

# Agenda

## Committee of the Whole

City and Borough of Juneau

Mike Satre, Chairman

February 10, 2015

Assembly Chambers

6:00 PM

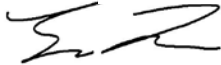
- I. ROLL CALL
- II. REGULAR AGENDA
  - A. AME2013 0012
- III. OTHER BUSINESS
- IV. REPORT OF REGULAR AND SPECIAL COMMITTEES
- V. ADJOURNMENT



# Community Development

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City & Borough of Juneau • Community Development  
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**From:** Eric Feldt, Planner II, CFM   
Community Development Department

**Thru:** Hal Hart, Director   
Community Development Department

**To:** Planning Commission Committee of the Whole

**File No.:** AME2013 0012

**Date:** February 5, 2015

**Re:** Draft Auke Bay Area Plan

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## Attachments

|            |   |                                |
|------------|---|--------------------------------|
| Attachment | A | Draft Auke Bay Area Plan       |
| Attachment | B | CBJ Lands & Resources Comments |
| Attachment | C | DOT/ PF Comments               |
| Attachment | D | CBJ Docks & Harbors Comments   |
| Attachment | E | Revised Implementation Table   |

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## Draft Auke Bay Area Plan

CDD staff provided an initial copy of the Draft Auke Bay Area Plan to the Planning Commission on January 13, 2015. The Commission was informed that additional comments from the Auke Bay Steering Committee will be coming soon and recommended postponing discussion until the February 10<sup>th</sup> Planning Commission meeting.

## Comments received from various groups

### Auke Bay Steering Committee

The committee held a meeting on January 28<sup>th</sup> to address three issues:

- 1) Ensure the Plan speaks in an aspirational tone,
- 2) Recommend an amendment to the Comprehensive Plan Land Use map to ensure the Auke Bay Area Plan is consistent with the Comprehensive Plan, and
- 3) Amend the goals, policies, and map regarding viewsheds.

These issues are addressed in the packet.

Committee of the Whole  
 File No.: AME2013 0012  
 February 5, 2015  
 Page 2 of 3

**CBJ Lands & Resources (Attachment B):** Addressed in this memorandum.

- In summary, there are two main issues:
  - 1) The recommendation of the Auke Bay Area Plan will allow a small property along the shoreline (Auke Bay Post Office property) to be (re)built higher (55 feet) than the land-based property behind it (45 feet) and therefore may block views of Auke Bay. How can this blockage be minimized?
    - CDD's response: The Post Office property is within a designated viewshed and therefore, the policies in this Plan will encourage any future redevelopment to be designed in a way to lessen impacts to viewsheds.
  - 2) There are conceptual parking areas identified on the Community Charrette Map that are on CBJ owned land which are designated for disposal to the private markets. The Plan's parking designations might prevent or conflict with this designation.
    - CDD's response: The parking designations are conceptual in nature and may change over time. Although this map provides a guide for future infrastructure and development, it is not binding. Supplying parking does not necessarily prevent market uses on the same lot.

**DOT/ PF (Attachment C):** Corrections have been made.

**CBJ Docks & Harbors (Attachment D):** Corrections have been made.

**January 13, 2015 Planning Commissioner's comments:**

- What are the re-zoning recommendations?
  - CDD's response: The Draft Auke Bay Area Plan recommends amending the Comprehensive Plan Land Use designation map to guide future zoning changes. Zoning changes are expected to occur during the implementation process. At that time, specific elements such as height, setbacks, parking, etc. will be discussed. After working with the Steering Committee proposed language will be presented to the Planning Commission for review and recommendation to the Assembly for final action.
- How does the Auke Bay Area Plan address slowing of traffic?
  - CDD's response: This is addressed on page 48: Goal 10 and its related policies address slowing traffic.
- Add goals to the Introduction Chapter.
  - CDD's response: This is addressed on pages vii and viii.
- Add the Community Charrette Map to the Introduction Chapter to quickly show the reader the planning efforts of this project.
  - CDD's response: This is added on page vii.

Staff made minor edits to the Plan to correct any grammatical errors and to improve the writing quality. These specific edits are not listed in this memorandum. Also, staff split the combined zoning and Comprehensive Plan maps into two separate maps for easier viewing. Staff created an Action Item list for the Plan that establishes many benchmarks to achieve. This has been to the Implementation chapter - Attachment E. It is important to recognize that these are aspirational and offers a general approach; some projects may get ahead of or take longer than others.

The Draft Auke Bay Plan in your packet can also be found at the following CBJ website:  
<http://www.juneau.org/aukebayplan/>

Committee of the Whole  
 File No.: AME2013 0012  
 February 5, 2015  
 Page 3 of 3

### **Findings**

With the proposed amendment to the Comprehensive Plan Land Use map for only the Auke Bay area, the Draft Auke Bay Area Plan will be consistent with the Comprehensive Plan. Further, the plan is consistent with the following Comprehensive Plan policies shown on page 178, Subarea 3:

1. *Conduct an area plan or neighborhood plan for the Auke Bay area that would address residential and non-residential uses in the vicinity of the cove, harbor and University with the goal of creating a Marine Mixed Use, transit and pedestrian-oriented village in Auke Bay. Marine Mixed Use land uses could include: Water-related recreation, eco-tourism, commercial fisheries, sport fisheries, marine-related research and aquaculture, and other private and public use of the waters; shoreline and inland areas of Auke Bay including the University of Alaska Southeast (UAS) campus, student and faculty housing, neighborhood-commercial needs, transportation systems, habitat protection, educational facilities, careful urban design, and viewscape protection measures. This study should address the needs of and should include the participation of all stakeholders including property owners, residents, business operators, University administration, student and faculty, the Alaska Department of Transportation and Public Facilities, all relevant CBJ Departments and Divisions, NOAA staff and researchers and residents of neighborhoods who regularly traverse the Auke Bay area.*
2. *Protect and provide for continued water-dependent development at the Ferry Terminal and in Auke Bay. Identify suitable areas for float homes, boat houses, and/or live-aboards as affordable housing options; this may include dedicated portions of the harbor for these residences. Adopt design guidelines and development standards for the proposed Auke Bay neighborhood plan and Marine Mixed Use District.*
3. *Encourage high-density, transit-oriented residential and/or mixed use developments in the Auke Bay "village" area and around the University, particularly for student and faculty affordable housing.*
13. *The Parks and Recreation Comprehensive Plan, Chapter 8, recommends a number of parks, trail, community garden and stream corridor improvements for this subarea. Those recommendations include: (a) develop a cultural park at Auke Cape/Indian Point that would include trails, interpretative panels and other low-impact structures; (b) Plan for the future non-motorized use of the Montana Creek area from its juncture with the Mendenhall River to its upper reaches; (c) pursue a location and funding for a second Mendenhall River pedestrian bridge; (d) reserve trail corridors allowing for loop trails between Montana Creek and the Mendenhall Greenbelt; (e) reserve stream and trail corridors on CBJ-owned land behind Windfall Avenue; (f) reserve trail corridors recommended in the West Mendenhall Greenbelt Plan; (g) develop a Master Plan for the Auke Lake area; (h) develop a master plan for trail connections around Auke Lake; (i) develop a trail from Auke Bay Elementary School to Spaulding Meadows Trail; (j) provide direct and safe access to the Auke Bay park and shelter across from Auke Bay School; (k) reserve a trail corridor on the Mendenhall Peninsula; (l) define and improve the non-motorized trail from the end of the private driveway at Smugglers Cove to the end of Engineer's Cutoff, creating a trail around the end of the Mendenhall Peninsula; (m) review river bank modification projects upstream of West Mendenhall Valley Greenbelt and Brotherhood Park; (n) review connection routes with ADOT&PF at Brotherhood Bridge; (o) light the trail at Kaxdigoowu Heen Trail for year-round use; (p) create a neighborhood park for the subarea; (q) investigate the feasibility of creating cross-country running and skiing loops on CBJ land; (r) identify and protect fish and wildlife habitat and game travel corridors; (s) continue to acquire Greenbelt properties along Montana Creek and the Mendenhall River; (t) retain*

Committee of the Whole  
 File No.: AME2013 0012  
 February 5, 2015  
 Page 4 of 3

*trail access to Spaulding Meadows and to beaches; and (u) acquire high-value University of Alaska Southeast (UAS) wetlands and designate as Open space/natural areas.*

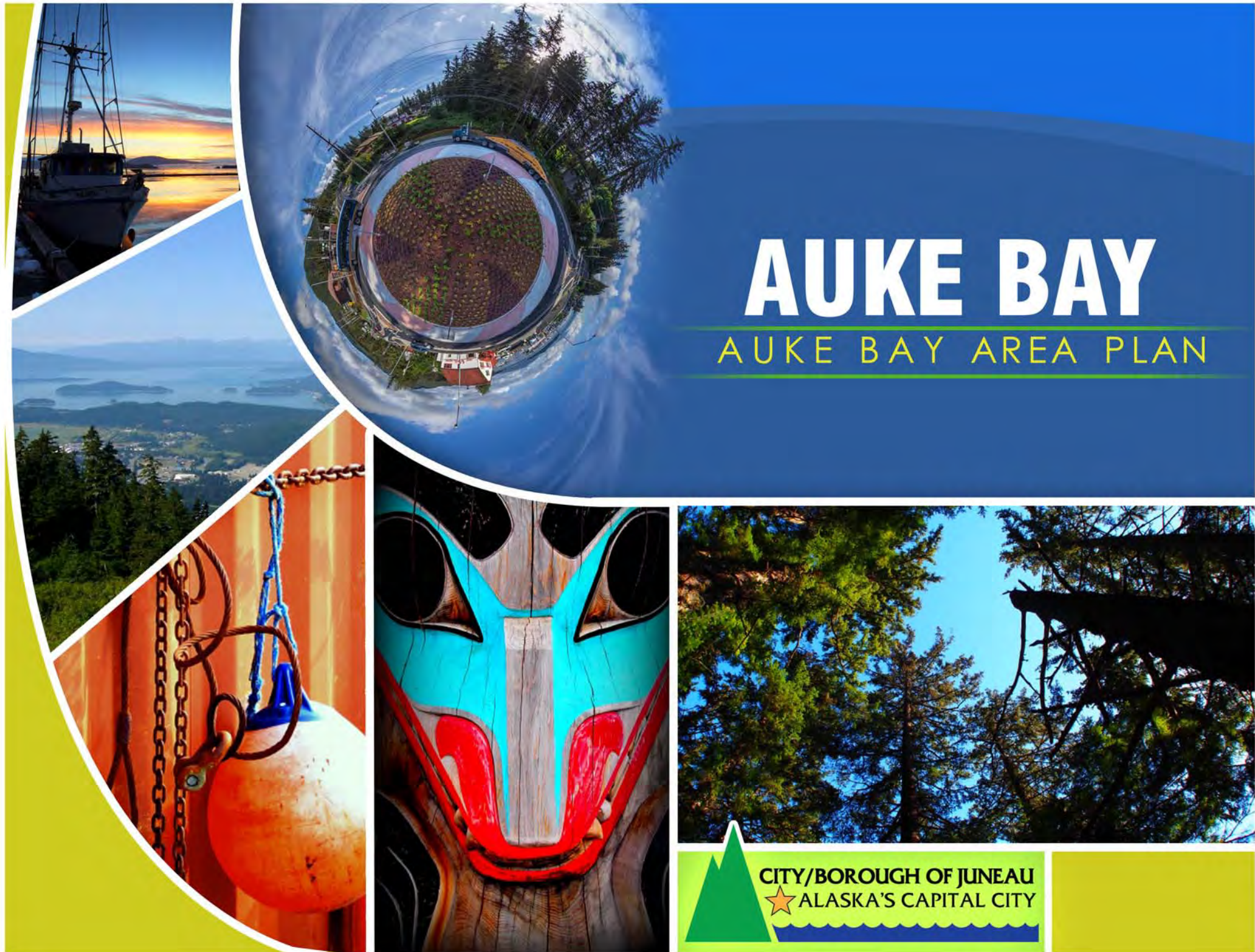
*16. Consider the transportation improvements recommended in Chapter 8 of this Plan. Investigate the feasibility of a roadway extending from Glacier Highway and running east of Auke Lake through the Pederson Hill area to the Mendenhall Back Loop Road; this may be designed as a collector street serving development of the Pederson Hill area and could also be considered as a possible bypass of the Auke Bay area.*

*17. Encourage beautification and buffering along major roadways.*

*18. Identify scenic view corridors as seen from public vista points and preserve them through building height restrictions, building massing and orientation restrictions as conditions of a rezoning, subdivision easements and careful building spacing requirements.*

*19. Identify historic and cultural resources within the subarea. Projects that may impact historic resources identified within this subarea are to be reviewed by the Historic Resources Advisory Committee (HRAC) prior to issuance of a permit. Where new historic or cultural resources are discovered or identified, the Juneau-Douglas City Museum should be contacted immediately for documentation and technical assistance toward preservation and/or curating of the resource. The demolition or removal of historic resources should be avoided and should only occur when no other option for its preservation or relocation to a suitable site exists.*

*20. Work with ADOT&PF to provide sidewalks, bicycle paths, and/or trails separated from the road travelway along existing and newly-constructed arterial and collector roadways to provide safe and efficient access and to reduce pedestrian and bicycle/motor vehicle conflicts.*



# AUKE BAY

## AUKE BAY AREA PLAN

**Cover Design**  
Glen Fairchild

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**Cover Photography**  
Dave Klein ▪ KleinDesigns  
&  
Pat McGonagel ▪ Didjuneau Fine Art Photography

# Auke Bay Area Plan

Adopted (Month, Date, Year)  
Assembly Ordinance 20XX-XX



City and Borough of Juneau  
Community Development Department  
Planning Division

# Special Acknowledgements

For your passion for Auke Bay Community...

For your hard work and dedication...

For your ideas and creativity...

*We Thank You*

## **Auke Bay Steering Committee Members**

Gerald Gotschall, AIA, Chair ▪ Dana Hanselman, Vice Chair ▪ Michele Grant, Recorder ▪ Sharyn Augustine ▪ David Haas ▪ Karla Hart ▪ Caroline Hassler ▪ Ric Iannolino ▪ Dave Klein ▪ Nathan Leigh ▪ Eric Lindegaard ▪ Joann Lott ▪ Brandilyn McDonald ▪ Mike Noel ▪ Lawrence Lee Oldaker ▪ Philip Rolfe ▪ Doug Scudder ▪ Linda Snow ▪ Alice Taff

Americans with Disability Committee ▪ Central Council of Tlingit & Haida Indian Tribes ▪ Corvus Design ▪ Did Juneau Photography ▪ CBJ Docks & Harbors ▪ Douglas Indian Association ▪ CBJ Engineering ▪ Friends of Auke Bay ▪ Haight & Associates ▪ Jensen Yorba Lott, Inc ▪ Klein Design ▪ CBJ Lands Department ▪ MRV Architects ▪ NorthWind Architects ▪ CBJ Parks & Recreation ▪ CBJ Public Works ▪ SAIL ▪ Sealaska Heritage Institute ▪ State of Alaska Department of Transportation ▪ University of Alaska Southeast ▪ United States Forest Service ▪ Area Business Owners

Karla & Steve Allwine ▪ James Bibb, AIA ▪ Pat Carroll, PE ▪ Jim Chen ▪ Bernadine DeAsis ▪ Gary Gillette, Architect ▪ Don Howell ▪ Kamal Lindoff ▪ Greg Lockwood ▪ Dr. David Logan ▪ John Morris ▪ Chris Myrtl, PLA ▪ Fred & Kathleen Pollard ▪ Mike Pollard ▪ Michelle Ridgeway ▪ Chuck Smythe ▪ Steve Soenksen ▪ Corey Wall, AIA ▪ Every Area Resident Who Attended a Meeting



# Community Outreach Efforts

21 Auke Bay Steering Committee  
Meetings

3 Open House Meetings

2 Design Charrettes

1,038 Households Notified by Direct Mail

150 Postcards Displayed

250 Flyers Posted

1 Initial Survey

54 Newspaper Advertisements

# Message from the Chair

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The Steering Committee's discussion of the Auke Bay area began with the development of a vision statement that came out of various 'statements of need' from the Committee and what Auke Bay represents in the larger Community. This led to discussions of how we envision the area growing and what the boundaries of the area growth might be.

Over the following months, the Committee heard presentations from the many agencies that have current and future projects in progress in the area and discussed how each project might affect the overall function, look, and feel of the greater Auke Bay area. We saw a wide variety of interested community members also show up and comment on the many issues being presented. Guided by City staff, we evaluated and discussed this wide range of presentation issues, as well as the many community comments culminating in the *Draft Auke Bay Area Plan* that you have before you. The Draft *Plan* was developed largely through a consensus-

driven model set against the collective Vision established early in the process.

In addition to agency presentations about what is planned, two community design charrettes were held to gather ideas for what should be planned. With the active participation from homeowners, landowners, developers, local business owners, neighbors and various others, ideas large and small were shared for improving the Auke Bay area. We heard ideas from the participants about everything from roads and sidewalks, bike lanes, harbor use, trail connections, public / private parks, school crossings, the delicate natural and cultural environments, to how buildings should address the street as they change from retail to commercial to residential uses, and where they should be on the map.

The charrette results were synthesized into the Community Charrette Map as a visual embodiment of ideas held in common by the mixed groups of Juneau Citizens.

*We saw numerous similarities between the ideas collected from the charrette participants and those collected in the Steering Committee brainstorming discussions - thus reinforcing that we were all headed in the same direction with a common vision, and adequately representing our Community!*

Next, the goals of the *Plan* were agreed to. We recognized that each goal represented an identified problem or opportunity raised by the community and that the list of policies were designed to address the responsible party, or the desired outcome or process needed to address the issue in the future.

We also recognize the *Plan* is not the end to the discussion, but a framework for its beginning. It is a working statement of where Auke Bay is today, and where we want to head for tomorrow, or 10

years from now. We recognize that the *Plan* will need continued attention to evolve, from both public and private participants. With major projects at the University, Department of Transportation, the private sector developers and Docks & Harbors yet to come, we see the area's evolution already set in motion. Unifying and connecting each of these projects together will be key in forming the aspects of the "community" that our participants were so passionate about.

Auke Bay is currently serving as a hub for numerous activities, residences, businesses, and an increasingly busy harbor. Preserving the beauty of Auke Bay and its natural setting, while accommodating all the desired and imagined future growth - both built and economic - will be a challenge.

This plan seeks to provide a guideline for this growth. We also see that there are a number of next-steps in the process that could not be addressed in our time on this effort.

Our many thanks from the members of the Steering Committee, to the many Auke Bay Residents, the members of the Borough Assembly and the Planning Commission, the Douglas Indian Association representatives, and Sealaska staff who attended as needed throughout the 12 month process. We would also like to thank the numerous representatives from DOT&PF, CBJ Docks and Harbors, University of Alaska Southeast, and many other participating organizations and institutions for their time and resource contributions that made this effort possible.

I look forward to the next steps!

Sincerely,

A handwritten signature in black ink, appearing to read "Gerald Gotschall". The signature is fluid and cursive, with a large initial "G" and a stylized "Gotschall" following.

Gerald Gotschall, AIA  
Chair of the Auke Bay Steering Committee

# Table of Contents

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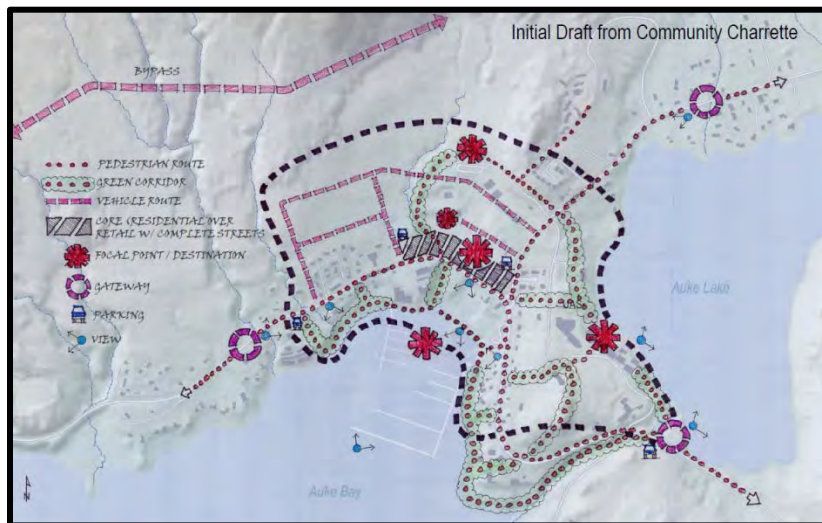
|                                                                  |     |  |  |
|------------------------------------------------------------------|-----|--|--|
| Inside Cover .....                                               | i   |  |  |
| Special Acknowledgments .....                                    | ii  |  |  |
| Community Outreach Efforts.....                                  | iii |  |  |
| Message from the Chair .....                                     | iv  |  |  |
| Table of Contents .....                                          | vi  |  |  |
| Introduction .....                                               | vii |  |  |
| Planning Area Definitions .....                                  | xi  |  |  |
| <br>1. <i>Land Use &amp; Facilities</i>                          |     |  |  |
| Existing Conditions .....                                        | 1   |  |  |
| Vision .....                                                     | 3   |  |  |
| Recommended Tools .....                                          | 6   |  |  |
| Goals and Policies .....                                         | 13  |  |  |
| <br>2. <i>Natural Resources, Hazards, and Habitat</i>            |     |  |  |
| Habitat Existing Conditions .....                                | 16  |  |  |
| Habitat Vision .....                                             | 18  |  |  |
| Flooding Existing Conditions .....                               | 18  |  |  |
| Flooding Vision .....                                            | 19  |  |  |
| Earthquake Existing Conditions .....                             | 19  |  |  |
| Earthquake Vision.....                                           | 20  |  |  |
| Landslide/Avalanche Existing Conditions....                      | 20  |  |  |
| Landslide/Avalanche Vision .....                                 | 20  |  |  |
| Goals and Policies.....                                          | 21  |  |  |
| <br>3. <i>Cultural and Historical Significance and Resources</i> |     |  |  |
| Existing Conditions .....                                        | 24  |  |  |
| Vision .....                                                     | 25  |  |  |
| Recommended Tools .....                                          | 26  |  |  |
| Goals and Policies .....                                         | 28  |  |  |
| <br>4. <i>Recreation</i>                                         |     |  |  |
| Existing Conditions .....                                        | 29  |  |  |
| Vision .....                                                     | 30  |  |  |
| Goals and Policies .....                                         | 32  |  |  |
| <br>5. <i>Transportation</i>                                     |     |  |  |
| Existing Conditions .....                                        | 34  |  |  |
| Vision .....                                                     | 39  |  |  |
| Recommended Tools .....                                          | 42  |  |  |
| Goals and Policies .....                                         | 45  |  |  |
| <br>6. <i>Implementation</i> .....                               | 49  |  |  |
| Tools for Implementation.....                                    | 52  |  |  |
| Action Items.....                                                | 53  |  |  |
| <br>Appendix                                                     |     |  |  |
| A Plan References.....                                           | 56  |  |  |
| B Capital Improvement Projects .....                             | 57  |  |  |
| C Auke Bay Area Maps.....                                        | 60  |  |  |

# Draft Auke Bay Area Plan Introduction

## Planning for Auke Bay's Future

### *Vision of Auke Bay:*

*"Auke Bay Community 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."*



Overlay drawing courtesy of Chris Mertl, PLA of Corvus Designs. See large version of Charrette Map in Appendix C

Auke Bay has grown from its early years as being home to the Áak'w Kwáan tribe and a fisheries port, to a much larger and more diverse economic hub of Southeast Alaska, located within the City & Borough of Juneau. Significant growth in the

resulted in increased demands in services, varied land regulations, mixture of new transportation challenges, and pressures on the environment. Coordinating and addressing these demands and challenges through the creation of an *Auke Bay Area Plan*, lead by Auke Bay citizens<sup>1</sup>, will ensure future growth is responsible, sustainable, and desirable.

Auke Bay is home to many businesses, residents, students, and transient guests. The public and private harbors establish a strong and unique maritime component for not only commercial fisherman, but also local sport fisherman, sailors, and those traveling through Southeast Alaska.

There are pedestrian paths that offer spectacular views of the lake, bay, and nearby mountain tops. The University of Alaska Southeast (UAS) provides a breadth of higher education and outdoor programs that attract students from around the globe. The UAS campus shows growth in new dormitories and campus facilities. Auke Bay boasts a rich mixture of densities that can accommodate many housing needs, from detached homes to condominium. There continues to be a strong housing demand in the Auke Bay area. Businesses are attracted to meet the growing demands of Auke Bay by way of engineering, marine use, transportation, retail/ restaurants, services, and more. As Auke Bay grows, it will be important to

<sup>1</sup> Please reference the Outreach Efforts page in the front of the Auke Bay Area Plan for documentation on specifics of community involvement.

attract businesses that not only supply the demand in the area but also compliment the design of growth.

Throughout the public process of forming the Auke Bay Area Plan, the community came up with the following major goals for the future of Auke Bay. These goals are discussed in detail within each chapter of the plan.

- The Auke Bay Small Town Center provides a rich, mixed-use form of development where people live, work, and play.
- Pedestrians can move freely and safely throughout Auke Bay for recreation, education, enjoyment, or just destination linkages.
- Auke Bay is truly a special place as evidenced through gateways, wayfinding signage, art, lighting, events, etc.
- Culture and history in Auke Bay is rich through art, educational elements, events, and other social aspects.
- Auke Bay accommodates and provides an enjoyable place for commercial and recreational boaters.
- Major property owners, such as UAS, CBJ, business entities, DOT/PF, etc. coordinate development efforts to ensure smart planning.
- Multi-modal transportation facilities and routes are well connected, maintained, and efficient for various users.

The *Auke Bay Area Plan* consists of six chapters. Each chapter provides a set of Goals and Policies that form the neighborhood's *voice* when deciding how the Auke Bay area should grow.

*Chapter 1 Land Use and Facilities* describes the existing built and natural environments, establishes focused planning areas within the *Auke Bay Area Plan* boundary, and explains the public's involvement and process in creating the vision for Auke Bay's built landscape, such as building and street designs.

*Chapter 2 Natural Resources, Hazards, and Habitat* provides three categories that highlight the importance of maintaining marine- and land-based environments, utilizing smart building designs to lessen impacts from floods, mudslides etc., and preserving sensitive habitat such as eel grass.

*Chapter 3 Cultural and Historical Significance and Resources* identifies the early settlement of the Áak'w Kwáan tribe and the need to preserve historic artifacts and promote their rich heritage.

*Chapter 4 Recreation* promotes an integrated pedestrian and bicycle network, identifies land and water viewpoints, and encourages use of public art and signage to create a strong sense of place.

*Chapter 5 Transportation* establishes a need for a new by-pass road to allow the center of Auke Bay to be safer and better facilitate pedestrian access; a new Seawalk that links public and private uses; and new parking facilities.

*Chapter 6 Implementation* explains how this Plan will move forward; why additional changes to the Comprehensive Plan and Zoning Districts are needed to guide specific forms of

development; and how new designs for buildings, streetscapes and spaces will be critical for achieving the envisioned Small Town Center.

Not only was the Auke Bay Area Plan created and guided by local citizenry and the Auke Bay Steering Committee<sup>2</sup>, it is also supported by the community-wide 2013 *Comprehensive Plan*. This Plan provides the following need for a future plan of Auke Bay:

***Guideline and Consideration Subarea 3: Auke Bay, Mendenhall Peninsula, & West Mendenhall Valley – Page 178***

- *Conduct an area plan or neighborhood plan for the Auke Bay area that would address residential and non-residential uses in the vicinity of the cove, harbor and University with the goal of creating a Marine Mixed Use, transit and pedestrian-oriented village in Auke Bay. Marine Mixed Use land uses could include: Water-related recreation, eco-tourism, commercial fisheries, sport fisheries, marine-related research and aquaculture, and other private and public use of the waters; shoreline and inland areas of Auke Bay including the University of Alaska Southeast (UAS) campus, student and faculty housing, neighborhood-*

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<sup>2</sup> Please see the Outreach Efforts page in the front of the Auke Bay Area Plan for documentation on specifics of community involvement.

*commercial needs, transportation systems, habitat protection, educational facilities, careful urban design, and viewshed protection measures. This study should address the needs of and should include the participation of all stakeholders including property owners, residents, business operators, University administration, student and faculty, the Alaska Department of Transportation and Public Facilities, all relevant CBJ Departments and Divisions, NOAA staff and researchers and residents of neighborhoods who regularly traverse the Auke Bay area. Emphasis added.*

- *Protect and provide for continued water-dependent development at the Ferry Terminal and in Auke Bay. Identify suitable areas for float homes, boat houses, and/or live-aboard as affordable housing options; this may include dedicated portions of the harbor for these residences. Adopt design guidelines and development standards for the proposed Auke Bay neighborhood plan and Marine Mixed Use District. Emphasis added.*
- *Encourage high-density, transit-oriented residential and/or mixed use developments in the Auke Bay “village” area and around the University, particularly for student and faculty affordable housing. Emphasis added.*

## **Chapter 14 Community Education & Services – Page 216**

### *Standard Operating Procedures*

*14.1– SOP 2: Work closely with the staff of UAS in neighborhood planning efforts for the Auke Bay area that considers the on- and off-site impacts and requirements associated with UAS expansion. This should include impacts on housing and on transit, vehicle, pedestrian and bicycle transportation systems. Emphasis added.*

The *Auke Bay Area Plan* seeks to enrich the Alaskan heritage as Auke Bay progresses through the next several decades and meets the goals of local citizens and adopted plans. Here are some main goals of this Plan.

# Draft Auke Bay Area Plan

## Planning Area Definitions

There are three planning areas of the Auke Bay Area Plan: (1) the Planning Area Boundary, (2) the Hub, and (3) the Center. Each represents different types of anticipated growth based on public services, land use demands, and future needs of Auke Bay. Each area is described below. Detailed maps of these planning areas can be found in Appendix C of this *Plan*.

### Planning Boundary Area

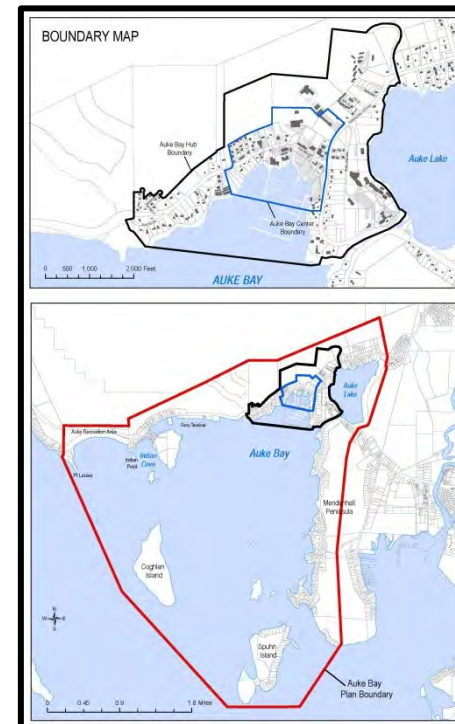
This represents the boundary of the Auke Bay Area Plan and encompasses the other two planning areas. The boundary stretches from the southern tip of Mendenhall Peninsula around Spuhn and Coghlan Islands north to Indian Point and east to around Auke Lake. Lands between this boundary line and the Hub contain few public services and consist of low development densities. The majority of uses are single-family housing. Most of the land is undeveloped forested areas or the bay area. Although some of this area is privately owned, most of it is publicly owned by the CBJ, State, or the Federal government, or by the University of Alaska Southeast (UAS).

### Hub

The Hub is the next inside planning area and represents the town center setting of Auke Bay. This area stretches from the west end of Auke Nu Drive, east along Glacier Highway up Mendenhall Loop Road (Back Loop) to the UAS dormitories along University Drive and south to Chapel by the Lake along Glacier Highway. The Hub is served by public water and sewer services. It also consists of a mixture of housing types, UAS campus and recreation facility, CBJ Statter Harbor, and the western Auke Lake shoreline. The Hub is an area of expected growth due to many undeveloped lots having access to public utilities and services.

### 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.



Appendix C- Planning Area Boundary Map

# **Draft Auke Bay Area Plan**

## **Chapter 1: Land Use and Facilities**

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Photo courtesy of CBJ's Community Development Department

### **Existing Conditions**

Auke Bay offers a mixture of land uses ranging from condominiums and single family housing to fish-processing facilities and educational centers. During the 20<sup>th</sup> century, Auke Bay started to develop into a key population node of the community. Three major roads converge in Auke Bay (Glacier Highway (north- & south-bound) and Mendenhall Loop Road) and bring people from all over the Borough. These roads carry a high volume of traffic. Commercial businesses, places of residence and boat harbors have all been developed along this highway.

Auke Bay also receives high marine traffic from commerce, private yachts, the State ferry dock, and recreational boaters. These facilities attract residents, workers and tourists from all over the state and beyond. Current educational opportunities

in Auke Bay include the University of Alaska Southeast, a public and a private elementary school, and a pre-school co-op.

Land use regulations in Auke Bay are fragmented due to the many different districts. This has resulted in some property's regulations promoting a suburban, auto-dependent setting with large parking lots and limited uses; while others promote a small downtown feel with a mix of uses and pedestrian-emphasized designs. Because of this, neighboring uses may easily conflict which can make coordination for future planned growth between land owners challenging.

The 2013 *Comprehensive Plan* describes Auke Bay and UAS as "Urban"<sup>1</sup> 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."<sup>2</sup> The *Comprehensive Plan* encourages in-fill development within the Urban Service Area in order to take advantage of existing urban services and utilities.

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<sup>1</sup> The Auke Bay Area Plan is using the term 'urban' loosely to mean a Small Town Center that provides a mixture of residential and commercial uses in a small area. Throughout this Plan, Town Center is used to describe growth of this nature.

<sup>2</sup> Page 13, The City & Borough of Juneau 2013 Comprehensive Plan



Art courtesy of Hal Hart, Director of CBJ Community Development

Additionally, it promotes 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 *Comprehensive 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 travel. The *Comprehensive Plan's* "Typical Elements of a Transit Oriented Development" and "Principles for Creating Livable Mixed Use Communities"<sup>3</sup> provide guidance on how the 'Center' of Auke Bay should be developed to take advantage of its vacant and underutilized properties, existing cultural and civic amenities, public infrastructure, and natural assets.

<sup>3</sup> Page 17, The City & Borough of Juneau 2013 Comprehensive Plan

The *State Land Management Plan*<sup>4</sup> establishes specific goals for the Auke Bay area. The Department of Natural Resources (DNR) has set goals as general conditions and is attempting to achieve them through management actions. The DNR wants to provide opportunities for economic development through managing state land and resources; minimizing fiscal costs by locating development near sustainable economic bases with services; maintaining public health and safety; enhancing the public use of state lands; enhancing quality of life in the state; and providing 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*<sup>5</sup> provides general information, goals and policies for park management, discusses potential areas for new recreation facilities and identifies actions to promote the importance of the natural recreation area and good stewardship.

<sup>4</sup> State Land Management Plan – Department of Natural Resources  
[www.dnr.alaska.gov/mlw/planning/areaplans/juneau/](http://www.dnr.alaska.gov/mlw/planning/areaplans/juneau/)

<sup>5</sup> Channel Island State Marine Park Management Plan – Department of Natural Resources

The latest CBJ *Statter Harbor Master Plan* includes phased improvements: 1) Changes to moorage areas and relocation of the fuel float – completed. Replacement of DeHart’s Marina – not completed. 2) Construction of a new two-lane boat launch and parking facility - begin late 2014 and completed by mid-2016. 3) Construction of a new kayak and boat haul-out ramp with improvements to the boat yard - this phase does not yet have funding and is not yet scheduled for permitting or construction. 4) Construction of for hire charter float.

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, with dormitories and Joint Use Facility on the north side of Mendenhall Loop Road, and other facilities in the center of Auke Bay. The UAS 2012 *Campus Master Plan*<sup>6</sup> directs future capital investment in the main campus area. UAS’ recent selling of the Bill Ray Center in downtown Juneau reflects this new focus in investment. Although a significant portion of the growth in student enrollment at UAS is based on commuters or internet-based programs (eLearning), the number of existing traditional students remains strong. The UAS *Campus Master Plan* identifies both residential and support facilities for 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

<sup>6</sup> Campus Master Plan – University of Alaska Southeast  
[www.uas.alaska.edu/facilities\\_services/docs/master-plan/masterplan.pdf](http://www.uas.alaska.edu/facilities_services/docs/master-plan/masterplan.pdf)

assembly categories. Campus housing and dining facilities 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.



An artist's rendering of student transitional housing. Art courtesy of Richard Mullins with Presentation Art Studio and design by Grinstad & Wagner Architects.

Other educational centers in Auke Bay include public and private elementary school as well as a pre-school co-op.

## Vision

***“Auke Bay Community 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.”***

From recreation to education, the vision statement lists uses that play major roles contributing to the Auke Bay community. Auke Bay is known to many as a destination and a gateway to the marine and mountainous environments that could arguably be a quintessential Alaskan experience to be had. Auke Bay, Auke Lake, and the upland wilderness play a cumulative role in giving the Auke Bay community its identity. It could be concluded that the existing uses such as retail, restaurants, boat harbors, etc. were built here because of the bounty offered in the Auke Bay area.

### Design Charrette

The CBJ held a community design charrette in the summer of 2014 to help determine preferred future streetscapes, public places, and building form/ design elements. The first part of the charrette consisted of ranking scenes to from least to most desirable.

Images ranged from artistic renderings and photos of highly urbanized development in Europe and the United States; historic Main Streets throughout the Pacific Northwest; community events such as 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/art, such as skate parks, murals, community gardens, etc.

The image with the most desirable elements of a street scene was a photograph showing a portion of a street block in downtown Chicago, Illinois. See Figure 1.



Figure 1: Downtown Chicago, Illinois. Photo used with permission from Chris Mertl, PLA of Corvus Designs.

Comments submitted about this image indicated that they were attracted by 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 all contributed to the high desirability of this street scene.

The second most desirable image was of a rendering of the proposed Schooner Cove development near Nanoose Bay, on

the east portion of British Columbia. This scene was favored as being a close fit for the future of Auke Bay because of its small harbor village consisting of a mixed-use, high-density community center adjacent to a boat harbor and various housing types and recreational facilities. See Figure 2.



Figure 2: Conceptual image of Nanoose Bay, British Columbia. Image used with permission from © Fairwinds Real Estate Management, Inc. 2014

The least desirable image was of a big-box store surrounded by a large parking lot (image not provided). This feedback reaffirms comments received throughout community charrette that the scale and design of development in Auke Bay concerns residents.

The second part of the charrette was a design exercise whereby the public split into small groups tasked with drawing their desired improvements/ preservations to the Auke Bay area. Each group used the same base map for this

exercise. Once completed, all similar elements and other agreed upon concepts were copied onto one map, called the Community Charrette map. See Figure 3. This map was the initial draft from the community and represents the long-range vision for the area. As the area develops and priorities evolve, the map will need to be reviewed and updated from time to time.



Figure 3: Overlay drawing courtesy of Chris Mertl, PLA or Corvus Designs. See large version of Charrette Map in Appendix C

The design charrette exercise helps to confirm and inform the vision statement; the public to see and experience a diverse, vibrant community with a mixture of uses at appropriate scales for the area, and thoughtfully designed.

## Recommended Tools

The recommended tools described below will help direct future development to achieve the vision for the Auke Bay Center.

### Consistency with the Comprehensive Plan Land Use map

The Comprehensive Plan Land Use map for Auke Bay needs to align with the goals and aspirations of creating a new Small Town Center envisioned in the Center planning area. The design charrette and various Auke Bay Steering Committee meetings helped guide the Committee to proposing an amendment to the existing Land Use map: Changing Marine/ Mixed Use (M/MU) to Traditional Town Center (TTC) up hill (north) of Glacier Highway in the Center planning area. The existing and amended land use maps are provided in Appendix C. This change retains mixed use along both sides of Glacier Highway while retaining a desired marine-focus along shoreline properties. This map amendment provides the initial stepping block in guiding future rezones for shaping the future Small Town Center.

### Design Guidelines

New building and streetscape design standards are recommended for the Center planning area following the implementation of the *Auke Bay Area Plan*. These standards, roughly based upon those found in the *Willoughby District Land Use Plan*<sup>7</sup>, have been modified to reflect the specific

desires of the Auke Bay community. Specifically, the buildings/ streetscape 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 the following:

#### Build-To Line

Creating a walkable, safe, efficient, sense of place in the Auke Bay center is essential to the standards set forth by the Auke Bay Community. One way of achieving this is through a Build-To Line. Front yard setbacks should be small; less than 10' setback. The center planned area is encouraged to be developed in a small town center environment with buildings close to sidewalks that provides an attractive and safe place for pedestrians. The Build-To Line allows pedestrians to enjoy buildings' architectural elements and creates a human scale feeling. This is just one tool in creating a Town Center setting.

Large front yard setbacks tend to push buildings far away from the street. This often results in parking lots separating sidewalks and pedestrians from adjacent buildings, creating a more suburban feel. This could place pedestrians in areas that do not promote pedestrian safety and comfort, and can deter the creation of an Auke Bay Center setting with positive activity.

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<sup>7</sup> Willoughby District Land Use Plan – City & Borough of Juneau Division of Lands  
[www.juneau.org/lands/Willoughby\\_District.php](http://www.juneau.org/lands/Willoughby_District.php)

### **Building Height of at Least Two Stories**

Encouraging multi-story buildings in the Center area will help achieve an environment where people can live, work, shop, and entertain. Multi-story buildings can provide a mixture of uses, such as a ground-floor commercial businesses and upper-floor condos. This idea will attract shops and restaurants, providing more housing choices, etc. Alternatively, one-story buildings are limited in the amount of density and use of building space, cannot bring adequate demands for public transit, and may fall short in creating the desired small town center.



Art courtesy of Hal Hart, Director of CBJ's Community Development Department

help create an environment that provides a vibrant pedestrian setting and a sense of place.

### **Buildings Oriented to the Street**

Buildings located in the Auke Bay Center should be designed to front the street with a sidewalk and offer interesting architecture to attract customers. This will



Photo courtesy of CBJ Community Development. A local example of a mixed use building oriented to the street with a wide sidewalk and landscape buffer to the street.

Having a building's main entrance face the rear or side property lines, located away from sidewalks, or toward a parking lot makes travel inconvenient and unattractive for pedestrians. This will decrease the creation of a town center atmosphere.

### **Ground-floor Retail, Offices; Upper-story Residential; and Live Work Units**

Mixed-use development having ground floor restaurant/retail/offices and upper floor residences is critical for establishing a small town center setting. The ground floor uses can create a vibrant and energetic street atmosphere. The upper floors provide a separated use away from street

noise and activity that is more appropriate for residential use. Mixed-use development may provide more affordable housing opportunities as density increases.

### **Create Interesting Building Facades for Enhancing Appearances**

All building's facades should be designed with architectural features and designs that form and complement the unique setting of the Auke Bay Center. Emphasizing features such as windows, entrances, and rooflines can attract pedestrians. In turn, these features can act as a security element for pedestrians and businesses. Interesting building facades can enhance the civic nature, sense of place, and pedestrian-oriented character desired by the residents of Auke Bay. Long expanses of blank walls decrease the attraction and uniqueness of building facades in town center, and therefore, should be avoided.

### **Parking Should be Located at the Rear, Side or Under Buildings**

Although parking is needed in a town center setting, these uses could be unattractive and unsafe for pedestrians, can discourage pedestrian travel between uses, and are areas of low land use efficiency. Therefore, parking should be located to the rear, side, or under buildings can create an attractive downtown setting. Since parking lots may not be adequately lit, especially during the winter, and sometimes feel unsafe to pedestrians, locating a parking lot between the sidewalk and a

building detracts from creating a vibrant town center. Further, large parking lots force pedestrians to dodge between cars.

### **Hidden Trash Receptacles, Loading Docks, Outdoor Mechanical and Electrical Equipment**

Trash receptacles are often associated with foul odors, uncleanliness, and rodents/insects, and therefore, are perceived as unsightly appearances and can detract from creating an attractive neighborhood. Hiding or screening trash receptacles behind buildings and away from sidewalks can overcome this negative result.

Loading docks are often poorly lit, may appear unsafe, and are areas of relatively low activity. Therefore, they may detract from creating a vibrant pedestrian setting and are encouraged to be located at the back of buildings. Nearby uses should be taken into consideration when locating trash receptacles and loading bays to lessen noise problems due to their early and late hours of operation.

Outdoor mechanical and electrical equipment should be placed on rooftops or in the back of buildings to lessen noise problems and visual blight.

### **Key Auke Bay View Sheds**

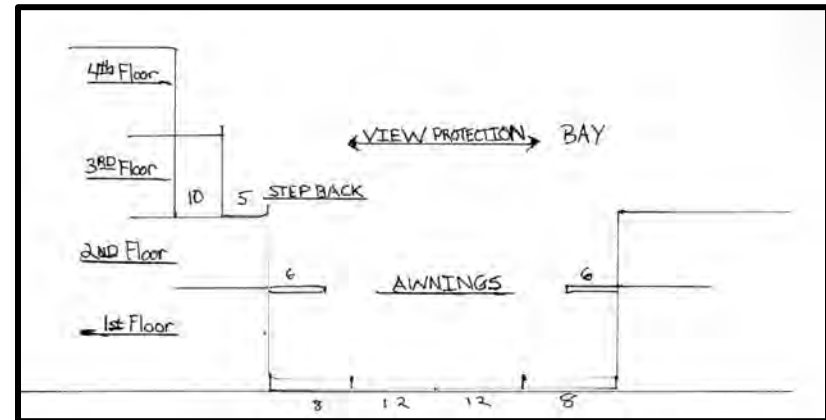
Protecting scenic vistas and view points from the effects of haphazard development can allow the Auke Bay area and community to preserve its unique charm, civic pride, and attract positive growth to the area. Preserving key view points can lead to many benefits such as higher property values,

strengthening tourism, and contributing to the overall enjoyment of the area. Consideration for building orientation and height is needed to maintain important views, provide for air circulation, and avoid undesired building shadowing effect. The View Points Map<sup>8</sup> identifies key views that originated from the June 2014 Community Charrette.

The key view points to maintain in the Auke Bay area are those from:

1. Looking toward Auke Bay from the intersection of Bayview and Glacier Highway.
2. From the sidewalk in front of Chan's restaurant and S.E. Waffle Company.
3. Auke Bay from the crest of the hill at Back Loop Road and continues to the round-a-bout.
4. Approaching the opening to UAS student housing and Auke Lake at 4300 University Drive.
5. UAS dock looking east across Auke Lake.
6. From Glacier Highway near Auke Lake parking area turnoff.
7. On Glacier Highway heading north as you approach round-a-bout into Auke Bay.
8. In Auke Bay looking towards the land and harbors.
9. From the bottom of Horton parking lot in front of Squires Restaurant building looking into Auke Bay.

These points are labeled on the View Point Map located in Appendix C.



The example above shows how as buildings get further from the waterfront they may have added height to allow for more water viewing opportunities.

### Connected Street Grid Auke Bay Center

The Auke Bay Center is envisioned with a street grid that provides connection to shopping, businesses, residences, and parks<sup>9</sup>. An illustration of this grid is shown on the Community Charrette Map<sup>10</sup>. This street grid 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 can facilitate small lots and alleys and allow for pedestrian-friendly designs. Alleys and small streets should be required as a means for traffic calming.

<sup>8</sup> Appendix C – View Points Map

<sup>9</sup> Appendix C – Hub Overview Map

<sup>10</sup> Appendix C – Community Charrette Map

### **Connected and Complete Streets**

Streets should provide safe access for pedestrians, bicyclists, and transit. Users of all ages and abilities are able to move safely along and across a street that can accommodate all users, known as a *Complete Street*. Elements such as pedestrian routes, lighting, grades, canopies, etc. can add to the comfort and attraction of a street and, ultimately its usage. The proposed grid streets will provide access to and from surrounding neighborhoods, trails, and parks. Future streets will be able to distribute vehicle trips evenly and efficiently. Where awnings are to be incorporated along DOT&PF ROW, a ROW permit should be obtained from DOT&PF.

### **Narrow Streets, Wide Sidewalks, and On-Street Parking**

The Auke Bay Center streets should be designed with narrow widths to decrease vehicular speeds and noise, and increase pedestrian and bicycle safety. Compared to a standard street width, narrow streets save on construction costs and decrease stormwater volume.



This photo is a good example of desirable, angle in parking. Photo courtesy of Karla Hart

Sidewalks provide pedestrians with a pleasant, safe, and convenient place to walk. Where buildings are abutting sidewalks, canopies should be provided to the great extent. Sidewalks that are too narrow are inconvenient, unsafe, and inadequate in areas of high foot traffic. New sidewalks in the Auke Bay area should be between 8 and 12 feet wide to accommodate multiple users. Due to the local climate, the maintenance and construction method of sidewalks is critical for pedestrian safety and accessibility.

On-street parking is encouraged because it buffers pedestrians from vehicle travel, results in safer traffic speeds, and provides convenient short-term parking for nearby businesses. On-street parking reduces the desire to build many surface parking lots.

### Street Furniture, Banners, and Plantings

Planters, banners, street furniture, lighting, etc. are elements of a downtown street that can attract people, add energy and vibrancy, provide safety, and create a unique sense of place. The community is encouraged to promote and incentivize the installation of these street elements to make Auke Bay a distinct area.

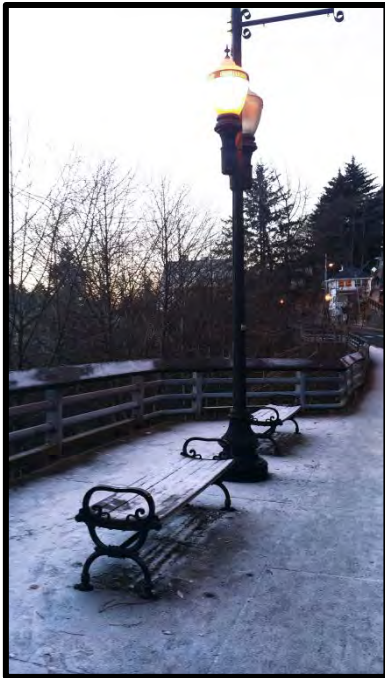


Photo courtesy of CBJ's Community Development Department

### Park & Ride and Transit Services

'Park & Ride' and transit facilities should be efficiently located near the center of high intense uses, be designed with pedestrian linkages to nearby sidewalks and streets, and be designed with elements that complement the fabric and setting of a town center. These facilities are encouraged to be designed with other uses to

maximize the use of land and parking/ transit needs. They should connect to pedestrian/ bicycle routes linking major uses such as UAS, businesses, residences, and harbors. Special

care should be taken to ensure linkages are accessible to all pedestrians, i.e. ADA-accessible, children, etc.

These facilities should be designed in a way that they can be utilized for community events (such as marine, University, government, business community, non-profit, etc.) year-round.

### Park Facilities Serving as Neighborhood Recreational and Community Events

Park facilities should:

- (1) Be consistent with the goals and objectives of the CBJ *Parks and Recreation Comprehensive Plan*<sup>11</sup>;
- (2) Serve a significant proportion of the area's density within a quarter of a mile; and,
- (3) Be designed in such a way that it can be programmed for community events year-round.

### Active Auke Bay Center

The Auke Bay Center area should be designed for a higher residential density to create a town center setting that would attract a mix of shopping, dining, arts, music, and marine- and education-related services and events. Without high density, the Center could not attract certain desirable types of uses nor achieve a desirable town center lifestyle and quality.

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<sup>11</sup> City & Borough of Juneau's Parks and Recreation Comprehensive Plan - [www.juneau.org/parkrec/PR-Plans](http://www.juneau.org/parkrec/PR-Plans)

Highly populated areas are sometimes perceived as areas of traffic congestion, noise and odor nuisances, or of being unsafe, or unclear. Therefore, as Auke Bay grows with more housing and jobs, the area needs to be well planned and managed/ maintained to ensure it is safe, enjoyable, and a desirable place. Much of this effort can be accomplished through having multi-coordinated and well-communicated efforts among government and non-government organizations/ groups. Having a strong sense of community pride and neighborhood harmony can provide the foundation for many grassroots efforts.

### **Pedestrian Connections**

Density of this nature lends itself to a variety of transportation opportunities and safety considerations. Wherever possible, linkages between properties are encouraged. Establishing these linkages can take a variety of forms including easements and public right-of-ways. Some of the linkages envisioned by the *Auke Bay Area Plan* include a seawalk which builds upon the work that the CBJ Docks and Harbors have identified in their planning processes. Other linkages are designed to tie into residential, commercial, recreational, and trail opportunities. The primary criteria for consideration includes the following:

1. The linkage should contribute to connecting residential development to either UAS the waterfront or the business community;
2. The location of the linkage should consider view opportunities;
3. The design of the linkage should foster additional opportunities for art, culture, education kiosks; and,
4. Design of the linkage should address all season weather and lighting conditions, consistent with recreation and transportation needs.

## Goals and Policies

**Goal 1:** Develop Auke Bay into a community to live, learn, work, shop and recreate within.

**Goal 2:** Coordinate planning efforts with local, State, and Federal agencies, not-for-profits, and neighborhood groups on an ongoing basis.

### Policies

**2.1** The CBJ (CDD) recommends a coordinated annual capital plan meeting between area entities to include but not limited to Juneau School District, Coast Guard, NOAA, UAS, DOT&PF, Auke Bay neighborhood, and Docks and Harbors.

**Goal 3:** Coordinate and support the development of an Auke Bay hub that serves the needs of the University, the harbors, businesses, and residents.

### Policies

**3.1** Work with the Juneau Economic Development Council (JEDC), and the Auke Bay neighborhood to encourage the long term development of neighborhood businesses appropriate and consistent with the vision and goals of the *Auke Bay Area Plan*.

**3.2** Businesses focused solely on drive-thru service are strongly discouraged within the Center. 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 zoning changes in the Auke Bay area conforms to the goals and policies of the *Auke Bay Area Plan*.

**Goal 5:** Provide notice of proposed land use activities/permits to a future Auke Bay neighborhood committee, group or association. Hold informational meetings with the organization early in the permitting process for large or potentially controversial land use activities.

### Policies

**5.1** Review the *Auke Bay Area 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*<sup>12</sup> updates in the Auke Bay area.
- 5.4** Establish an Auke Bay Community Association or similar organization 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 meeting to identify, update, and coordinate the community's Capital Improvement Program list.

**Goal 7:** Identify and provide for public space needs as the goals of the *Plan* are implemented, such as additional parks and gathering areas in the Center and parks in the Hub.

**Policies**

- 7.1** Promote and coordinate the creation and maintenance of public spaces for art.

**Goal 8:** Preserve unique views that make the Auke Bay area a truly special place.

**Policies**

- 8.1** Identify, map, and preserve key view points in the Auke Bay area, as depicted in Appendix C.
- 8.2** Limit and manage development on public lands that may block the view points as shown in the view points map, located in Appendix C.
- 8.3** New development should be evaluated for its impact on the view points shown on the map.
- 8.4** Amend zoning requirements to lessen impacts to mapped view points.
- 8.5** **Manage vegetation so the views specifically in Appendix C are maintained.**

**Goal 9:** New above ground utility poles (including WCFs) should not be easily visible within the Center planning area.

**Policies**

- 9.1** New Wireless Communication Facilities (WFC) should be built in a manner consistent with adopted WCF regulations and the adopted *WCF Master Plan*.

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<sup>12</sup> City & Borough of Juneau 2013 Comprehensive Plan - [www.juneau.org/cddftp/plansstudies](http://www.juneau.org/cddftp/plansstudies)

- 9.2** Coordinate with above ground transportation companies to lessen impacts to identified view points.

# ***Draft Auke Bay Area Plan***

## **Chapter 2: Natural Resources, Habitat and Hazards**

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### **Natural Resources and Habitat**

The 2013 *Comprehensive Plan* addresses Natural Resources and Hazards in Chapter 7. This chapter includes many policies, development guidelines, and implementing actions that are relevant to the *Auke Bay Area Plan*. These policies include, in part: preservation of habitat and scenic corridors; protection of stream corridors and lake shorelines; protection of high-value wetlands; and, protection of biodiversity, which includes invasive species eradication. These policies are adopted into the *Auke Bay Area Plan* by reference.

The introduction to the Coastal Resources Planning section of the *Comprehensive Plan* refers to Auke Bay as an “environmentally-sensitive habitat and waterfront area...particularly subject to intense development pressures...” This chapter is intended to address these issues.

### **Habitat: Existing Conditions**

Anadromous (salmon-bearing) habitat exists throughout the Auke Bay area. The Alaska Department of Fish and Game (ADF&G) notes four streams flowing into Auke Bay that have been officially catalogued as anadromous waters. Six additional cataloged streams supporting anadromous fish flow into Auke Lake, itself a cataloged lake. All of these waterbodies are protected by a minimum 50-foot, no development, habitat setbacks in the CBJ Land Use Code, section 49.70.310,

and are designated as Stream Corridor in the *Comprehensive Plan*.

Even with habitat setbacks, water quality in the streams flowing into Auke Bay and within the bay itself can be negatively impacted by non-point and point source pollution in the various watersheds which drain into Auke Bay. In addition to potential impacts of runoff, marine habitat has been directly impacted by

development. Critical habitats for keystone species such as eelgrass beds for herring have been destroyed both in Auk Nu Cove and in Auke Bay by intertidal fill. Due to habitat loss and other factors, the historic herring spawning that has occurred in the Auke Bay area has moved northward towards Bridget Cove and Berners Bay. However, the 2014 aerial surveys of herring spawning conducted by ADF&G documented herring schools and

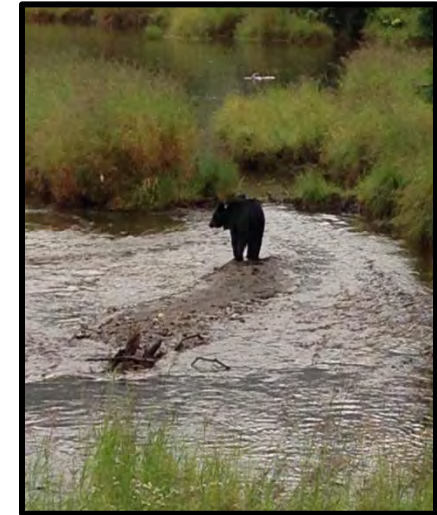


Photo courtesy of CBJ's Community Development

spawning in both Auke Bay and Auk Nu Cove.<sup>1</sup> If remaining habitat is protected and water quality preserved, the population of this important species could rebound in the Auke Bay area.

Although the possibility for a herring population rebound exists in this area, it will take a concerted effort to enable this stock to recover to levels where they can be commercially harvested. The nearby Lynn Canal herring fishery been closed since 1982<sup>2</sup>, and the estimated biomass of the fishery has only exceeded the 5,000 ton threshold for reopening the commercial fishery twice since 1979, most recently in 2013, when 8,000 tons of spawning biomass was estimated. Spawning biomass reached an all-time low of 231 tons in 2005. With a threshold of 5,000 tons of spawning biomass for opening the fishery, and a history of very low biomass, ADF&G will not open the fishery in 2014. If this population were to rebound to commercially harvestable levels, an important and lucrative component of the commercial fisheries industry would be renewed in the Juneau area.

In addition to anadromous fish and keystone species, the Auke Bay area is home to a multitude of other species, such as fifty (50) documented Bald Eagle nests; moderate- to high-value summer bear habitat; and a full range of suitable winter

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<sup>1</sup> Juneau Herring Update #10, Alaska Department of Fish & Game, May 8, 2014

<sup>2</sup> 2014 Southeast Alaska Sac Roe Herring Fishery Management Plan, Regional Information Report 1J14-02, ADF&G

habitat for deer, such as high-value habitat along the west side of the Mendenhall Peninsula and Pederson Hill, and along the flanks of Auke Mountain.<sup>3</sup>

### **Habitat: Reports and Studies**

The last soil study for the Borough, including the Auke Bay area, was completed in 1974 by the U.S. Department of Agriculture (USDA). A full copy of this study is not available. USDA has been conducting new soil surveys in the borough and expects to release the results in early 2015.

The Juneau Watershed Partnership, a local non-profit organization, published the *Auke Lake Watershed Action Plan* in December 2009. This document provides an overview of the watershed resources in Auke Lake, potential threats such as pollution, habitat loss and degradation, and erosion and sedimentation. Recommended actions to address these threats include, in part, the following:

1. A long-term water quality monitoring plan;
2. Resource inventory and mapping;
3. Improved storm water management;
4. Advocacy for low-impact development to maintain natural hydrology;
5. Establishment of conservation areas in important habitat areas; and,
6. Habitat restoration in degraded areas.

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<sup>3</sup> WESPAK-SE, Southeast Alaska GIS Library, [seakgis.alaska.edu/flex/wetlands](http://seakgis.alaska.edu/flex/wetlands)

The 2008 *Juneau Wetlands Management Plan* (JWMP) provides minimal and outdated wetland information for the Auke Bay Area. The 2008 plan is based on wetland studies completed in the 1980s and includes the same wetland boundaries and assessments as the original JWMP that was adopted in 1992. The CBJ Community Development Department (CDD) is in the process of updating the JWMP. The new JWMP will provide updated wetland boundaries and wetland assessments for selected, vacant, public parcels in the Auke Bay area that are likely to be developed in the next ten (10) to twenty (20) years. The new JWMP will also include wetland assessment information for vacant, private, parcels where permission from private landowners may be obtained. An updated *Juneau Wetlands Management Plan* is expected in 2016.

### **Habitat: Vision**

The *Auke Bay Area Plan* Vision Statement refers to Auke Bay as a gateway to outdoor activities. Although some of these activities could occur without healthy ecosystems and within fragmented habitat, much of the adventure and sense of wonder that Juneau residents experience while hiking or boating comes from their immersion in the untrammelled nature that surrounds us.

Protecting habitat corridors, critical habitat, and other aspects of the environment, from the icefield to the ocean, will result in healthier fish and wildlife populations and easier access to natural areas for future generations of Juneauites, while

respecting and supporting the subsistence traditions of the Áak'w Kwáan and other Tlingit peoples.

### **Natural Hazards**

Due to the location, climate, and steep mountainous landscape, the City & Borough of Juneau can be affected by many natural hazards. The CBJ has adopted several natural hazard studies and regulations to help educate the public, map areas that are susceptible to natural hazards, and ensure safe development. Though there are many natural hazards that can affect the Borough, the following three are most critical to Auke Bay:

1. Floods,
2. Earthquakes, and
3. Landslides.

### **Flooding: Existing Conditions**

Development in the Auke Bay area has largely occurred along the shorelines where flat ground is most prevalent and where maritime lifestyle was central to past settlements. Steep mountains and hillsides above the shorelines have pushed development close, toward the water. The Bay is relatively protected from large coastal waves and tsunamis due to the outlying islands, such as Spuhn Island, Portland Island, and Coghlan Island, as well as the meandering shorelines outlining the bay itself. Nonetheless, shoreline development may still be susceptible to flooding damage. The latest coastal storm occurred locally in 1984 during Thanksgiving Day. The Storm

produced intense wind and waves throughout the Borough and neighboring Southeast Alaskan communities. Auke Bay saw large rolling waves, which caused some boat owners to untie their boats to free them from being thrashed against the mooring floats.

The CBJ utilizes the 2013 *Flood Insurance Rate Map (FIRM)* To protect and educate the public and development in the Auke Bay area. The FIRM depicts areas that would be inundated by the 100-year storm event which would have the potential of producing +three-foot high waves or a wave run-up of two feet along shorelines. Future development in these areas is required to meet strict flood regulations.

Auke Bay commerce and lifestyle was and continues to have a critical connection to the water. Many marine uses exist and must be designed and renovated to withstand flooding forces so Auke Bay may continue its unique marine tradition.

### **Flooding: Vision**

Awareness of areas susceptible to flooding and developing uphill from the mapped flood hazard can preserve the livelihood and economy of Auke Bay. Uses along the shoreline, such as seafood processing facilities, harbors, etc., should be carefully designed to withstand flooding forces.

### **Earthquakes: Existing Conditions**

Eleven percent of all earthquakes in the world occur in Alaska, and fifteen percent of all earthquakes in Alaska occur in Southeast Alaska<sup>4</sup>. There are two nearby seismic faults where earthquakes can affect Juneau residents:

- 1) Queen Charlotte-Fairweather fault (west of Sitka)
- 2) Chatham Strait fault (along Favorite Channel and Lynn Canal).

These are both are slip-strike faults which tend to result in low tsunami occurrences, as compared to a Thrust fault or subduction earthquake. The Queen Charlotte-Fairweather fault has caused more earthquakes felt by Juneau residents than the Chatham Strait, despite the latter being within the Borough<sup>5</sup>. There is little, recorded, seismic history of the Chatham Strait fault, but it is still of concern.

One of the more recent and notable earthquakes affecting Juneau residents occurred on July 25, 2014<sup>6</sup> and had a 5.9 magnitude. This earthquake disconnected a crucial ocean-laid

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<sup>4</sup> Page 71, The City & Borough of Juneau All-Hazards Mitigation Plan, August 12, 2012

<sup>5</sup> Haeussler, Peter J. and Plafker, George, 'Historic Earthquakes, Active Faults, and Rupture Zones', Alaska Earthquake Information Center, Geophysical Institute, University of Alaska Fairbanks, [http://www.aeic.alaska.edu/html\\_docs/historic\\_quakes\\_tectonics.html](http://www.aeic.alaska.edu/html_docs/historic_quakes_tectonics.html)

<sup>6</sup> Earthquake Track, USGS, <http://earthquaketrack.com/us-ak-juneau/recent>

fiber line carrying personal and commercial communication to Juneau for a 24-hour period<sup>7</sup>. This interrupted day to day business purchases and both cellular and landline communications. Earthquakes having a 6.0 magnitude or larger on the Richter scale are considered a ‘strong event’<sup>8</sup>. Based on studies by the U.S. Army Corps of Engineers and United States Geological Survey, the CBJ Building Code places Juneau in a Seismic Design Category D1, in which major damage to structures from an earthquake equal to or greater than 6.0 on the Richter scale may occur (previously known as a Seismic Zone 3)<sup>9</sup>.

### **Earthquakes: Vision**

Earthquakes from the Chatham Strait and Queen Charlotte-Fairweather faults can affect the Auke Bay area. Extra care should be taken when building new structures or rehabilitating existing ones. Understanding the composition of the ground material and how buildings’ foundations connect to it, can help improve how buildings withstand seismic activity. Designing infrastructure in the Auke Bay to withstand high seismic activity will help preserve the way of life in the area.

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<sup>7</sup> “Update: Communications restored following earthquake caused disruption”, KTOO News Dept., <http://www.ktoo.org/2014/07/25/earthquake-felt-southeast-alaska-tsunami-expected/>

<sup>8</sup> Page 70, The City & Borough of Juneau All-Hazards Mitigation Plan, August 12, 2012

<sup>9</sup> Page 98, The City & Borough of Juneau 2013 Comprehensive Plan

### **Landslide / Avalanche Hazards: Existing Conditions**

Development in the Borough has largely occurred along the narrow, flat land between the mountains and the ocean shoreline. This has resulted in linear stretches of development such as Auke Bay, Douglas, Twin Lakes residential neighborhoods, etc. Under severe rainfall or storm events, soil structures and snow loads may become loose and cause landslides or avalanches. This is especially true for development on hillsides and in valleys. It is important that property owners be aware of this natural hazard, and that hazards may also exist on shallow sloped areas.

### **Landslide / Avalanche Hazards: Vision**

To understand where development may be in harm’s way of landslide/ avalanches hazards, the CBJ has adopted studies and maps to inform the community of these areas and adopted specific building and zoning regulations to ensure safe building practices. Although there are no mapped landslide/ avalanche hazards in Auke Bay, the community and developers should take special care when clearing vegetation on or near hillsides for future development.

## Goals and Policies

**Goal 1:** Maintain healthy water quality in Auke Bay and Auke Lake.

### Policies

- 1.1** Assess capacity and operation at the Auke Bay Wastewater Treatment Plant to ensure that the plant can meet future demands.
- 1.2** Utilize the CBJ *Manual of Stormwater Best Management Practices*
- 1.3** Identify key sources and locations of non-point pollution and develop solutions.
- 1.4** Identify sewer marine outfalls and priority areas for CBJ sewer extension.
- 1.5** Develop a water quality education pamphlet and signage for Statter Harbor users.

**Goal 2:** Protect and restore marine habitat in Auke Bay.

### Policies

- 2.1** Evaluate habitat enhancement options, such as placement of herring spawning substrate, on

harbor infrastructure and other structures within the *Auke Bay Area Plan* area.

- 2.2** Develop a map of eelgrass beds and create a plan to reduce sedimentation and other impacts in these areas.
- 2.3** Pursue grant funding to research other habitat enhancement options.

**Goal 3:** Preserve natural areas along the shoreline and in publicly-owned uplands.

### Policies

- 3.1** Develop tools for transferring density or development potential from high value wetlands and large forested tracts to other areas within the watershed or planning area.
- 3.2** Identify high-value wetland areas and streams for protection through conservation easements or as natural area park designations.
- 3.3** Develop the seawalk with consideration for protecting and preserving natural functions and characteristics of the shoreline where appropriate and feasible.

**Goal 4:** Preserve native vegetation.

**Policies**

**4.1** Conduct an invasive species inventory.

**4.2** Develop an eradication and prevention plan.

**4.3** Seek funding and volunteer support to implement an eradication and prevention plan.

**Goal 5:** Encourage development of a stewardship plan by locally-based volunteer groups.

## ***Draft Auke Bay Area Plan***

### **Chapter 3: Cultural and Historical Significance and Resources**

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**"Auk Villege"** Two men standing by large buildings on berm; beach in foreground. Present site of U.S.F.S. Auke Recreation Area, Juneau. Alaska State Library ASL-P226-206

#### **Existing Conditions**

The Auke Bay area has been the home of the Áak'w Kwáan for hundreds of years. While archaeological documentation indicates that the Auke Bay area has been inhabited for as long as 750 - 900 years, traditional sources suggest use and habitation of this area for much longer. About a dozen sites are documented in the greater Auke Bay area that are directly associated with the Áak'w Kwáan. The Áak'w Kwáan takes its name from Auke Lake (Áak'w, "Little Lake"), and its original settlement was located at X'unáxi (Indian Point)<sup>1</sup>. Auke Bay is

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<sup>1</sup> See Auke Bay Boundary Map.

a Tlingit name referring to the lake of the same name, "Little Lake Bay." The area was rich in resources, which attracted and sustained the Áak'w Kwáan for hundreds of years. The area was also known by other Tlingit communities that travelled through the bay.

Although this plan is not the place to reiterate the detailed history of the Auke Bay area in Tlingit culture, it is important to note that the area contains many sacred sites and features which should be protected from interference, including intentional and unintentional destruction as well as culturally-insensitive "improvements."

Many sites of cultural significance have been documented in the Auke Bay area, but due to the threat of vandalism, the location of most of these sites must remain confidential. The CBJ recognizes that the unintentional destruction of significant cultural features and artifacts, which can result from a simple lack of information, would threaten the sustainability of traditional values and relationships to the land in this area.

Europeans arrived to the area because of the fur trade. Gold prospecting also brought people to the area during the American period as it was found south of Auke Bay around 1880. The Auke Bay Salmon Company, owned by John Carlson, built a cannery in 1916. His son built a second cannery just to the south of the first one. Financial difficulties caused the

buildings to be sold during the mid-1920s. Remains of the buildings can still be found in the area.



"Auke Bay Cannery, 1920" Alaska State Library ASL-P01-2339

## Vision

The Vision Statement for the *Auke Bay Area Plan* speaks directly to the importance of the Auke Bay area to the original inhabitants of the area, the Áak'w Kwáan:

***Auke Bay Community Offers: Gateways to many outdoor activities, including fishing, kayaking, boating, hiking, and bicycling; study and programs at the University of Alaska Southeast; and historical and cultural significance for the Áak'w Kwáan who have made Auke Bay their home for millennia.***

The vision of this plan regarding the cultural significance of the Auke Bay Area to not only the Áak'w Kwáan, but to all Tlingit and Alaska Native people, must be to protect the sacred sites in the Auke Bay area and surrounding environs.

An example of a culturally significant area to protect is Indian Point/Auke Cape. The Juneau Native Community has engaged in long term efforts to protect this sacred site from both government and private development, and has nominated the site to the National Register for inclusion.

Native concerns are compounded by conflicting policy stances like that of *Comprehensive Plan* Guideline and Consideration 13 for Subarea 3. It states:

*The Parks and Recreation Comprehensive Plan, Chapter 8, recommends a number of parks, trail, community garden, and stream corridor improvements for this subarea. Those recommendations include: (a) develop a cultural park at Auke Cape/Indian Point that would include trails, interpretative panels and other low-impact structures; ...*

This conflicts with Ordinance Serial Number 69-3 which rezoned the Auke Cape properties from R-12 Residential to P-Public Use, with Section 4 of that ordinance classifying and restricting the use and development of the subject lots:

*Lots 3 and 4 of U.S. Survey 3811 are hereby classified as recreation land to be used in its natural state. This land shall be kept open and clear for unrestricted public access and enjoyment. Recreation development including campgrounds, picnic areas, trails and other improvements shall not be permitted on said land except as expressly authorized by the Assembly by ordinance.*

Following the adoption of the 1984 *Comprehensive Plan*, the entire Land Use Code, CBJ 49, was re-written using an entirely new set of zoning designations. In this borough-wide rezoning, the Public Use zone district was eliminated with the thought that public uses should be located in areas where their impacts were appropriate for the surrounding zone. In this process, the Indian Point/Auke Cape area was rezoned to D3(T)D5, single-family/duplex residential zoning districts with respective densities of three and five dwelling units per acre<sup>2</sup>.

While the rezoning ordinance appears to have only changed the zoning designation, it did not clearly carry forward the restrictions on development codified in CBJ Ordinance 69-3. This raises concerns that the area has been left vulnerable to damage by residential development and park improvements.

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<sup>2</sup> See Auke Bay Zoning and Comprehensive Plan Designations Map



Historic Auk Village - Courtesy of Douglas Indian Association

### Recommended Tools

Indian Point has been determined eligible for listing on the National Register of Historic Places based on its associations with:

- 1) The original habitation site of the Áak'w K̓wáan;
- 2) The location of events important in Áak'w history;
- 3) As a spiritual landscape important to the Tlingit community;
- 4) Historical herring fishing and other subsistence activities;
- 5) Efforts by the Native community to preserve the site's integrity since 1959;

- 6) The lives of persons significant in Áak'w Kwáan history; and,
- 7) Information important in prehistory or history of the Tlingit people.

The Sealaska Heritage Institute, with support from the Áak'w Kwáan community, the Douglas Indian Association, Central Council of Tlingit and Haida Indian Tribes of Alaska, Alaska Native Brotherhood, Alaska Native Sisterhood, Sealaska Corporation, Goldbelt Inc., City and Borough of Juneau, and the Alaska State Historic Preservation Office, has nominated Indian Point (Auke Cape) to the National Register of Historic Places, an important step in protecting this area. Designation of this area, and any other important sites, as locally-recognized historic resources would also provide a level of protection from encroaching development, such as destruction of archaeological sites and fill on private tidelands that destroys herring rearing areas or canoe runs which are located throughout Auke Bay.

Guideline and Consideration 13 for Subarea 3 in the 2013 *Comprehensive Plan* seems inconsistent with Alaska Native concerns, as the development of this area as a cultural park would be culturally insensitive, and such development is opposed by the people it was intended to honor.

It should also be deemed beneficial that the Indian Point/Auke Cape properties subject to ordinance 69-3 be re-zoned from D3(T)D5 to RR (or an equivalent restrictive zoning district) and

should be protected through recording of development restrictions such as a no-disturbance public access easement.

Title 49, the City and Borough of Juneau's Land Use Code, could be amended to include a review for historic sites and structures during the permitting process. Currently, such a review process does not exist.

The City and Borough of Juneau has a draft *Historic Preservation Plan*<sup>3</sup>. If this plan is formally adopted, it will give it official status and thus help provide a clear direction for historic preservation borough-wide through the identified goals.

Interested parties such as the Áak'w Kwáan, Douglas Indian Association, and Sealaska Heritage should be invited to provide the CBJ Community Development Department with a listing of sites which should be protected, or at least which should require notification to those agencies when development proposals are made for those properties. Such information would have to be maintained in confidentiality by the CBJ. This would help ensure that important sites would not be negatively impacted or destroyed through carelessness and a lack of information. The proposed goals and policies seek to address the historical and cultural issues and opportunities that have been identified in the Auke Bay area.

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<sup>3</sup> 1996 Draft Preservation Plan can be found at [www.juneau.org/history](http://www.juneau.org/history)

## Goals & Policies

**Goal 1** Identify Auke Bay’s historical sites and structures.

### **Policies**

**1.1** Conduct a detailed, historic survey of the Auke Bay plan area to identify cultural and historic sites and structures.

**Goal 2** Preserve and protect Auke Bay’s history.

### **Policies**

**2.1** Preserve Indian Point through rezones, easements, or other preservation methods which limit activities allowed on the site, and amend the CBJ *Parks and Recreation Comprehensive Plan* to further limit activity at Indian Point.

**2.2** Seek National Register recognition for significant sites.

**Goal 3** Promote Auke Bay’s rich culture and history.

### **Policies**

**3.1** Include culturally compatible elements into Auke Bay’s gateway design.

**3.2** Consider bilingual signage in the Auke Bay plan area.

**3.3** Include interpretive signage along the Seawalk that details Auke Bay’s history and sites.

**3.4** If an Auke Bay neighborhood committee is formed, include a cultural representative.

**3.5** Consider the development of a cultural center at Auke Bay to promote the protection of Auke Bay’s rich culture and history, including its relationship to fisheries and sea life in Auke Bay, and resource management.

# Draft Auke Bay Area Plan

## Chapter 4: Recreation

### Existing Conditions

A wealth of water-dependent and land-dependent recreational opportunity exists in and around Auke Bay. The 2013 *Comprehensive Plan*, Chapter 9, calls for providing public open space and habitat protection to support these recreational uses.



Photo courtesy of CBJ's Community Development

At the center of Auke Bay, Statter Harbor offers water access for sport fishing, whale watching and kayaking. Trails surrounding UAS connect students and residents to the surrounding area. The Auk Nu and Spaulding Meadows trails offer hiking, biking, and cross-country skiing opportunities. The surrounding plan boundary includes popular motorized

and non-motorized recreational uses at Auke Lake. Beach access and camping facilities are provided at the Auke Recreation Area, a short distance from the Auke Bay Hub<sup>1</sup>.

The City and Borough of Juneau Parks & Recreation Department manages nine sites in the Auke Bay area, including Spaulding Meadows Trail. Most of the land managed by CBJ Parks and Recreation in the Auke Bay area surrounds Auke Lake. In 2004, CBJ Parks & Recreation, UAS, and Trail Mix identified the improvement and expansion of the Auke Lake trail with connections to the University as a priority. The proximity of Auke Lake to UAS and Auke Bay Center provides a seamless recreational area for many residents<sup>2</sup>. According to the (not yet adopted) *Auke Lake Management Plan*, the completion of the Auke Lake trail has increased area usage by as much as sixty-eight (68) people per day.<sup>3</sup>

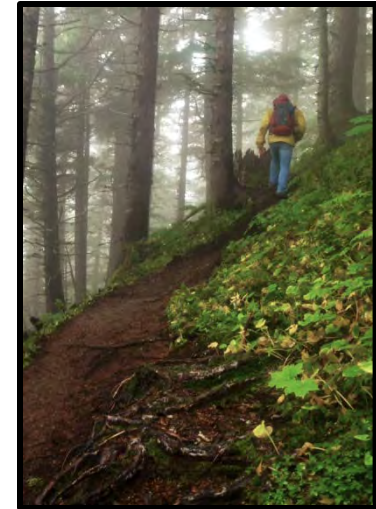


Photo courtesy of CBJ's Community Development

<sup>1</sup> See Boundary Map in Appendix C for reference points.

<sup>2</sup> See Hub Overview Map in Appendix C for reference points

<sup>3</sup> Data taken from the 2013 Auke Lake Management Plan, Section 2.7 Social and Demographic Usage



Photo courtesy of CBJ's Community Development

## Vision

Auke Bay should remain a place to live, work, learn and play. Chapter 8 of the *Parks & Recreation Comprehensive Plan* places Auke Bay in planning Subarea 2. Five goals were identified for the Auke Bay area:

1. Development of an Auke Lake Master Plan;
2. Trail connections between Auke Lake and the Mendenhall Greenbelt;
3. Partner with UAS to connect the trail around Auke Lake to the campus;

4. Develop a trail from the Auke Bay Elementary School to Spaulding Meadows trail; and,
5. Establish safe access to Rotary Park and shelter along the bay.

*It should be noted that this park will be removed as part of the Don D. Statter Harbor expansion project. With the loss of this park, additional open space should be provided for Auke Bay residents and visitors to replace this recreational amenity.*

6. Establish new community parks (one being in the Center planning area) that accommodates local events and activities; provides a safe, enjoyable place for children to play; and are places that are comfortable during all seasons of the year.

While not considered part of planning Subarea 2, the *Parks & Recreation Comprehensive Plan* calls for a cultural park at Indian Point that would include trails and shelters. As discussed in more detail in the Cultural and Historical Significance and Resources chapter of this plan, development of park infrastructure such as trails and shelters would be considered disrespectful by the Áak'w Kwáan (Small Lake Tribe) and other Tlingit peoples whom the park is intended to honor. Accordingly, this project should be removed from the *Parks & Recreation Comprehensive Plan* and from the 2013 *Comprehensive Plan*, or modified to specify that the area should remain in its natural state and not be developed with “campgrounds, picnic areas, trails or other improvements”.<sup>4</sup>

<sup>4</sup> Greater Juneau Borough Ordinance Serial No. 69-3

The *Juneau Trails Plan* calls for increased access and trail improvements for cross-country skiing. No new access points to the Spaulding Meadows area are proposed at this time, but the Forest Service continues to make improvements to the Auk Nu trail by replacing bridges and installing graveled turnpikes.



Above is an example of a bilingual wayfinding sign in Auke Bay. The English and Tlingit words for bear are depicted on the sign. Photo courtesy of CBJ's Community Development.

Wayfinding signage for residents, students and visitors has been identified as an important asset to the Auke Bay area and is therefore highly encouraged. This will not only make navigation easier but also help capitalize on opportunities in the area. It is the vision of the community for wayfinding signage to not only exist, but also to be uniform, promote the many recreational opportunities, and to include bilingual

messages in celebration of Auke Bay's cultural and historical significance. Well designed and placed wayfinding signs will help to create an Auke Bay branding that represents the personality of the Auke Bay Community.

While Auke Bay Community wants a sign design that caters to its own personal character, this example serves to illustrate an area in town where wayfinding has already been achieved and is still actively being improved upon.

## Goals and Policies

**Goal 1** Seek opportunities to connect hiking and biking trails to provide for longer, interconnected loop systems that include connections to Auke Lake and beyond.

### Policies

- 1.1** Provide direct and visible pedestrian connections at trailheads and street crossings.
- 1.2** Provide signage for pedestrian routes.
- 1.3** Seek pathways in the Auke Bay area to be ADA accessible during all seasons and properly maintained.
- 1.4** Develop a seawalk that connects Statter Harbor's Seawalk system to Auke Creek.
- 1.5** Ensure that future development enhances pedestrian access.
- 1.6** Inventory the paths, trails, and sidewalk connections within the subarea periodically (at least every six years), by CBJ. Gaps in the system should be assigned a priority and reported to the Planning Commission and

Assembly as a part of the annual Capital Improvement Program (CIP).

### Goal 2

Develop a park and trail network.

### Policies

- 2.1** Implement the goals of the *Juneau Parks and Recreation Comprehensive Plan*, which include additional access from behind the Auke Bay Elementary School to Spaulding Meadows.
- 2.2** Create space for programmable events and group use (such as those that exist in Savikko Park).
- 2.3** Provide an open space amenity (park) within the Auke Bay center that can be reached by all modes of transport.
- 2.4** Encourage the adoption of the *Juneau Parks and Recreation Auke Lake Management Plan*.

**Goal 3**      Develop a recreational wayfinding signage system for residents, students and visitors that will make navigation and access easier to the recreational areas of Auke Bay.

**Policies**

- 3.1**      Ensure uniform typology among recreational wayfinding systems.
- 3.2**      Encourage motorized traffic to acknowledge recreational use of the area through “Share the Road” signs and similar verbiage where appropriate.
- 3.3**      Include a bilingual message celebrating Auke Bay’s culture significance on wayfinding to cultural resources, where possible.

**Goal 4**      Develop gateways within the *Auke Bay Area Plan* at the three entrance points; from the north and south on Glacier Highway and from Back loop Road.

**Goal 5**      Promote public art displays.

**Policies**

- 5.1**      Establish a community art plan with specific locations for art within parks, along trails, and on the Seawalk and public facilities.
- 5.2**      Incentivize private sector development to provide art within the Auke Bay area.

## ***Draft Auke Bay Area Plan***

### **Chapter 5: Transportation**

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The extent that an area's transportation infrastructure is able to serve its transportation needs, in terms of movement of people and goods, has a substantial impact on its livability and economic vitality. A successful transportation infrastructure design allows *safe* and *efficient* movement of both vehicles and pedestrians in an *attractive* setting. When all three features are present, it encourages people to visit and utilize the area rather than simply view it as part of route to somewhere else. If Auke Bay is to retain and develop its identity as a community hub, transportation has to be a key consideration.

#### **Existing Conditions**

This Plan comes at a time of change in the transportation infrastructure within the Auke Bay area. There are marine and upland transportation facilities planned for, or in the process of being, substantially redesigned and reconstructed. Projects underway at the time of the planning effort include the Alaska Department of Transportation and Public Facilities (DOT&PF) *Glacier Highway and Back Loop Road Intersection Safety Improvement* (AKA: the Round-a-bout), the *Glacier Highway Reconstruction – Fritz Cove Road to Seaview Avenue reconstruction*, and the CBJ's *Statter Harbor Improvements*.

Other projects scheduled in the short-term include the reconstruction of Fritz Cove Road, the paving of the Auke Lake parking lot, construction of a ten-foot-wide separated path on

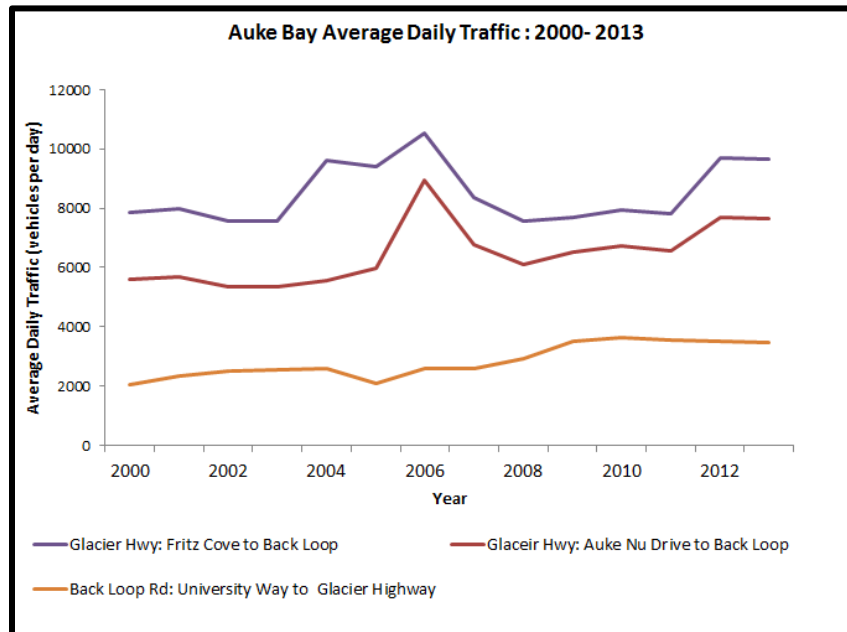
the north side of Glacier Highway from the Mendenhall River to the Auke Lake parking lot, and improvements at the Auke Bay terminal of the Alaska Marine Highway System.



Photo Courtesy of CBJ Docks and Harbors

The Don D. Statter Harbor Facility improvements (currently under construction, expected completion by end of summer 2016) will provide additional parking capacity for all users of the harbor. Mostly in the summer, many boaters use the Don D. Statter Harbor Facility and its boat ramp. Currently, they park their vehicles and trailers in the Auke Bay Elementary parking lot and on the hill of Back Loop Road due to the current parking lot being full - this raises safety and maintenance issues. The additional parking provided by the

harbor improvements will make parking more convenient and the launching of boats from the harbor much easier. It will also allow those businesses that operate out of Don D. Statter Harbor Facility to have increased customer parking; therefore, attracting more customers. Additionally, the improvements will lessen overflow of harbor parking in the area.



Source: Alaska Department of Transportation and Public Facilities annual Traffic Maps – Note that some spikes in the data trend reflect discrepancies in the counting procedure although the overall trend of increasing traffic is accurate.

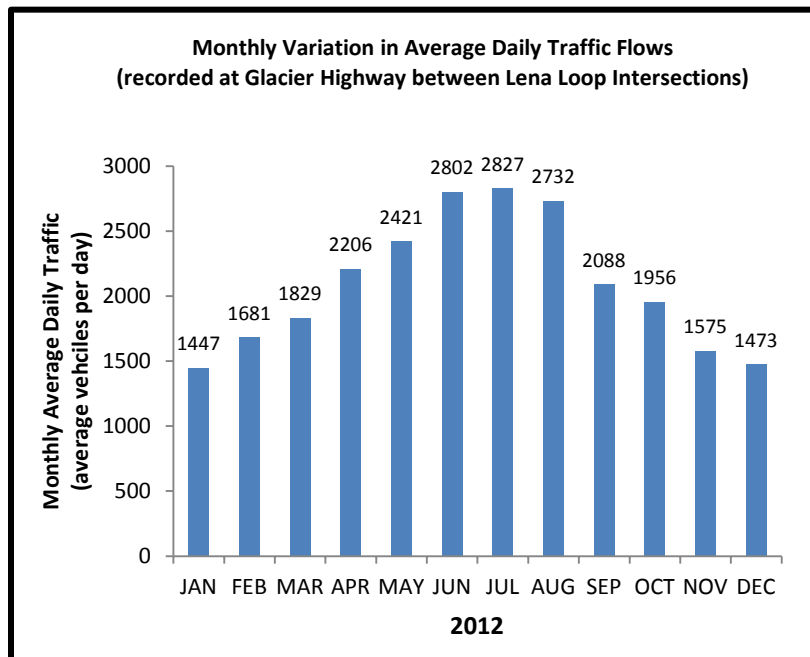
Other parking issues relate to commercial tourist operations. The Auke Bay area serves a number of tourist boat operators whose customers are transported to Statter Harbor by bus.

This may cause issues in terms of larger vehicles circulating the currently parked cars and also with staging locations when waiting to collect returning tours. Popular staging areas include the Auke Lake parking area and the UAS Recreation Facility.

Auke Bay serves as a traffic thru route for access between the areas North and the rest of Juneau. There are also a number of destinations within the area, in particular, UAS facilities, Statter Harbor, Fishermen's Bend Harbor and shops/businesses lining Glacier Highway. There is a significant variation in seasonal traffic flows and vehicle types both to and through the area due to the number of commercial tourist operations and commercial and private boat-related activities during the summer. Over the past decade, traffic on the roads approaching Auke Bay is estimated to have increased between 28% and 43%, dependent upon the section.

Residential, recreational, commercial and employment uses continue to expand north of the Auke Bay Plan Boundary. Therefore, traffic is expected to continue to increase through the Auke Bay Plan Boundary unless alternative routes are provided or significant changes to travel patterns occur. DOT&PF is currently examining options to increase travel efficiencies among Juneau, Skagway, and Haines. A preferred option would see the extension of Glacier Highway north to a new ferry terminal near the Katzeihin River delta. This option would result in a new day ferry service for those communities. *The 2014 Juneau Access Improvements Project Draft*

*Supplemental Environmental Impact Statement*, forecasted that the preferred route option will add over 1100 Average Daily Traffic (ADT)<sup>1</sup> in the summer of 2020 (expected year of opening). It is likely a significant portion of these vehicles will move through Auke Bay.



Source: Alaska Department of Transportation and Public Facilities. These figures give an indication of the seasonal variation in traffic flows through the Auke Bay area.

<sup>1</sup> The Draft Supplemental Environmental Impact Statement for the Juneau Access Project can be found at [http://dot.alaska.gov/sereg/projects/juneau\\_access/documents.shtml](http://dot.alaska.gov/sereg/projects/juneau_access/documents.shtml)

One of the fundamental realities of the vehicular transportation network in Auke Bay is that there is no network; that is, there are no alternative routes to, through, or around the area to Glacier Highway and its single intersection with the Mendenhall (Back) Loop Road. This means that all vehicular traffic, including passenger vehicles, heavy trucks, buses, and personal trucks with boat trailers must use the same roads, regardless of whether the vehicles are simply passing through the area, or beginning or ending their trip in the area. The increase in traffic and the resulting congestion poses a threat to many of the aspirations of the *Plan* by discouraging the easy movement of pedestrians and cyclists to the waterfront – a key amenity.

In recognition of the need to improve traffic safety and ultimately remove through traffic from Auke Bay, DOT&PF produced *2004 Auke Bay Corridor Study*.<sup>2</sup> The “Near-Term” goals suggested the improvements to Glacier Highway currently underway or recently completed. The study also outlines “Long-Term” goals for the area by completing a bypass of the Auke Bay community that would start at Industrial Blvd., follow the east side of Hill 560, cross Mendenhall Loop Road (Back Loop Road) at Goat Hill and continue behind the community of Auke Bay and connect to Glacier Highway near Auke Nu Creek.

<sup>2</sup> USKH Inc. prepared the *2004 Auke Bay Corridor Study*; read at [http://dot.alaska.gov/sereg/projects/abcorr/assets/Main\\_Report.pdf](http://dot.alaska.gov/sereg/projects/abcorr/assets/Main_Report.pdf)

A connection would also be added, through a roundabout, from the proposed bypass to Back Loop Road at the North University of Alaska Southeast access. Sidewalks are proposed for both sides of the bypass connector from Back Loop Road to the UAS/National Guard Joint Use facility.

The *Pederson Hill Access Study*<sup>3</sup> was prepared in 2010 for the CBJ to evaluate potential residential development areas and densities, as well as transportation access for future development of that area in both, the University of Alaska Southeast and the CBJ owned land on Pederson Hill. Potential routes identified in the study for an alternate Auke Bay corridor access include on top of Pederson Hill and along the north side of it, potentially connecting from Glacier Highway to Goat Hill Road. Development constraints, such as wetlands and existing steep topography, make the construction problematic. However, the study's preliminary routing identified that by using a series of switchbacks, acceptable road grades (< 10%) are possible. However, this can make the road longer and more expensive to construct.

Transportation in and through the Auke Bay area is discussed in Chapter 8 of the *2013 Comprehensive Plan* of the City and Borough of Juneau. In summary, the *Comprehensive Plan* calls for clustering residential density and destinations along transit routes, and for the provision of safe bicycle and pedestrian

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<sup>3</sup> The Pederson Hill Access Study can be found at <http://www.juneau.org/clerk/ASC/LC/Hill%20560/PedersonHillAccessStudy.php>

routes providing connections between transit and trip origins and destinations within the Urban Service Area Boundary. Auke Bay is identified for an “urban” treatment, with provision of safe bicycle and pedestrian facilities, including protected crossings of Glacier Highway, described as priorities in multiple locations in the plan.



Photo courtesy of CBJ's Capital Transit

The *2014 Transit Development Plan*<sup>4</sup> for Capital Transit calls for a complete restructuring of transit service north of the Nugget Mall. Budget constraints precluded full implementation of the recommended service scenario in that plan.

However, at the time the plan was drafted, CBJ staff continued to work to develop interim changes to the system that can accomplish budgetary and service goals. Transit access to and from Auke Bay, especially to UAS, was recognized as an important service feature of the retained or strengthened. Transit service to the Alaska Marine Highway System ferry terminal in Auke Bay was listed by many community members and stakeholder groups as one of the most important destinations not currently served by Capital

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<sup>4</sup> The Juneau Transit Development Plan - [www.juneautransitplan.org](http://www.juneautransitplan.org)

Transit, and it remains a high priority for future service additions. Preserving a high frequency bus link to Auke Bay is a desired outcome of both the *2014 Transit Plan* as well as the earlier *2008 Transit Development Plan*,<sup>5</sup> which additionally advocates a more significant service through Auke Bay to Lena Point.

Although UAS trails and non-motorized paths provide alternative routes for pedestrians and bicyclists, these routes are primarily designed and constructed to serve UAS students, faculty, and staff. There are unpaved trails between the Spaulding Meadows trail, Auke Bay Elementary School, and the Joint Use Facility. While the UAS trails are paved, maintained during the winter, lighted and provide emergency call boxes, the remainder of the Auke Bay trail network consists of dirt trails and boardwalks that do not meet the requirements of the Americans with Disabilities Act (ADA), which are not maintained in the winter, and which do not have lighting.

The 2009 *Non-Motorized Transportation Plan*<sup>6</sup> (NMTP) provides guidance on such topics as traffic calming and design standards for non-motorized transportation facilities, including particular improvements in the Auke Bay area. Specific improvements are included in Appendix D of the *Non-*

*Motorized Transportation Plan* for areas of Auke Bay.<sup>7</sup> Similar to the *Comprehensive Plan*, the NMTP calls for traffic calming, provision of improved pedestrian crossings of Glacier Highway in the Auke Bay area, and specific capital improvements that should be made to the area as funding becomes available.



Photo courtesy of CBJ's Community Development

Auke Bay Elementary School did not participate in the parent surveys used to collect information about other Juneau School District schools during the development of the 2012 *Safe Routes to Schools Plan*<sup>8</sup>. Observations of student arrivals and dismissals conducted for that plan occurred on a winter day with poor walking conditions; no students were documented

<sup>5</sup> <http://www.juneau.org/capitaltransit/pdfs/adopted2.pdf>

<sup>6</sup> The Non-Motorized Transportation Plan - [www.juneau.org/parkrec/PR-Plans](http://www.juneau.org/parkrec/PR-Plans)

<sup>7</sup> Recommended Non-Motorized Infrastructure Improvements, By Area; November 2009 Juneau Non-Motorized Transportation Plan

<sup>8</sup> Safe Routes to Schools Plan - [www.juneau.org/cddftp/JuneauSafeRoutestoSchoolPlan](http://www.juneau.org/cddftp/JuneauSafeRoutestoSchoolPlan)

walking to or from school on the day of observations. CBJ staff and volunteers conducting bicycle and pedestrian counts in the school area on other dates have, however, documented children walking and biking to and from the school. The current catchment area for the school covers a wider area than most Juneau Elementary schools, with many children living beyond a reasonable walking or cycling distance; increasing the housing in the area will likely result in an increased number of children walking and cycling to the school.

This *Plan* identifies similar safety concerns and infrastructure/design shortcomings to those identified in other plans; namely, inadequate safe crossing opportunities across Glacier Highway, high vehicle speeds, and inadequate sidewalk and other non-motorized transportation route connectivity. Survivability of pedestrians during an collision with automobiles is only 15% when traffic speeds are at 40 mph, 55% when traffic speeds are at 30 mph; and 95% when traffic speeds are at 20 mph, according to the US Federal Highway Administration.

Snow removal and maintenance of non-motorized transportation routes has consistently been identified in all of the above-mentioned plans as a priority improvement. Typically, both CBJ and DOT&PF maintenance crews plow snow from the roadway onto the adjacent sidewalk or shoulder for temporary storage (generally one to seven days). This results in a situation where pedestrians must walk in the

street or “post-hole” through deep berms of snow. This situation not only discourages active transportation and use of transit, it may also result in keeping many elderly and mobility-impaired citizens in their homes during the winter months since sidewalks are unsafe.

## Vision

The Vision describes what the community wants the Auke Bay Plan area to be. It captures how the housing, shops, businesses, recreation facilities and public amenities should be located in the area plus how they should be connected by physical infrastructure and transit services. The Vision was developed through a series of public meetings and brainstorming sessions with specific issues that should be incorporated in to the future Auke Bay design. The following are specific transportation-related features and aspirations identified in the Auke Bay Visioning exercise:

- Develop a transportation network sympathetic to the needs of all modes of transportation was raised repeatedly.
- New development should include new streets<sup>9</sup> that provide a grid network of streets and sidewalks to the northeast of the intersection of Glacier Highway and Mendenhall Loop Road in the Auke Bay Center. Cul-de-sacs should be avoided except where topography or other features make through-streets impractical, and

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<sup>9</sup> See vision in Community Charrette Map in Appendix C

should be connected to adjacent streets, trails, and pathways with appropriate, non-motorized connections.



Photo courtesy of CBJ's Community Development Department

- Bicyclist and pedestrian safety in the Auke Bay area frequently surfaced as a primary goal. Bicyclist and pedestrian safety was voted as the most important aspect of an Auke Bay vision by the majority of survey respondents.<sup>10</sup>
- All trails and paths in the area should be connected to create a complete network, which eliminates the need for walkers and bikers to travel within major roadway corridors for most trips.
- Wayfinding signage and pedestrian-scale lighting (fixtures generally 12-15 feet tall) should be included

<sup>10</sup> "Safe for bicyclists and pedestrians", selected by 58.3% of respondents, Auke Bay Vision Survey #1, Question 4.

on non-motorized routes and at pedestrian connections within the Auke Bay Center; maintenance, especially snow plowing, of these facilities is critical to their continued use.

- A bypass highway should be constructed to remove through-traffic from the Auke Bay area. This was a frequent, community suggestion. It was recognized that increased traffic through the Auke Bay area resulting from developments north of the area could have detrimental effects on safety in the Auke Bay Center. Use of the route envisioned in the DOT&PF's 2004 *Auke Bay Corridor* study was supported.
- Improve intersections at major Auke Bay roads including an additional intersection for Auke Bay Elementary School.
- Parking should cater for the needs of the expected growth of the Auke Bay area. Shared use of parking facilities by multiple organizations should be encouraged allowing space to be utilized by one activity when not used by another. These parking lots should be linked to allow walking to the various organizations' premises. A Park and Ride facility in conjunction with the transit system should be built for those living outside of the Auke Bay Center.
- Adapt parking requirements for new developments to encourage higher densities and to reflect closeness to Transit services.

- Capital Transit service connections to the Auke Bay Ferry terminal should be established. A new transit hub in Auke Bay should boost ridership (thereby reducing traffic) by improving the experience of those departing or arriving in Auke Bay via the Transit service.
- A seawalk providing for pedestrian movement through the Auke Bay Center<sup>11</sup> and waterfront area, with convenient and safe connections to and across Glacier Highway has been envisioned by many users of the area for some time. Although access across the United States Coast Guard's new facility may pose security/access conflicts, a public access easement across the only privately-owned Alaska Tidelands Survey between the harbor and Auke Creek ensures that the seawalk route could be on public tidelands, within dedicated right-of-way, or within an access easement and be key feature of an Auke Bay redevelopment.
- Gateway signage will demonstrate that the Auke Bay area is a community with its own identity, not just a thru route or a harbor.
- To reduce speeds in the Hub by transforming the character of the community to a safe, walkable Small Town Center.

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<sup>11</sup> See Auke Bay Hub Overview Map in Appendix C for Auke Bay Center Boundaries.

During the visioning exercise, a project prioritization list was generated to help achieve the overall Vision. Projects were ranked by individuals according to when they should take place:

- Short Term (within 5 years)
- Mid-Term (5-10 years)
- Long Term (10-20 years),
- Beyond the Plan Horizon (20+ years)
- Not a Priority.

Using a weighted score that assigned higher points for near term votes and negative points for Not a Priority votes, the entire list of projects was ranked in priority. The list ranks projects by their weighted score, with a timeline assigned by staff based on votes. Thus, some short-term projects are deemed lower priorities.

By mid-October, that project list had been refined to clarify evolving ideas and reflect the input from the public and the Auke Bay Steering Committee. These changes include breakthrough ideas from the Community Charrette, examples of these ideas include a grid network of streets and a seawalk interconnected to the sidewalk and trail system in the Auke Bay Center and Hub. The refined list of capital projects, grouped by type of project, is included as Appendix B<sup>12</sup>.

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<sup>12</sup> Community priority list of Auke Bay Area Plan Capital Improvement Projects – Appendix B

The top ten project improvements are currently being addressed through DOT&PF improvements to Glacier Highway or CBJ improvements to Statter Harbor. The next highest priority projects belong to the core of the Auke Bay redevelopment and should be integrated in a timely manner as building developments occur.

### **Recommended Tools**

To implement the *Vision* the following funding avenues approaches should be pursued to be the tools to ensure the Vision becomes a reality.

### **Capital Improvements**

The primary tools for improving transportation systems are the Capital Improvement Program (CIP) at the local level, and the Statewide Transportation Improvement Program (STIP) at the state level. Projects are nominated to these programs and constructed based on support in adopted plans, public need, available funding, and public/staff advocacy. Simply adopting a project into a Program is not, in and of itself, enough to ensure that the project will be funded and constructed. The community's need for a project must be continually evaluated and promoted, sometimes for many years, before it may be funded. The capital projects listed within the plan are prioritized according to current conditions and perceptions, and can be expected to change as Auke Bay changes through both private and public investment.

### **Policies and Programs**

The policies and programs identified below should be continuously pursued and updated at Auke Bay develops. There are some policies that should be at the forefront of development actions as they provide the infrastructure around which housing and commercial premises can be constructed.<sup>13</sup>

### **Scenic Byways**

DOT&PF's Scenic Byways Program identifies access corridors that exhibit at least one of six qualities for Alaskan byways: scenic quality, natural quality, historic quality, cultural quality, archaeological quality, and recreational quality. The application process to nominate and adopt a byway into the State's program requires work by the community, but the designation can help the adopted corridor receive additional monies for potential improvements as well as ensure that the goals for the area are followed. This designation could be sought for Auke Bay area roads as they appear to meet a number of the required intrinsic qualities for the State's scenic byways.

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<sup>13</sup> Goals and Policies section located at the end of the Transportation Chapter



Panoramic view of a scenic view point. Photo courtesy of Dave Klein, KleinDesigns

### Safe Routes to Schools

The Safe Routes to Schools<sup>14</sup> program focuses on the “Five E’s”: Engineering, Encouragement, Education, Enforcement, and Evaluation. The Engineering component is covered under the capital projects discussed above; the other four E’s are policy or program components:

**Encouragement:** Support formal and grassroots campaigns that promote walking, bicycling, scooter-riding, skateboarding, and even skiing as fun and safe transportation choices to and from school.

**Education:** Develop materials and programs to educate parents, students, and the community about safe walking, cycling and driving practices and about the benefits of active transportation.

**Enforcement:** Increase enforcement of traffic laws around schools.

**Evaluation:** Monitor and document outcomes and trends through the collection of data.

The Safe Routes to Schools plan for Auke Bay Elementary School should be implemented. Some components, such as Education, Enforcement, and Evaluation could be implemented immediately, while it may be prudent to wait until the extensive roadway reconstruction projects currently underway have been completed and new infrastructure (Engineering) is in place before focusing on Encouragement.

### Connectivity

The philosophy of connectivity should be engrained in all decisions to avoid a piecemeal application of the approach. As new development takes place in the Auke Bay Hub and Center, access roads should be designed to create a connected street, trail and path network including routes to the Transit stops. This theme of connectivity should be at the core of all development. The community vision for a connected street network is shown through their vision map for the Auke Bay, as the *Community Charrette Map*.<sup>15</sup>

<sup>14</sup> 2012 Safe Routes to Schools Plan - [www.juneau.org/cddftp/JuneauSafeRoutestoSchoolPlan](http://www.juneau.org/cddftp/JuneauSafeRoutestoSchoolPlan)

<sup>15</sup> Auke Bay Community Charrette Map, Appendix C

## **Maintenance**

Maintenance of roadways, sidewalks, and separated paths is a critical issue in Juneau, and deferment of maintenance has been cited as a barrier to access in many CBJ surveys.<sup>16</sup> In the winter, snow removal is a particular concern. Streets and separated paths should be designed to facilitate maintenance and snow removal; however, the current practice of using roadway shoulders, bike lanes, and sidewalks for snow storage forces pedestrians and other non-motorized users to travel in the vehicular way, increasing their exposure to vehicle traffic. Alternative designs and maintenance practices, such as providing a vegetated buffer between the travel way and sidewalks, could provide snow storage capacity that does not interfere with non-motorized routes.

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<sup>16</sup> Community Transportation Needs Assessment, November 25, 2013; 2013 ADA Accessibility Survey; 2014 Transit Development Plan

## Goals and Policies

**Goal 1** Build an Auke Bay bypass road. Construction of the bypass should help lessen traffic volume, reduce traffic speeds, and maintain safety in the Auke Bay Center.

### Policies

- 1.1** Preserve space for a future right-of-way for the DOT&PF bypass route north of the developed areas of Auke Bay.
- 1.2** As Auke Bay grows, ensure that development does not preclude DOT&PF's ability to locate a future bypass route to the north.
- 1.3** Future route considerations should include an evaluation of the impact of the scenic nature, views and value of Auke Bay.
- 1.4** Future DOT&PF's bypass routes should preserve or accommodate existing trails and provide pedestrian crossing amenities.

**Goal 2** Create an appropriately scaled seawalk along the waterfront, linking residential, commercial, and recreational uses to the Statter Harbor Facility.

### Policies

- 2.1** Encourage public and private partnerships to accomplish an Auke Bay seawalk for the common enjoyment of the community.
- 2.2** Encourage marine education, safety, artistic and cultural exhibits along the seawalk whenever feasible.
- 2.3** Encourage properties fronting on the seawalk to connect to the seawalk and to provide connections from seawalk to public rights-of-ways for pedestrian cross circulation.
- 2.4** The seawalk design should encourage and celebrate the bay's role in education, creativity, cultural heritage, and industry in the region.

|                 |                                                                                                                                           |                                                                                                                                                                                                                                       |
|-----------------|-------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Goal 3</b>   | Promote safe connections, at intervals, throughout Auke Bay consistent with both State and Federal standards.                             | pedestrian, bicyclists, and recreationalists.                                                                                                                                                                                         |
| <b>Goal 4</b>   | Auke Bay will be a comfortable, inviting and safe place to walk and bicycle for everyone, including children, elderly, and school groups. |                                                                                                                                                                                                                                       |
| <b>Policies</b> |                                                                                                                                           |                                                                                                                                                                                                                                       |
| <b>4.1</b>      | Safe highway crossings throughout Auke Bay should serve the community's interests:                                                        |                                                                                                                                                                                                                                       |
| <b>4.1a</b>     | Encourage safe routes between businesses, recreation, scenic viewpoints, residential neighborhoods and public or private schools.         |                                                                                                                                                                                                                                       |
| <b>4.1b</b>     | Promote walkability to businesses from both sides of Glacier Highway.                                                                     |                                                                                                                                                                                                                                       |
| <b>4.1c</b>     | Promote walkability between major employers including the University, Coast Guard and the Alaska Marine Highway port.                     |                                                                                                                                                                                                                                       |
| <b>4.1d</b>     | Be consistent with DOT&PF design standards that meet the needs of the                                                                     |                                                                                                                                                                                                                                       |
|                 |                                                                                                                                           | <b>4.2</b> Promote additional bicycle and pedestrian connections throughout the Auke Bay area and that provide connections between commercial and residential areas, scenic vistas and recreational pursuits.                         |
|                 |                                                                                                                                           | <b>4.3</b> Encourage, fund and develop pedestrian connections as identified in the <i>Auke Bay Area Plan</i> and other adopted plans.                                                                                                 |
|                 |                                                                                                                                           | <b>4.4</b> Create a walkable community by encouraging, promoting, and investing in street furniture and safe lighting in higher density areas of the <i>Plan</i> .                                                                    |
|                 |                                                                                                                                           | <b>4.6</b> Work closely with both public and private institutions and not-for-profit groups to develop a partnership to plan, construct, and where appropriate, maintain trail connections across City, State and Federal properties. |
|                 |                                                                                                                                           | <b>4.7</b> Create and adopt a way-finding and signage policy for the <i>Plan</i> area.                                                                                                                                                |

**Goal 5** Promote the development of adequate parking to meet the needs of the growing community.

**Policies**

**5.1** Promote an integrated parking management plan. This plan should encourage walking between the University, schools, and private and public sector parking areas. This plan should address season demands.

**5.2** Create parking in conjunction with a transit hub.

**Goal 6** Address intersection improvements in a prioritized fashion within the *Auke Bay Area Plan*.

**Policies**

**6.1** Lighting and multi-modal safety issues should be inventoried.

**6.2** Design aspects of each intersection in *Auke Bay Area Plan* should be inventoried and reviewed periodically. This should include review for ADA accessibility, walkability, and safety.

**Goal 7** Improve the intersection at the entrance of Auke Bay Elementary School and Glacier Highway

**Policies**

**7.1** Create a secondary access point for Auke Bay Elementary School that should help to promote better traffic flow entering and exiting Auke Bay Elementary School.

**7.2** Work with School District to improve safe routes to school.

**Goal 8** Develop a grid street network in the Auke Bay hub, as outlined in the *Community Charrette Map*<sup>17</sup>, which facilitates growth and improves circulation for both vehicles and pedestrians.

**Policies**

**8.1** Encourage new development to dedicate grid street right-of-way consistent with the Auke Bay Area Plan.

**8.2** Pedestrian-oriented designs should be used to capitalize on the opportunities presented at grid street corners.

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<sup>17</sup> Auke Bay Community Charrette Map – Appendix C

**Goal 9** Encourage public transit connections from Auke Bay to other areas of Juneau.

**Policies**

**9.1** Connect public transit with parking areas throughout the Auke Bay area.

**9.2** Developing transit options within Auke Bay.

**9.3** Develop a shuttle service from the Auke Bay core to the ferry terminal.

**Goal 10** Auke Bay will be a comfortable, inviting and safe place to walk and bicycle for everyone, including children, elderly, and school groups.

**Policies**

**10.1** Implement traffic calming measures to reduce traffic speeds.

**10.2** Work with the DOT&PF to reduce the speed to a maximum of 30 mph in the Hub.

**10.3** Until the bypass is built, encourage ways to reduce vehicular speed.

**Goal 11** Explore the designation of Auke Bay area roads as Scenic Byways.

**Goal 12** Snow removal will keep both non-motorized routes and motorized routes open during the winter.

**Policy**

**12.1** Auke Bay Community, CBJ, and State should design and implement a plan for snow removal in the Auke Bay area to provides safe travel for motorized and non-motorized users.

# ***Draft Auke Bay Area Plan***

## **Chapter 6: Implementation**

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### **Recommendations for Auke Bay Area Plan's Implementation and Governance**

Staff and the Steering Committee recommend that a committee, group or association be formed to build on the work that has been completed to date in the plan.

- The meetings should be quarterly and consist of a core group carrying the accumulated local planning knowledge forward. The Community is actively engaged and committed to moving the plan forward in the future.
- Agencies and groups including the University of Alaska Southeast, CBJ Dock and Harbors, State of Alaska Department of Transportation and Public Facilities, Áak'w Kwáan Tribe, Douglas Indian Association, area neighborhood associations, area condominium associations, area land owners and area businesses owners should be the key to the long term implementation of the elements of the plan.
- This proposed committee, group or association should provide a convening point for community dialogue and discussion to the implementation of the plan.

### **CIP/STIP Review and Input Opportunities**

The City & Borough of Juneau should update the organized committee, group or association of annual CIP/STIP list in an effort to implement the Auke Bay Area Plan in the following ways.

- Coordinate with the organized committee, group or organization so they may comment upon both annual CIP

and STIP processes as well as any other relevant processes that may involve key action relative to implementation.

- Notify the group of any development within the planning area and seek comments to be brought before the Planning Commission.

### **Annual Plan Coordination and Information**

Coordinating between multiple providers of infrastructure improvements requires the use of a convener role in Auke Bay on a quarterly or annual basis.

- Project Based Development – Neighborhood meetings would be called only as needed. It is the intent of this Plan to ensure that improved access to information is encouraged.
- Annual Coordination and Implementation – Project sharing meetings should be called to update the community on all public party implementation projects. Public parties could include CBJ Community Development, State of Alaska Department of Transportation and Public Facilities, CBJ Transit, CBJ Engineering, CBJ Lands & Resources, CBJ Docks and Harbors, Juneau School District, University of Alaska Southeast, etc. It is the intent for this sort of information sharing to lead to greater coordination and stronger public-private partnership that enhance opportunities for coordination of infrastructure financing.
- Maintain a web page for Auke Bay Plan Implementation.

## Continue Monitoring and Collecting Data

Project implementation is a shared responsibility. Currently, CDD collects relevant transportation, parking, pedestrian and bicycle data community wide, including Auke Bay. With the adoption of the *Plan*, data is a key part of project implementation.

Several years' worth of coordination projects are in the works at the present time, including potential private projects, CBJ projects, University projects, and DOT&PF projects. Monitoring data as to annual parking patterns, parking needs, pedestrian use, and bicycle use is important to coordinate. Data collection through coordinated voluntary efforts from the Steering Committee would assist the Department in the Auke Bay implementation efforts.

Collected permit data relating to housing and sewer/ water hook ups within the Auke Bay area should be reported back to the organized group annually. This data should be shared with other departments and institutions to enhance project coordination.

Coordinating improvements in Demand Management (Access to transit, future park-and-ride, and coordinated parking strategies) is an important part of the Plan. Transportation and land use are closely tied together within the Auke Bay Planning Area, Hub, and Center. With improved regular service from Auke Bay to Downtown, future growth can be accommodated in a more efficient manner. Coordinating the location of this infrastructure with the expected growth patterns in Auke Bay, Out the Road, and at the University of Alaska Southeast is essential to maintaining the character of Auke Bay.

Coordinate with state and federal agencies in regard to environmental issues to ensure that negative impacts are mitigated when new development and uses are proposed. The health of the

Auke Bay community is largely dependent on ensuring the water, air, and natural habitat is vibrant and thriving.

## Regulatory Changes

The Auke Bay Area Plan is largely aspirational in its approach to land use.

- To achieve the envisioned Small Town Center, the Auke Bay Steering Committee proposed amending the Comprehensive Plan Land Use designation in the Auke Bay up hill (north) of Glacier Highway from Marine/ Mixed Use (M/MU) to Traditional Town Center (TTC). The proposed amended and existing Comp. Plan Land Use maps are provided in Appendix C.
- The Steering Committee should play a role in the implementation of the necessary CBJ Land Use code amendments to carry out master planning and/or zoning components and incentives.
- Master Planning: Additional detailed master planning standards can aide in improving design and sense of place. The Master Planning should provide additional opportunities and incentives as well as collaborative public-private site development, or development agreements. This information will also improve the knowledge of Auke Bay with regards to building orientation to the streets, the bay, surrounding mountains, existing views and other buildings.
- Signage Improvements: Way-finding signage and three identified gateways identified in the *Plan* may require amendments to existing City Codes. These improvements include ways to address culturally sensitive signage, an example of which would be including Tlingit text on signage.

### **Public / Private Partnerships**

Accomplishing the vision of the Auke Bay Area Plan will depend on partnerships between the public and private sector. The most common partnerships are the informal ones that exist because of the level of communication regarding the goals of the Auke Bay Area Plan and current regulations.

## Tools for Implementation

| Activity                    | Description/Lead Agency                                                                                                                                                                                                   | Coordination                                                                                                |
|-----------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|
| General Coordination        | Establish a neighborhood committee, group or organization/coordinate with CDD/others as identified.                                                                                                                       | Quarterly and annual meetings.                                                                              |
| Infrastructure Coordination | Work with CIP/STIP and other agencies on annual basis for strategic plan implementation.                                                                                                                                  | Steering Committee implementation list.                                                                     |
| Infrastructure Coordination | CDD to convene multi-agency meetings annually to coordinate Auke Bay infrastructure opportunities.                                                                                                                        | CDD with all participating agencies.                                                                        |
| Data Collection             | CDD working in coordination with the Steering Committee and any neighborhood group volunteers to continue collecting relevant neighborhood data.                                                                          | Annually or as-needed, depending on identified information needs.                                           |
| Regulatory Implementation   | Short duration consisting of the existing Steering Committee for the next three to five months to continue working on the Plan implementation through guidelines and zone changes.                                        | CDD and Steering Committee in coordination with interested agencies, property owners, investors and others. |
| Auke Bay Way Finding        | CDD to convene multi-agency reviews as opportunities for new way-finding signage are presented.                                                                                                                           | CDD and community group coordination on way-finding projects, including communication standards.            |
| Communication               | CDD should update an Auke Bay Implementation web page. Official documents on data collection, CIP's and any relevant reports would be found here.                                                                         | CDD coordination with the community.                                                                        |
| All Other Projects          | A number of other projects were identified in the Plan. Once these projects are moved from the 20 year plan into the six year CIP, a greater level of coordination could be expected through the capital planning process | CDD/Engineering/Coordination                                                                                |

| Action Items: 2015 - 2016                                                  | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                                                                          |
|----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Change Zoning Districts within Center planning</b>                      | <p>Establish cohesive zoning district(s) to achieve the goals of a new Small Town Center.</p> <p>Too many existing districts results in a separated mixture of land use development.</p> <p>Owners have little certainty of future neighboring developments.</p>                                                                                                              |
| <b>Create a new Town Center design standards plan</b>                      | <p>New design plan will help achieve the aesthetics of buildings, streetscapes, etc.</p> <p>Without a design plan, current/ future zoning districts cannot influence the form and fuction of streetscapes, buildings, and other spaces.</p> <p>A design plan can enhance aspects of space/ buildings, such as landscaping, parking lots, walkways, building facades, etc.</p> |
| Action Items: 2017 - 2021                                                  | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                                                                          |
| <b>Create new Gateways</b>                                                 | <p>Establish gateways along the main corridors into Auke Bay that provides a 'welcoming' aspect to the area.</p> <p>Creates a sense of place for Auke Bay.</p>                                                                                                                                                                                                                |
| <b>Plan routes a future seawalk</b>                                        | <p>Coordinate routes with shoreline properties.</p> <p>Routes should connect to future pedestrian pathways to ensure highest level of connectivity within Center planning area.</p>                                                                                                                                                                                           |
| <b>Plan routes for future grid streets in the Center planning area</b>     | <p>By planning routes, the Small Town Center can better plan for future development.</p> <p>Coordinate with property owners to ensure future development doesn't prevent street route planning</p>                                                                                                                                                                            |
| <b>Establish a new parking management plan</b>                             | <p>A parking plan will ensure parking will be efficiently planning in the Center planning area.</p> <p>This will provide a better understanding of where and when peak parking demand is needed.</p> <p>Without a parking plan, parking may not be effectively laid out or designed to meet the goals of the Small Town Center.</p>                                           |
| <b>Establish a new park in the Center planning area</b>                    | <p>A park in the Center planning area can provide a wonderful place to enjoy and relax outside.</p> <p>A park can be an economic driver as it provide spaces for markets, concerts, art fairs, etc.</p> <p>A park can add value to adjacent residential and commercial properties.</p>                                                                                        |
| <b>Add Pedestrian-level lighting along streets in Center planning area</b> | <p>Pedestrian-level lighting illuminates more walking surfaces for safer walking conditions and feels safer.</p> <p>Without this level of lighting, pedestrians may feel less safe and may be less inclined to walk.</p>                                                                                                                                                      |
| <b>Explore CBJ Sewer renovations to accommodate growth in Auke Bay</b>     | <p>Early coordination and planning about the demands on existing sewer capacity must occur with expected development of the new Town Center</p>                                                                                                                                                                                                                               |

| Action Items: 2020 - 2035                                                     | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Construct seawalk</b>                                                      | <p>A seawalk provides a unique place to enjoy views of the water.</p> <p>A seawalk will provide a fun place to stroll, jog, and recreate.</p> <p>A seawalk can connect to existing pedestrian routes between water and upland developments</p>                                                                                   |
| <b>Construct future streets within the Center planning area</b>               | <p>The new street grid will increase development potential.</p> <p>The new streets will create value in future business frontage.</p> <p>The streets will provide pedestrian connections throughout the future Small Town Center.</p>                                                                                            |
| <b>Analyze parking at Spaulding Meadow trailhead</b>                          | <p>This popular trailhead parking lot is undersized and needs to be re-examined</p> <p>Vehicles sometimes park too close to the road.</p>                                                                                                                                                                                        |
| <b>Analyze and construct a parking structure within the Small Town Center</b> | <p>Providing a central parking structure will lessen the parking demands of each use within the Town Center.</p> <p>This will reduce the amount of individual parking lots throughout the Town Center.</p> <p>A parking structure will increase the land use efficiency by allowing more flexibility in future developments.</p> |
| <b>Construct bicycle stations</b>                                             | <p>Bicycle stations can reduce vehicular parking.</p> <p>Bicycle stations provide appropriate places to park bicycles instead of around street lights/ power poles.</p> <p>These will encourage recreational and healthy transportation choices.</p>                                                                             |
| <b>Connect pathways around Auke Lake</b>                                      | <p>A circular pedestrian route around the lake will provide more recreational choices.</p> <p>This will allow more people to enjoy the lake.</p> <p>This will allow pedestrians to reach the lake from their residence or work.</p>                                                                                              |

| Action Items: 2020 - 2035 (continued)                                                      | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                             |
|--------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Construct a separated pathway from the Auke Bay Ferry Terminal to the Center planning area | No pedestrian connections.                                                                                                                                                                                                       |
| Design wayfinding signage                                                                  | Wayfinding signage directs people to destinations, i.e. harbors, parks, trails, etc.<br>Signage creates a sense of place.                                                                                                        |
| Explore a new CBJ Capital transit hub                                                      | A hub in the Auke Bay Center planning area will enable transportation options<br>Allow residents to reach Auke Bay without using private automobiles<br>Help strengthen the UAS campus<br>Provides an economic value to Auke Bay |
| CBJ Sewer upgrades to serve increase development in Auke Bay                               | Existing sewer service to Auke Bay cannot serve proposed large development increases expected to create the Small Town Center.                                                                                                   |
| Action Items: 2036 and Beyond                                                              | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                             |
| Design a by-pass highway around Auke Bay                                                   | Alleviates existing high traffic volume.<br>Allows Glacier Highway to be converted to a traditional 'Main Street' within the Central planning area.<br>Will allow a reduce in traffic speeds.                                    |

## ***Draft Auke Bay Area Plan: Appendix A***

### **Referenced Published Plans and Studies**

---

|                                                               |                                                  |
|---------------------------------------------------------------|--------------------------------------------------|
| 1984 Comprehensive Plan                                       | Channel Island State Marine Park Management Plan |
| 1996 Draft Preservation Plan                                  | Historic Preservation Plan                       |
| 2008 Juneau Wetlands Management Plan                          | Juneau Trails Plan                               |
| 2012 UAS Campus Master Plan                                   | Non-Motorized Transportation Plan                |
| 2013 Comprehensive Plan Update                                | Parks and Recreation Comprehensive Plan          |
| 2013 Flood Insurance Rate Map & Flood Insurance Study         | Pederson Hill Access Study                       |
| 2014 Southeast Alaska Sac Roe Herring Fishery Management Plan | Safe Routes to Schools Plan                      |
| ADF&G Juneau Herring Update #10                               | State Land Management Plan                       |
| All-Hazards Mitigation Plan                                   | Statewide Transportation Improvement Program     |
| Auke Bay Corridor Study                                       | Statter Harbor Master Plan                       |
| Auke Lake Management Plan                                     | Transit Development Plan                         |
| Auke Lake Watershed Action Plan                               | Willoughby District Land Use Plan                |
| Capital Improvement Program                                   |                                                  |

## ***Draft Auke Bay Area Plan: Appendix B***

### **Capital Improvement List**

| <b>Streets</b>                                                                                                                                                                    | <b>Timeline</b> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| DOT/PF monitoring for traffic into and out of CBJ Statter Harbor/De Harts.                                                                                                        | Mid Term        |
| Construct a vehicle access to Auke Bay Elementary from Mendenhall Loop Road. (600 ft)                                                                                             | Short Term      |
| Connect Glacier Hwy. to Loop Rd. via Pederson Hill (east of Auke Lake). (1.6 miles)                                                                                               | Long Term       |
| Auke Bay By-pass (Auke Bay Corridor Plan 2003)                                                                                                                                    | Long Term       |
| Purchase ROW along conceptual Auke Bay By-pass routes such as the connection between Back Loop Road and the Auke Bay Ferry Terminal, and further east to the Goat Hill connection | Long Term       |
|                                                                                                                                                                                   |                 |
| <b>Grid Streets</b>                                                                                                                                                               |                 |
| Grid Street running North/South at the Elementary school (600 feet)                                                                                                               | Mid Term        |
| Grid Street running North/South from the Elementary to the Joint Use Facility (1,000 feet total)                                                                                  | Mid Term        |
| Middle Grid Street running North/South (south segment 600 feet)                                                                                                                   | Mid Term        |
| Middle Grid Street running North/South (north segment 600 feet)                                                                                                                   | Mid Term        |
| Eastern Grid Street running North/South (south segment 600 feet)                                                                                                                  | Mid Term        |
| Eastern Grid Street running North/South (north segment 600 feet)                                                                                                                  | Mid Term        |
| East/West Grid Street (Back Loop to elementary) (1000 feet)                                                                                                                       | Short Term      |
| Mid Hill East/West Grid Street (elementary to middle)(600 feet)                                                                                                                   | Mid Term        |
| Mid Hill East/West Grid Street (middle to eastern)(600 feet)                                                                                                                      | Mid Term        |
| High hill East/West Grid Street (Joint Use Facility to middle)(600 feet)                                                                                                          | Mid Term        |
| High Hill East/West Grid Street (middle to eastern)(600 feet)                                                                                                                     | Mid Term        |
|                                                                                                                                                                                   |                 |
| <b>Parking</b>                                                                                                                                                                    | <b>Timeline</b> |
| Additional off-street parking on city land.                                                                                                                                       | Short/ Mid Term |
| Additional parking at Auke Lake.                                                                                                                                                  | Short Term      |
| Additional parking at Spaulding Meadows trail.                                                                                                                                    | Mid Term        |
| Additional parking at Spaulding Meadows trail on a grid street.                                                                                                                   | Mid Term        |
| On-street parking on Glacier Hwy. from Loop Rd. to Fisherman's Bend after construction of By-pass.                                                                                | Long Term       |
| Construction of Auke Bay Center parking structure.                                                                                                                                | Long Term       |
| On-street parking on Loop Rd. from Glacier Hwy. to UAS.                                                                                                                           | Not a Priority  |

## Draft Auke Bay Area Plan: Appendix B

### Capital Improvement List

| <b>Pedestrian/Trails</b>                                                                                                            | <b>Timeline</b> |
|-------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| Pedestrian crossings to harbor.                                                                                                     | Short Term      |
| Bike paths and lanes.                                                                                                               | Short Term      |
| Sidewalks where they don't exist or are not already planned.                                                                        | Mid Term        |
| Pedestrian crossings to seawalk extensions.                                                                                         | Long Term       |
| UAS/Loop Road pedestrian crossing improvements.                                                                                     | Short Term      |
| Glacier Highway crossing improvements for safety.                                                                                   | Mid Term        |
| Improvements (signage, re-routing) on the Auke Bay Elementary/Joint Use Facility trail (coordinate with Auke Bay Elementary School) | Short Term      |
| Overpass from UAS to the Anderson Building (former NOAA lab).                                                                       | Long Term       |
| Trail from joint use facility to Spaulding Meadows trail. (2,000 ft)                                                                | Mid Term        |
| Pedestrian activated beacon at elementary school and other crossing locations on Glacier Highway.                                   | Mid Term        |
| Path/trail around entire lake. (2,000 ft on east)                                                                                   | Mid Term        |
| Path/trail around entire lake. (1,000 ft by road)                                                                                   | Mid Term        |
| Separated path to Alaska Marine Highway System ferry terminal.(.89 mi)                                                              | Long Term       |
|                                                                                                                                     |                 |
| <b>Waterfront/Harbor/Seawalk</b>                                                                                                    | <b>Timeline</b> |
| Separate commercial and recreational vessel traffic.                                                                                | Long Term       |
| Seawalk: Fisherman's Bend to Statter Harbor.                                                                                        | Mid Term        |
| Seawalk: Fisherman's Bend to Spaulding Meadows trailhead.                                                                           | Long Term       |
| Seawalk: Spaulding Meadows trailhead to the Alaska Marine Highway ferry terminal.                                                   | Long Term       |
| Seawalk: Statter Harbor to Anderson Building (former NOAA Lab).                                                                     | Mid Term        |
| Seawalk: Anderson Building (former NOAA Lab) to Fritz Cove Rd.                                                                      | Mid Term        |
| Seawalk: Fritz Cove Rd. to Statter Harbor.                                                                                          | Mid Term        |
|                                                                                                                                     |                 |
| <b>Other</b>                                                                                                                        | <b>Timeline</b> |
| Transit service to the Alaska Marine Highway ferry terminal. (as consistent with Capital Transit plans)                             | Mid Term        |
| Pedestrian friendly lighting on sidewalks within the Auke Bay Center.                                                               | Short Term      |
| Wayfinding signage (directional signs)                                                                                              | Short Term      |
| Signage & gateway treatment (Welcome to Auke Bay).                                                                                  | Short Term      |
| Signage & gateway treatment (Welcome to Auke Bay).                                                                                  | Short Term      |

## ***Draft Auke Bay Area Plan: Appendix B***

### **Capital Improvement List**

| <b>Other (continued)</b>                                                                                                            | <b>Timeline</b> |
|-------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| Signage & gateway treatment (Welcome to Auke Bay).                                                                                  | Short Term      |
| Street trees.                                                                                                                       | Mid Term        |
| Capital Transit projects (such as shelters adequately sized for demand).                                                            | Mid Term        |
| Land trade with UAS for water front property to reduce pedestrian crossing on Glacier Hwy. (if consistent with UAS Master Plan).    | Long Term       |
| Vehicle connection thru UAS (re-establish).                                                                                         | Not a Priority  |
| New CBJ Capital Transit hub in Auke Bay (Scaled to serve existing/anticipated demands and as consistent with Capital Transit plans) | Long Term       |
| Sewer system expansion/upgrade                                                                                                      | Mid Term        |

#### **Definition of Terms**

Short Term = 5 Years or Less ▪ Mid Term = 5 – 10 Years ▪ Long Term = 10 – 20 Years

# Appendix C

## Maps

Boundary Map

Community Charrette Map

Hub Overview Map

Maximum Allowable Height Map

Ownership Map

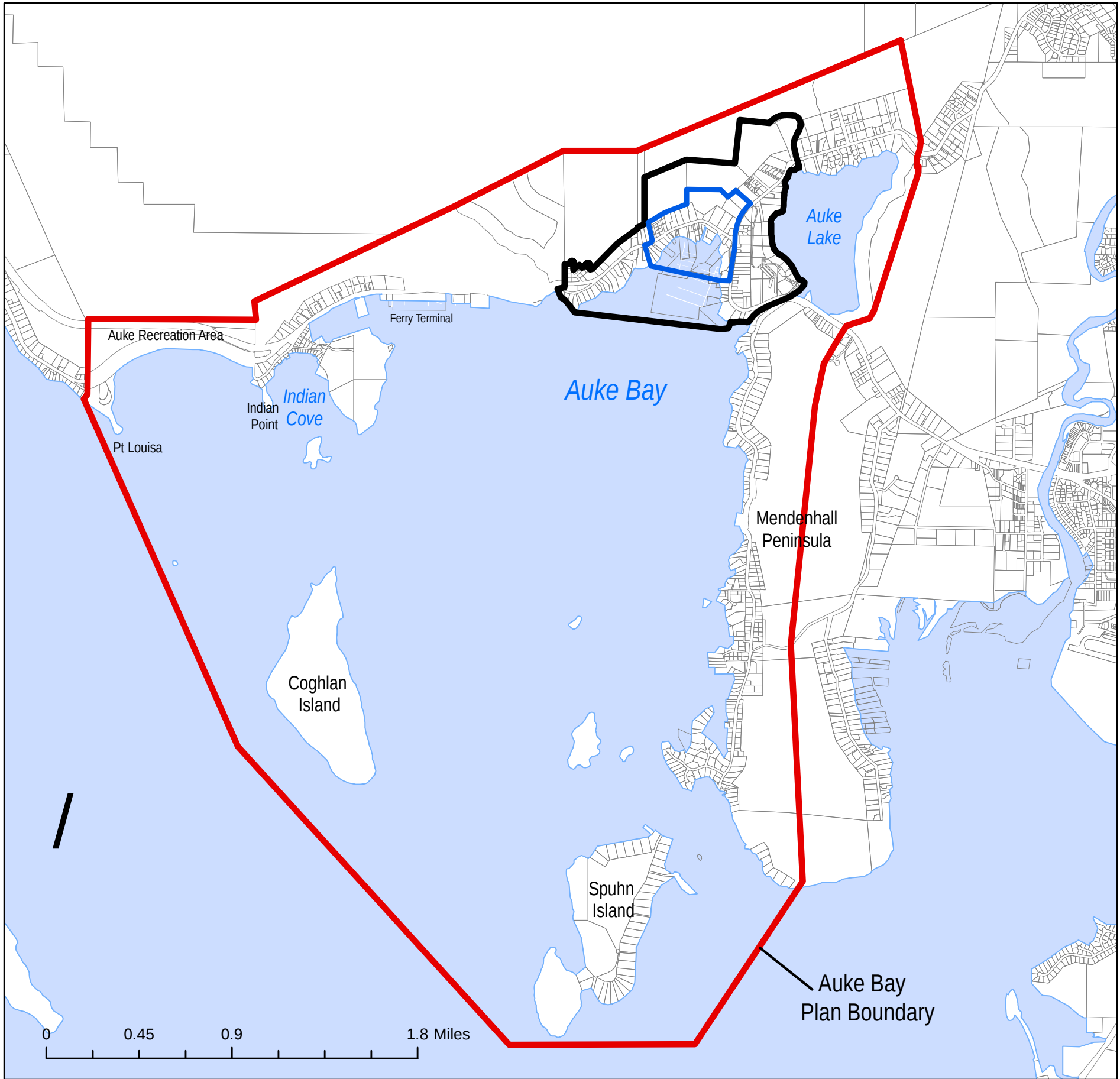
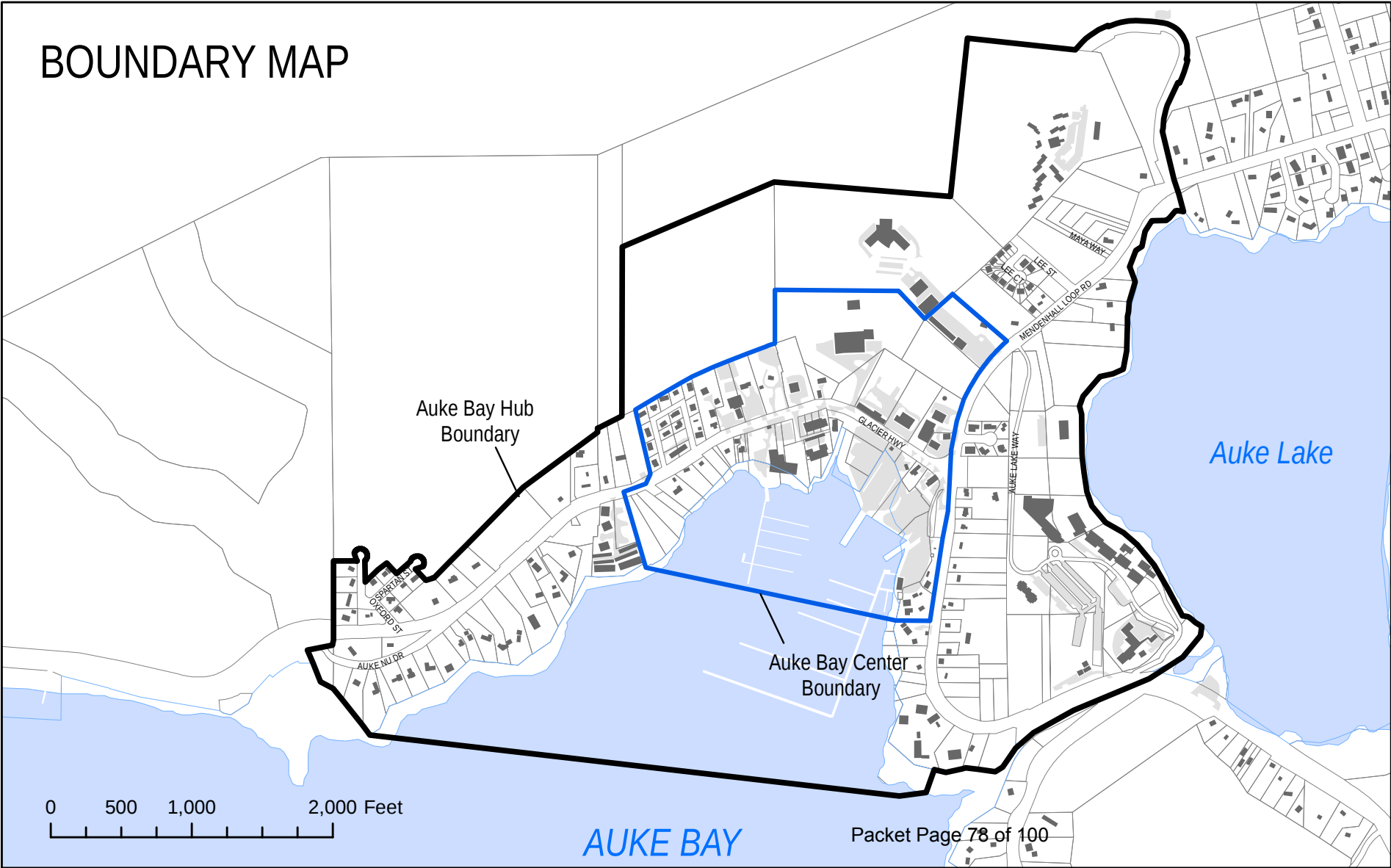
View Points Map

Existing & Proposed Comprehensive Plan

Land Use Designation Maps

Zoning Designation Map

BOUNDARY MAP



# Initial Draft from Community Charrette



# Hub Overview Map

**Legend**

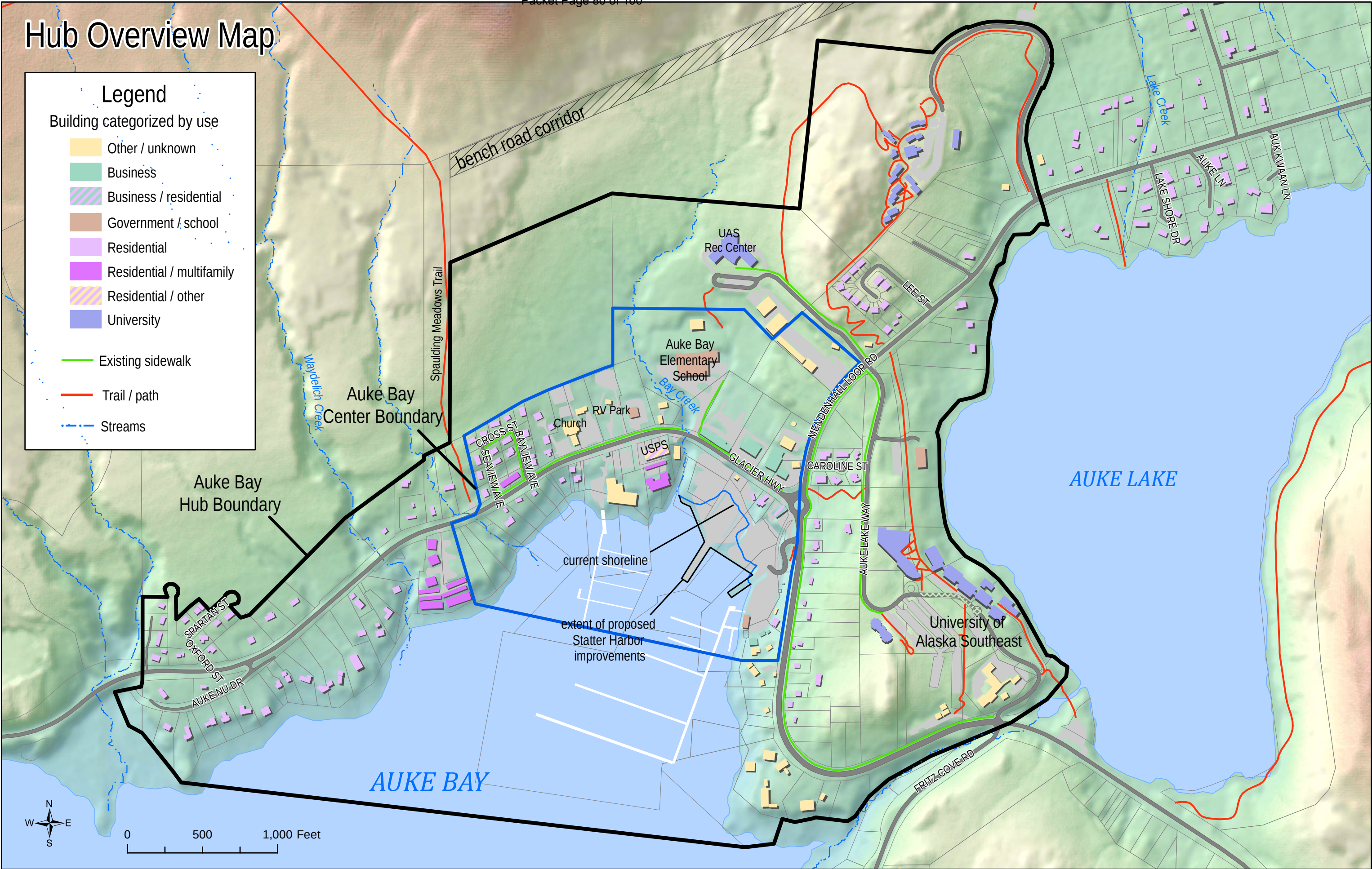
Building categorized by use

- Other / unknown
- Business
- Business / residential
- Government / school
- Residential
- Residential / multifamily
- Residential / other
- University

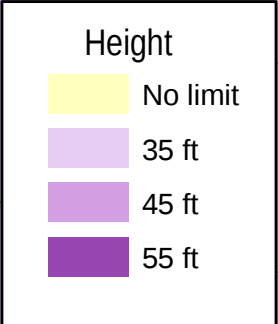
Existing sidewalk

Trail / path

Streams



# Maximum Allowable Height Map



Auke Bay Hub Boundary

Auke Bay Center Boundary

Auke Lake

AUKE BAY

Auke Recreation Area

Ferry Terminal

Indian Point

Indian Cove

Pt Louisa

Coghlan Island

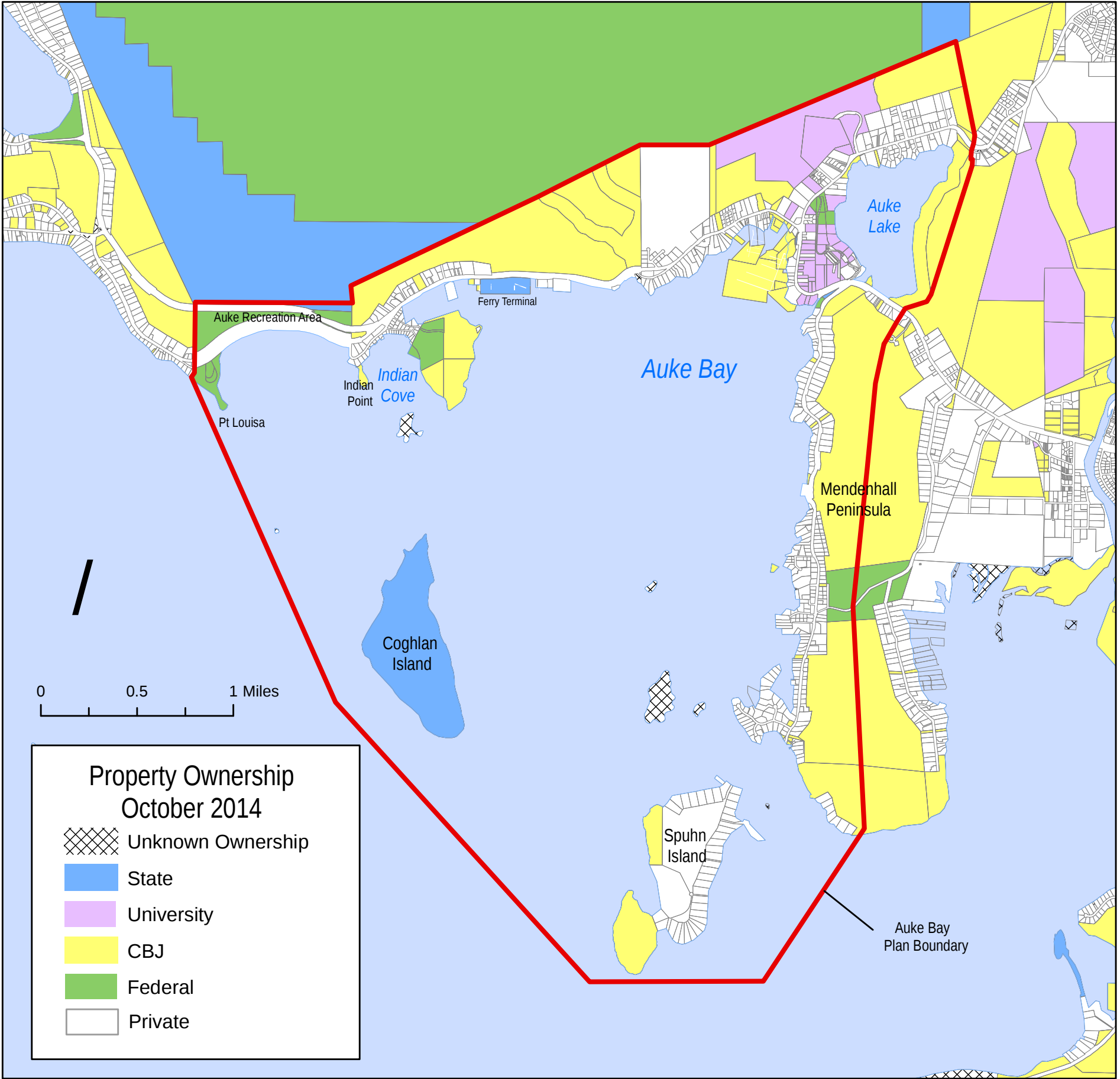
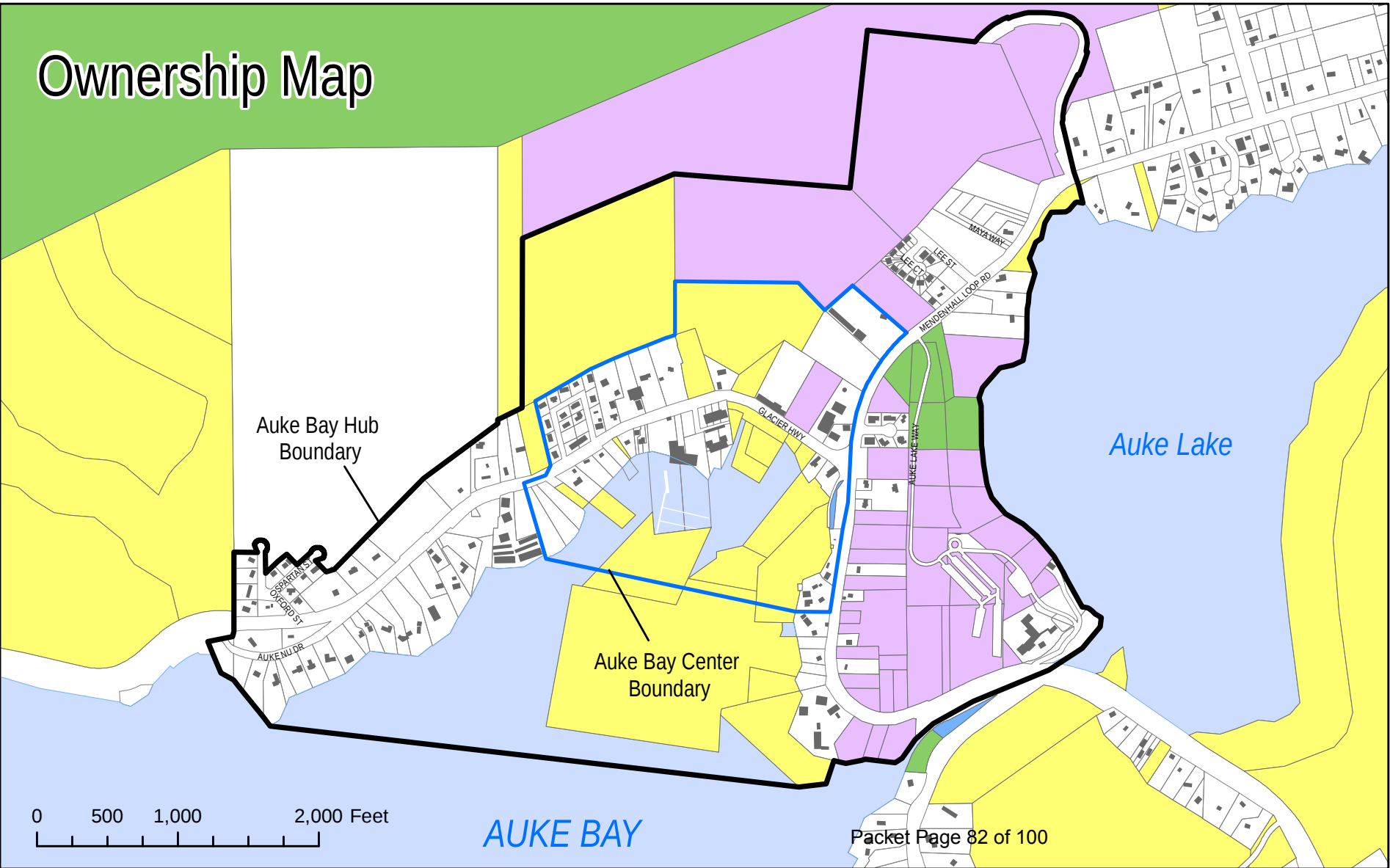
Spuhn Island

Mendenhall Peninsula

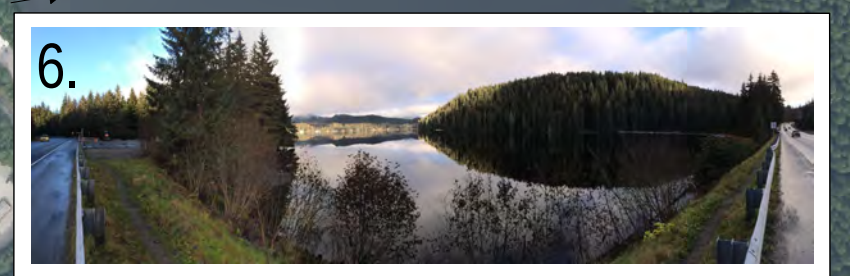
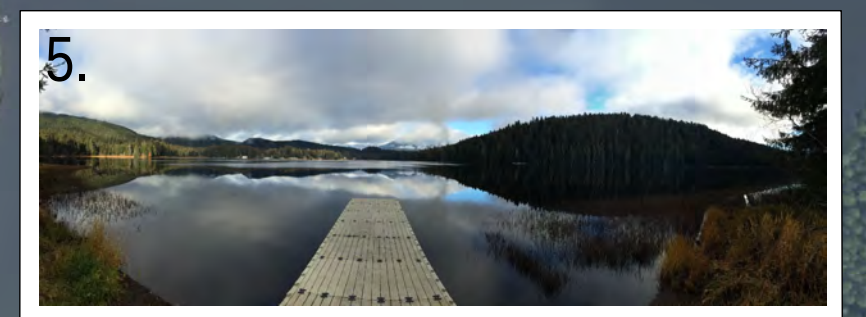
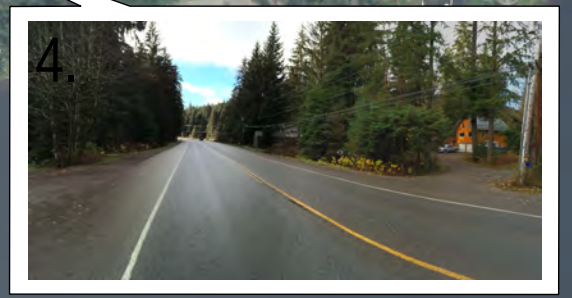
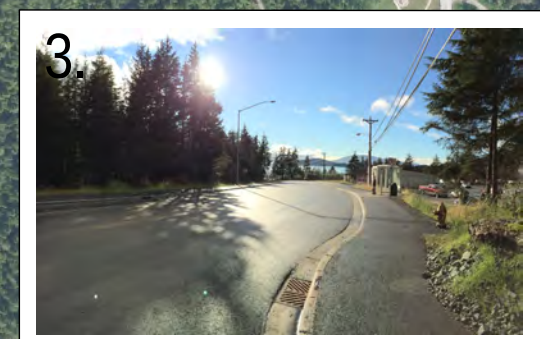
Auke Bay Plan Boundary

1

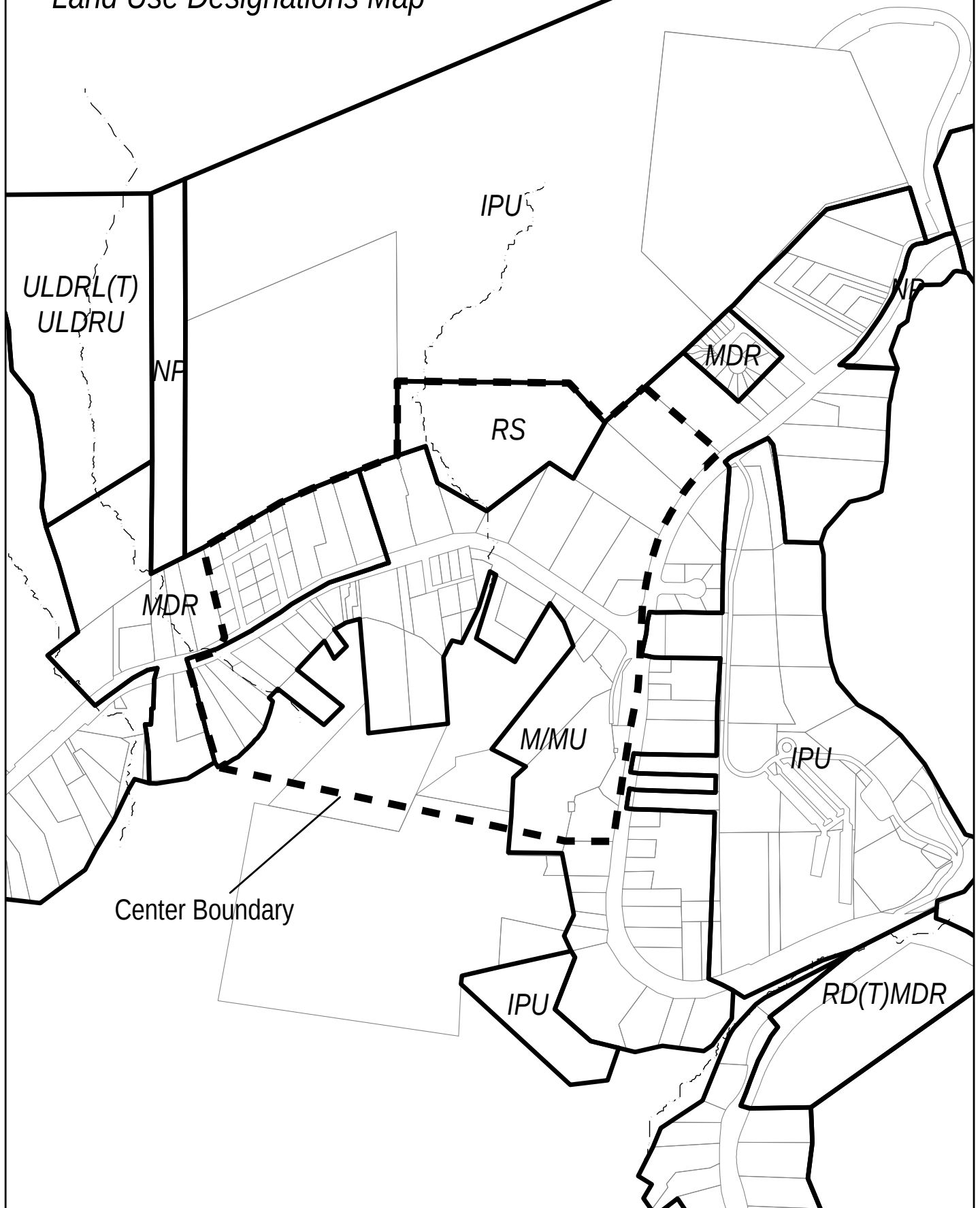
0 0.5 1 Miles



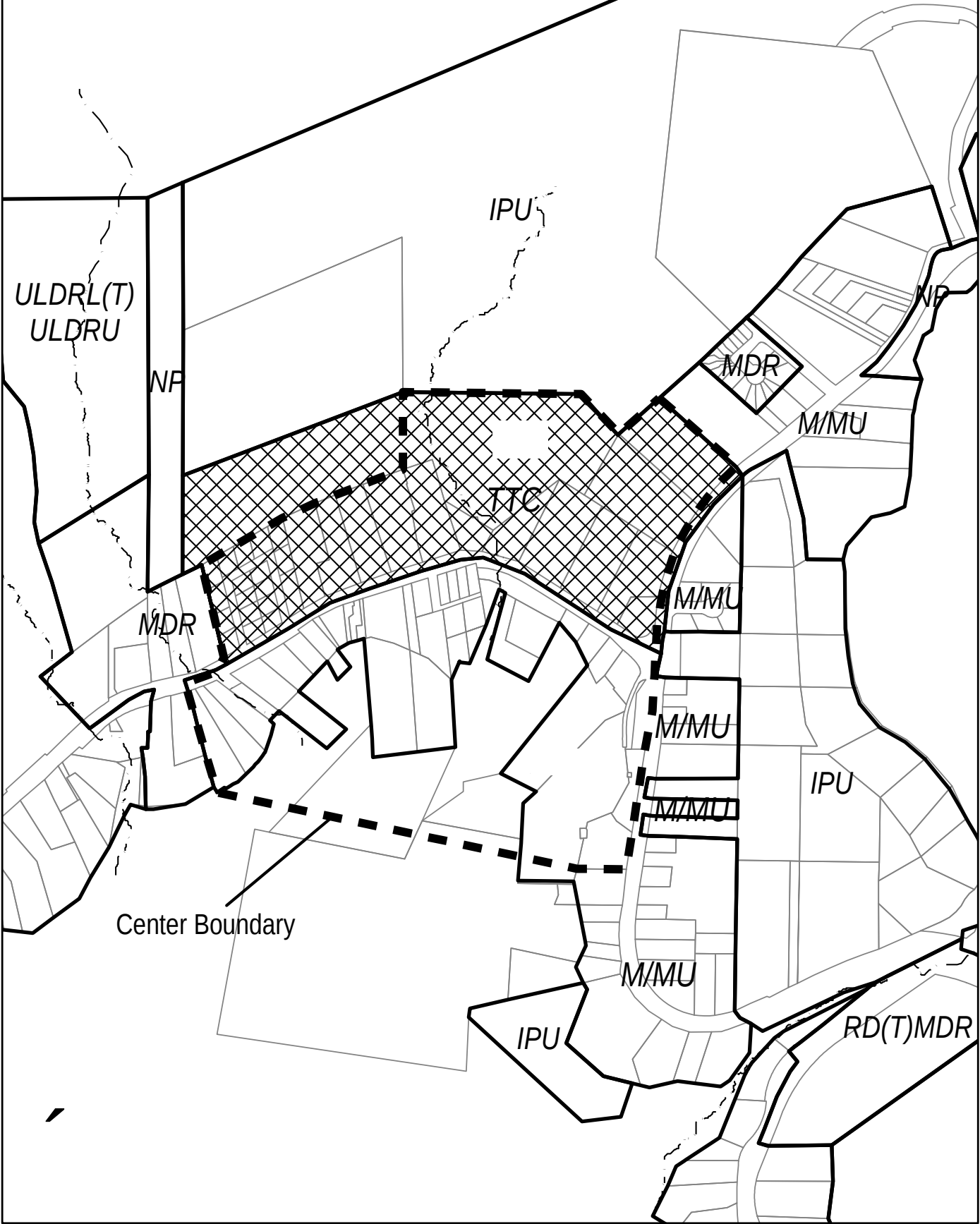
# View Points Map



# Existing Comprehensive Plan Land Use Designations Map

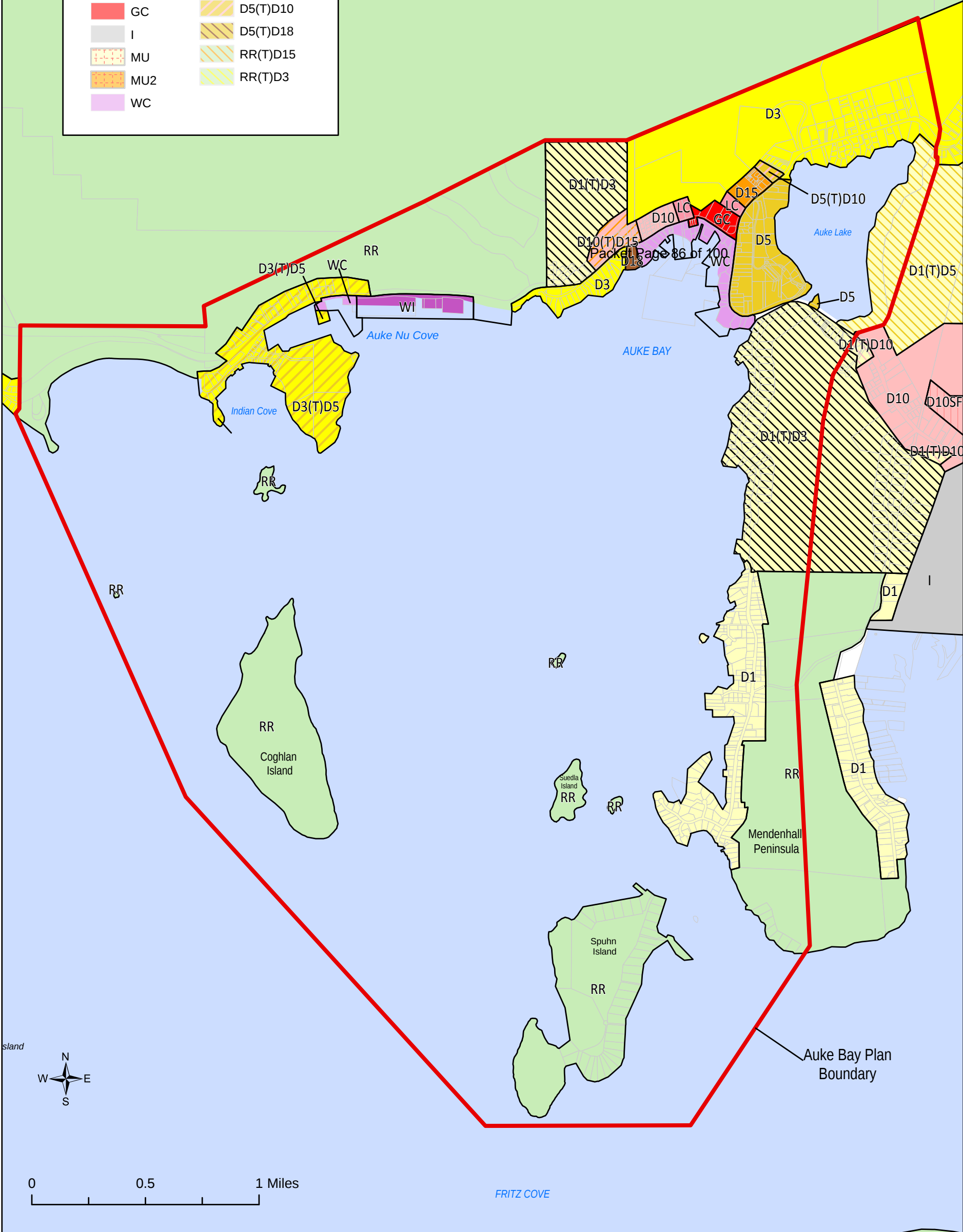


*Proposed Amendment to  
Comprehensive Plan Land Use Map*



ZONING MAP

| Zoning<br>October 2014 |           |
|------------------------|-----------|
| D1                     | WI        |
| D3                     | RR        |
| D5                     | D1(T)D3   |
| D10                    | D1(T)D10  |
| D10SF                  | D1(T)D5   |
| D15                    | D10(T)D15 |
| D18                    | D3(T)D18  |
| LC                     | D3(T)D5   |
| GC                     | D5(T)D10  |
| I                      | D5(T)D18  |
| MU                     | RR(T)D15  |
| MU2                    | RR(T)D3   |
| WC                     |           |



## Holly Kveum

---

**From:** Greg Chaney  
**Sent:** Friday, December 26, 2014 10:45 AM  
**To:** Holly Kveum  
**Subject:** FW: Auke Bay

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

---

**From:** Greg Chaney  
**Sent:** Friday, December 19, 2014 6:04 PM  
**To:** Brenwynne Grigg  
**Cc:** Jessica Beck; Dan Bleidorn  
**Subject:** RE: Auke Bay

Hi Brenwynne,

Thank you for the opportunity to comment on this draft document. In general it looks like a significant step forward in planning for Auke Bay's future. As a significant land holder in this region, CBJ Lands and Resources welcomes the adoption of a plan that will enhance the future development pattern in this valuable region.

Lands primary comment is that the maximum height map allows a property on the waterside of the road to have 55' maximum height. This property is directly across the road from CBJ's property. CBJ's lot is limited to 45' so the property owner closer to the water could build a development that would block a significant portion of CBJ's property from having a water view. It seems more appropriate that the property on the waterside of the road should have a maximum height of 35 feet to allow the lots on the other side of the road the opportunity to have water view developments. Below is a diagram to help illustrate this point. This concept is supported on Page 8 of the plan in the discussion of View Sheds.

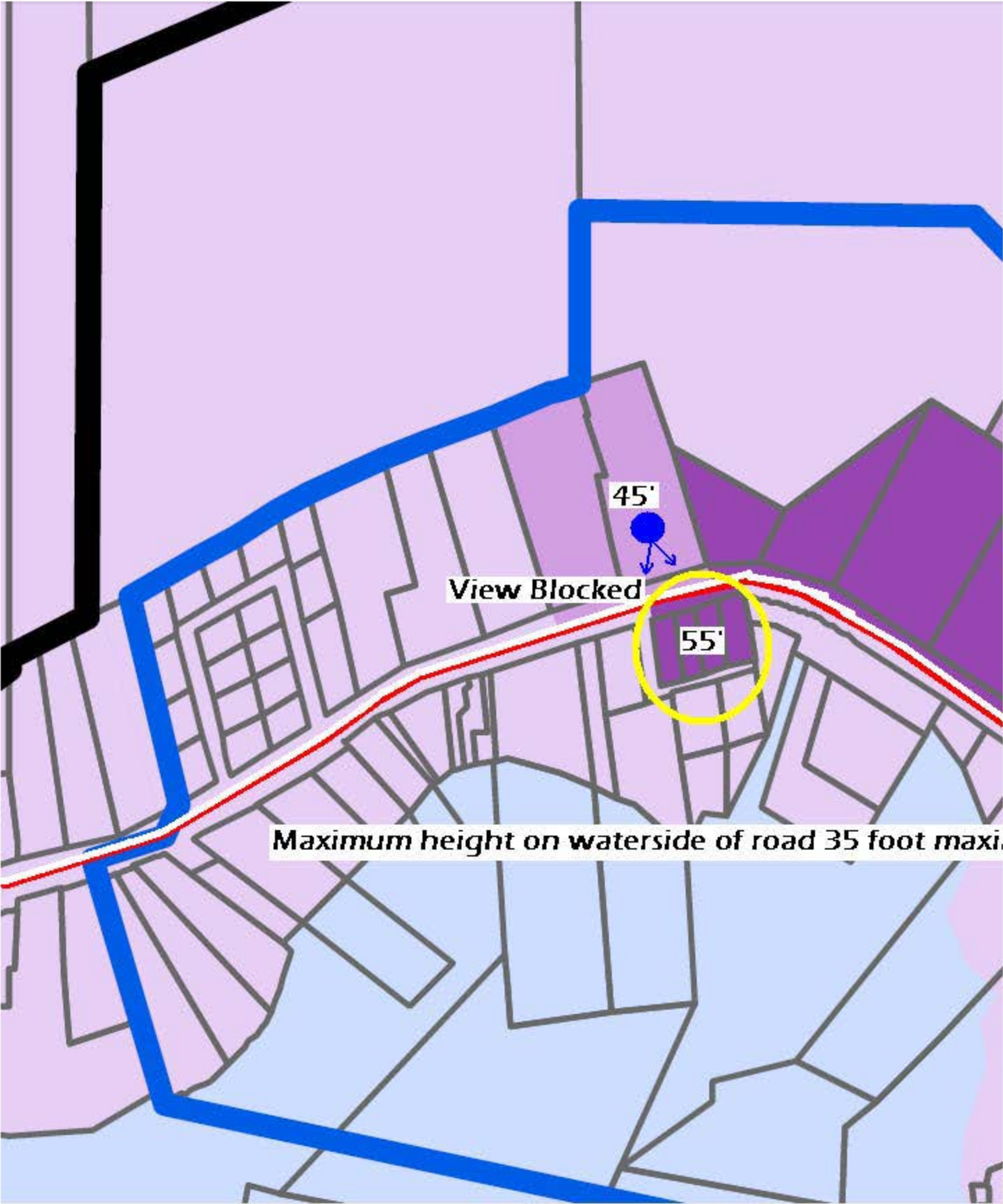
We are also concerned that page 51 (Appendix B) identifies that City Land (Sites 1,2 &3) will be used for "additional off-street parking". Based on our review of the draft document, the location of Sites 1,2 &3 were not immediately evident. However the primary directive for CBJ property is for it to be used for fair market value developments unless a specific use is identified by the Assembly. Dedicating CBJ property for parking severely restricts CBJ Land's mission of developing properties in one of the highest value locations. We request that this policy be modified or eliminated.

Once again we would like to commend the Auke Bay planning committee's work on this plan.

Thank you for the opportunity to comment.

- Greg Chaney  
 CBJ Lands and Resources Manager

## ATTACHMENT B



**From:** Brenwynne Grigg  
**Sent:** Thursday, December 18, 2014 2:42 PM  
**To:** Greg Chaney  
**Subject:** Auke Bay

Below is the link to the Auke Bay Plan! Maps are towards the end. ☺

[http://www.juneau.org/aukebayplan/documents/AttachA\\_AukeBayAreaPlan\\_12082014.pdf](http://www.juneau.org/aukebayplan/documents/AttachA_AukeBayAreaPlan_12082014.pdf)

---

**Brenwynne W. Grigg, Administrative Officer**



Community Development Department

office: 907.586.0766 | cell: 704.747.6587

email: [brenwynne.grigg@juneau.org](mailto:brenwynne.grigg@juneau.org)



THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

## Department of Transportation and Public Facilities

### SOUTHCOST REGION

6860 Glacier Highway  
PO Box 112506  
Juneau, Alaska 99801-2506  
Main: (907) 465-1799  
Toll free: (800) 575-4540  
Fax: (907) 465-2030  
TTY-TDD: (800) 770-8973  
dot.state.ak.us

December 8, 2014

Mr. Hal Hart  
Director, CBJ Community Development Department  
155 S. Seward Street  
Juneau, Alaska 99801

Dear Mr. Hart-

Thank you for involving the Alaska Department of Transportation and Public Facilities (DOT&PF) in your ongoing Auke Bay small area planning effort. At the last committee meeting on December 3, 2014 several changes to the plan document were proposed that are of concern to DOT&PF. These changes were proposed by Karla Hart and pertain to the speed limits in the Auke Bay area. DOT&PF has reviewed the proposed amendments and, for the following reasons, do not support them.

As has been pointed out several times in the past, Glacier Highway is classified as an arterial. As such, its principal mission is mobility, i.e., to move traffic efficiently. Our most recent data indicate an average daily traffic volume of approximately 8000 vehicles per day transit the Auke Bay area. Current projects, including the Glacier Highway Fritz Cove-to-Seaview project, will improve pedestrian and bicycle facilities without compromising the mobility features of Glacier Highway.

The establishment of speed limits is a responsibility of the DOT&PF on all state highways including Glacier Highway through the Auke Bay area. Established speed zones and speed limits in Alaska take the safety of all users into consideration and do not favor one group over another. While primarily based upon vehicle operating speed, our policy requires that several non-vehicular factors be taken into account when they are present, e.g., pedestrians and children, schools, crosswalks, parked vehicles, multiple turn locations, etc. (ref. AS 19.10.72). To operate in a manner as suggested by the amendments under consideration would violate our policy and procedure, as well as state law.

In the 13 years (2000-2012) of reported crash data to which we have access, there were only two pedestrian- or bicycle-related accidents. These crashes were not attributable to speed conditions, and traffic calming measures would not have prevented them. Traffic calming facilities affect a

*"Keep Alaska Moving through service and infrastructure."*

**ATTACHMENT C**

wide spectrum of road users. They should only be considered when there is a demonstrated need or problem to be solved. Our current data does not indicate this need exists. We will consider traffic calming measures if conditions warranting them develop in the future as the Auke Bay Plan progresses.

State policy requires that we consult with municipalities in determining safe speed limits and zones within their jurisdiction. The local consistency review for the Glacier Highway Fritz Cove to Seaview project resulted in a commitment that DOT&PF will conduct a speed study on Glacier Highway following completion of the project. The study may or may not indicate the need for a speed zone adjustment. In the event the study recommends a change in the speed zone and that change is contrary to the written recommendations of the municipality, then, per policy, we must provide notice and opportunity for a hearing before establishing said zone. We will comply with our agreement and policy.

The upcoming DOT&PF project will include new sidewalks and wide bicycle lanes along Glacier Highway in the Auke Bay area. While our accident data does not indicate a current high accident rate for pedestrian and bicycle related accidents in Auke Bay, we believe the proposed improvements will help reduce accidents and improve safety for motorized and non-motorized users. The problems that Ms. Hart's amendments seek to correct are not evident in the factual data gathered by DOT&PF. We are required to perform technical analysis based on data in the establishment of speed limits on Alaska's roadways. For this reason and all the others stated herein, we are opposed to the adoption of these amendments.

Sincerely,



L. Pat Carroll  
SE Region Preconstruction Engineer

cc: Greg Lockwood, DOT&PF PD&E Group Chief

## Holly Kveum

---

**From:** Carroll, Lawrence P (DOT) <pat.carroll@alaska.gov>  
**Sent:** Wednesday, December 10, 2014 4:53 PM  
**To:** Hal Hart; Eric Feldt  
**Cc:** Lockwood, Gregory K (DOT)  
**Subject:** Auke Bay plan doc comments

Hal- Eric,

Here are a few mostly editorial comments to the draft Auke Bay plan document.

Page 9- Figure

Awnings which protrude into the state ROW will require a ROW encroachment permit from AKDOT (discussed at meeting on 12/3)

Page 10- Street Furniture, Banners, and plantings

Advertising is not allowable within the State Right of Way per state law (discussed at meeting on 12/3)

Page 14-Goal 9 and throughout the entire document

...within the Auke bay plan. Suggest change to ...within the Auke bay center. The plan is not an area, this comment pertains in many places within the doc. An effort should be undertaken to review the entire document to ensure consistent and appropriate use of the terms/ areas : planning boundary area, hub, and core as defined on page x of the doc.

Page 14-Policy 9.1

Typo in (WFC) should be (WCF)

Page 14-Policy 9.2

...above ground transportation companies? Was ...above ground utility companies intended here.

Page 20- Policy 2.1/2.2

This is really one policy. It appears that the column break split the policy and gave it a new number (2.2) at the top of the Rt hand column

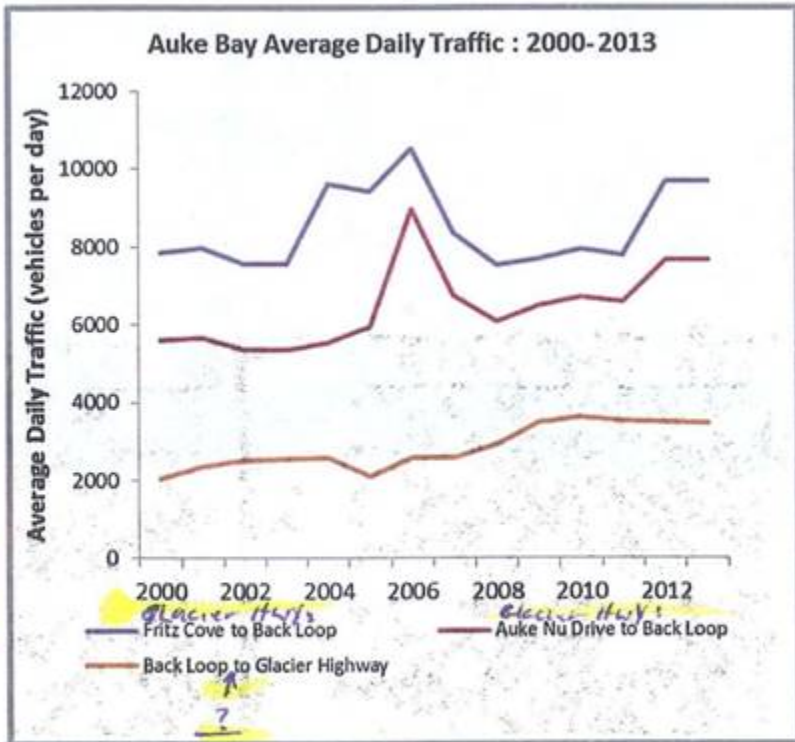
Page 33- Existing conditions

DOT project names are incorrect. Correct names are: *Glacier Highway & Back Loop Road Intersection Safety Improvements* (AKA: the Roundabout project) and *Glacier Highway Reconstruction- Fritz Cove Road to Seaview Avenue*

Page 34 Graphic Legend

Suggest addition of the route name Glacier Highway to the top two items (Blue and Dark Red lines) For the Orange Line I think this is intended to indicate the Back Loop Road Route from ??University Way maybe?? to Glacier Highway

BLUE: Glacier Highway: Fritz Cove to Back Loop DARK RED: Glacier Highway: Auke Nu Drive to Back Loop  
Orange: Back Loop Road: ??University Way?? to Glacier Highway



Source: Alaska Department of Transportation and Public Facilities annual Traffic Maps – Note that some spikes in the data trend reflect discrepancies in the counting procedure although the overall trend of increasing traffic is accurate.

Page 34 2<sup>nd</sup> column, last paragraph: “Their preferred option would see the current ferry service replaced with a road to North to Katzehin which then connected to a new day ferry service.”

Suggested edit:

“Their preferred option would see the current ferry service replaced with a road North to a new ferry terminal near the Katzehin River delta which then connects to a new day ferry service.”

Page 35, Link to ABCOR doc at lower Rt

Please change the ADEC weblink to the following link from the ADOT ABCOR webpage:

[http://dot.alaska.gov/sereg/projects/abcorr/assets/Main\\_Report.pdf](http://dot.alaska.gov/sereg/projects/abcorr/assets/Main_Report.pdf)

Page 39 partial paragraph at top of rt hand column – correct date for ABCOR is 2004

Page 39 1<sup>st</sup> bullet, Rt hand column- suggest rewording the paragraph additional intersection for auke bay school- assume this is intending the new connection from Auke Bay school to back loop road but this is not stated. Improve intersections with major Auke Bay roads is pretty vague.

Page 39 4<sup>th</sup> bullet, Rt hand column – suggest rewording of paragraph “Transit service connections to Auke Bay Ferry terminal should be provided, and (?? connections to??) the rest of Juneau should be maintained or improved.”

Page 45 Policy 5.2 , last sentence. suggest disabled access be changed to ADA accessibility

Page 51, Parking

“On-street parking on Glacier Hwy. from Loop Rd. to Fisherman's Bend”. AKDOT will not support this proposed project unless a bypass is in place and Glacier Hwy. from Loop Rd. to Fisherman's Bend has been transferred to the CBJ for maintenance and operation.

“On-street parking on Loop Rd. from Glacier Hwy. to UAS (re-establish).” Same comment as above, I also question why “Not a Priority” projects are even included in this list.

Page 52, Pedestrian/Trails

“Pedestrian activated beacon at elementary school and other crossing locations on Glacier Highway.” Suggest less specific recommendation such as “Improve safety of pedestrian crossings at elementary school and other locations on Glacier Highway” A pedestrian activated beacon is very specific and is most likely not the best solution for every situation/location.

Thanks-



L. Pat Carroll, P.E.  
Preconstruction Engineer  
[pat.carroll@alaska.gov](mailto:pat.carroll@alaska.gov)  
Phone: (907) 465-4415  
Fax: (907) 465-4414

## Comments from other CBJ Departments

The following comments are provided from Carl Uchytel, CBJ Docks & Harbors Director. These comments have not been addressed by the Auke Bay Steering Committee. Further discussion is recommended to determine their inclusion into and affects to the Plan.

➤ Page IX Edits

“Protect and provide for continued water dependent development at the Ferry Terminal and in Auke Bay. Identify suitable areas for float homes, boat houses, and/or live aboard as an affordable housing options; this may include dedicated portions of the harbor for these residences. Adopt design guidelines and development standards for the proposed Auke Bay neighborhood plan and Marine Mixed Use District. (Emphasis Added).

*There is a concern here that affordable housing options will be very limited in the setting. CBJ tries very hard to ensure that derelict boats are attended too and will not pose a hazard to the community, other boats owners in the marina.*

➤ Page 3 Paragraph 2:

The UAS Campus Master Plan identifies both residential and support facilities for new students and current enrollment as high priorities for the plan horizon, but identifies the biggest spatial I/in/facility deficits as those in the recreational athletic/physical education and assembly categories.

*Carl asks “how many” referring to student growth that would drive growth in the planning area and on campus: See existing conditions in the Land Use Chapter for projected enrollment.*

➤ Consider adding this plan language found in the adopted Telecommunications Master Plan:

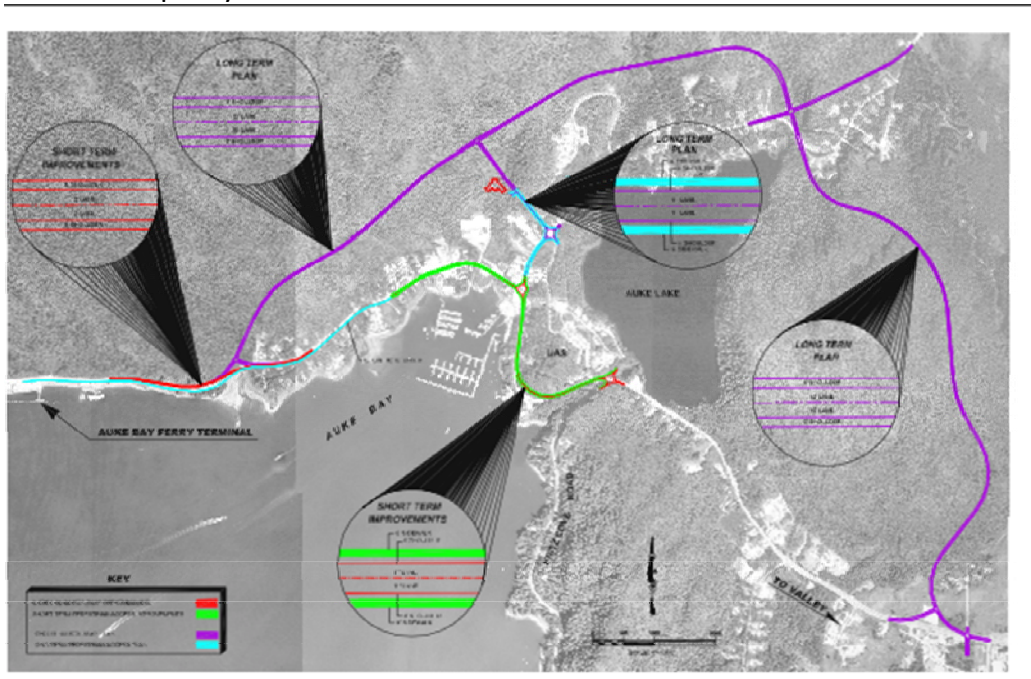
“The University of Alaska Southeast (UAS) has its largest campus in Auke Bay, with administration, housing, and classrooms spread through the main campus between Glacier Highway and Auke Lake, the dormitories and Joint Use Facility on the north side of Mendenhall Loop Road, and other facilities in the 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.”

### Goals and Policies

- Goals and Policies – Draft Land Use and Facility Chapter – Differentiate what this goal is intending to achieve as compared to others later in the chapter.
- Goal 2 Coordinate (long range-20 year) planning efforts with local, State, and Federal Agencies, not for profits, and neighborhood groups on an on-going basis. Combine with
- 6.1 Facilitate an annual community meeting to identify, update and coordinate the community’s capital improvement Program List.
- Goal 8 Concerns about protecting the view and impacts to the on-going harbor project. Perhaps clarifying: As the privately owned properties develop concerns about the impacts to the view looking from the water to the shore have been raised...this is not intended to alter the existing CBJ Docks and Harbors Project as permitted and envisioned.
- Policy 8.2 concern about the impacts of this policy upon Docks and Harbor...perhaps the issue here is what does the statement mean...The private view from Squires Rest and the impact of the new development upon that view is to be “managed” referring to vegetation management and vegetation selection of tree and other specimens that will tend not to block views but still provide separation benefits between the parking lot and the proposed sea-walk.
- Page 20 Goals and Policies Water Goal 1 Policy 1.5 (Question the who)? Answer CDD.
- Page 20 Goal 3 Land Policy 3.2 Clarification... “identify high-value wetland area and streams for protection through conservation easements or as natural area park designations. (Question the who? Answer CDD working closely with Docks and Harbors).

- Page 21 Do we need policy 5.1 “Encourage implementation of the Auke Bay Area Plan”? If not delete it. Also have we adequately discussed Goal 5? What is the problem the plan is trying to solve?
- Promote Public Education and Awareness of the Bay and the surrounding natural environment through the development of a stewardship plan.
- Example: Promote all ages learning from elementary education through University Education in a variety of means including: access to the bay where feasible, arts, educational information, listening devices etc., .etc.. and in other creative ways.
- Page 29 Vision of the Parks and Recreation Comprehensive Plan....relate the vision to the new vision in the plan of creating a community park within the Auke Bay Center. Reference that point.
- Chapter 5 Existing Conditions Page 33 Second Column towards the bottom.
- Proposed strike through: “Currently, they park their vehicles and trailers in the Auke Bay elementary car park ~~and on the hill of back loop Road~~ due to the current car4 park being full – this raises safety and maintenance issues.”
- Page 35 Second Paragraph Column 2 add a Map. Here is the map from the DOT Corridor Study showing a potential route around Auke Lake and to the bay via the quarry route.



| Action Items: 2015 - 2016                                           | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                                                                           |
|---------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Change Zoning Districts within Center planning                      | <p>Establish cohesive zoning district(s) to achieve the goals of a new Small Town Center.</p> <p>Too many existing districts results in a separated mixture of land use development.</p> <p>Owners have little certainty of future neighboring developments.</p>                                                                                                               |
| Create a new Town Center design standards plan                      | <p>New design plan will help achieve the aesthetics of buildings, streetscapes, etc.</p> <p>Without a design plan, current/ future zoning districts cannot influence the form and function of streetscapes, buildings, and other spaces.</p> <p>A design plan can enhance aspects of space/ buildings, such as landscaping, parking lots, walkways, building facades, etc.</p> |
| Action Items: 2017 - 2021                                           | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                                                                           |
| Create new Gateways                                                 | <p>Establish gateways along the main corridors into Auke Bay that provides a 'welcoming' aspect to the area.</p> <p>Creates a sense of place for Auke Bay.</p>                                                                                                                                                                                                                 |
| Plan routes a future seawalk                                        | <p>Coordinate routes with shoreline properties.</p> <p>Routes should connect to future pedestrian pathways to ensure highest level of connectivity within Center planning area.</p>                                                                                                                                                                                            |
| Plan routes for future grid streets in the Center planning area     | <p>By planning routes, the Small Town Center can better plan for future development.</p> <p>Coordinate with property owners to ensure future development doesn't prevent street route planning</p>                                                                                                                                                                             |
| Establish a new parking management plan                             | <p>A parking plan will ensure parking will be efficiently planning in the Center planning area.</p> <p>This will provide a better understanding of where and when peak parking demand is needed.</p> <p>Without a parking plan, parking may not be effectively laid out or designed to meet the goals of the Small Town Center.</p>                                            |
| Establish a new park in the Center planning area                    | <p>A park in the Center planning area can provide a wonderful place to enjoy and relax outside.</p> <p>A park can be an economic driver as it provide spaces for markets, concerts, art fairs, etc.</p> <p>A park can add value to adjacent residential and commercial properties.</p>                                                                                         |
| Add Pedestrian-level lighting along streets in Center planning area | <p>Pedestrian-level lighting illuminates more walking surfaces for safer walking conditions and feels safer.</p> <p>Without this level of lighting, pedestrians may feel less safe and may be less inclined to walk.</p>                                                                                                                                                       |
| Explore CBJ Sewer renovations to accommodate growth in Auke Bay     | <p>Early coordination and planning about the demands on existing sewer capacity must occur with expected development of the new Town Center</p>                                                                                                                                                                                                                                |

| Action Items: 2020 - 2035                                                     | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Construct seawalk</b>                                                      | <p>A seawalk provides a unique place to enjoy views of the water.</p> <p>A seawalk will provide a fun place to stroll, jog, and recreate.</p> <p>A seawalk can connect to existing pedestrian routes between water and upland developments</p>                                                                                   |
| <b>Construct future streets within the Center planning area</b>               | <p>The new street grid will increase development potential.</p> <p>The new streets will create value in future business frontage.</p> <p>The streets will provide pedestrian connections throughout the future Small Town Center.</p>                                                                                            |
| <b>Analyze parking at Spaulding Meadow trailhead</b>                          | <p>This popular trailhead parking lot is undersized and needs to be re-examined</p> <p>Vehicles sometimes park too close to the road.</p>                                                                                                                                                                                        |
| <b>Analyze and construct a parking structure within the Small Town Center</b> | <p>Providing a central parking structure will lessen the parking demands of each use within the Town Center.</p> <p>This will reduce the amount of individual parking lots throughout the Town Center.</p> <p>A parking structure will increase the land use efficiency by allowing more flexibility in future developments.</p> |
| <b>Construct bicycle stations</b>                                             | <p>Bicycle stations can reduce vehicular parking.</p> <p>Bicycle stations provide appropriate places to park bicycles instead of around street lights/ power poles.</p> <p>These will encourage recreational and healthy transportation choices.</p>                                                                             |
| <b>Connect pathways around Auke Lake</b>                                      | <p>A circular pedestrian route around the lake will provide more recreational choices.</p> <p>This will allow more people to enjoy the lake.</p> <p>This will allow pedestrians to reach the lake from their residence or work.</p>                                                                                              |

| Action Items: 2020 - 2035 (continued)                                                             | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                             |
|---------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Construct a separated pathway from the Auke Bay Ferry Terminal to the Center planning area</b> | No pedestrian connections.                                                                                                                                                                                                       |
| <b>Design wayfinding signage</b>                                                                  | Wayfinding signage directs people to destinations, i.e. harbors, parks, trails, etc.<br>Signage creates a sense of place.                                                                                                        |
| <b>Explore a new CBJ Capital transit hub</b>                                                      | A hub in the Auke Bay Center planning area will enable transportation options<br>Allow residents to reach Auke Bay without using private automobiles<br>Help strengthen the UAS campus<br>Provides an economic value to Auke Bay |
| <b>CBJ Sewer upgrades to serve increase development in Auke Bay</b>                               | Existing sewer service to Auke Bay cannot serve proposed large development increases expected to create the Small Town Center.                                                                                                   |
| Action Items: 2036 and Beyond                                                                     | Problem Solved/ Opportunity Enhanced                                                                                                                                                                                             |
| <b>Design a by-pass highway around Auke Bay</b>                                                   | Alleviates existing high traffic volume.<br>Allows Glacier Highway to be converted to a traditional 'Main Street' within the Central planning area.<br>Will allow a reduce in traffic speeds.                                    |