend on the building's location in relation to the water.	Create boundaries for each height restriction? Is a Floor Area Ratio (FAR) calculation a

			Designed to protect view sheds.	better way to determine height requirements?
Lot Coverage	Minimum 50%. No maximum	Minimum 45%. Max 90%	Concepts proposed during ABAP process.	What impacts will min. lot coverage requirements have on parking requirements? Each lot will need enough un-built area to provide parking.
Vegetative Coverage	Dependent of development's lot coverage.	Minimum 10%. Will vary based on development's lot coverage.		Should landscaping be a way to meet vegetative cover? This could also include "street" furnishing? Is the purpose of vegetative cover form or function?
Density	No maximum	50 units per acre	Motion made by ABSC.	At this density, a 6,000 sq. ft. lot can have up to 7 dwelling units, in addition to retail/commercial uses.