


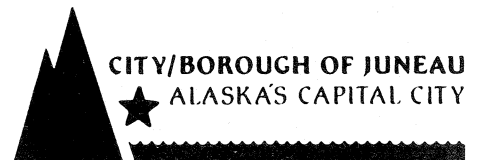
MEMORANDUM

CITY/BOROUGH OF JUNEAU
155 South Seward Street, Juneau, Alaska 99801

DATE: February 23, 2012
TO: Planning Commission
FROM: Eric Feldt, Planner 
Community Development Department
FILE NO.: CSP2012 0002
PROPOSAL: A proposed easement on City land for the expansion of the Stephen Richards Memorial Drive and Mendenhall Loop Road intersection undergoing new safety improvements.

GENERAL INFORMATION

Applicant: State of Alaska DOT/PF
Property Owner: State of Alaska
Property Address: Stephen Richards Memorial Drive & Mendenhall Loop Road intersection
Legal Description: N/A
Parcel Code No.: 0 Parcel
Site Size: 907 square feet of City land; ¼ acre of ROW intersection
Zoning: Right-of-Way
Utilities: Public Water & Sewer
Access: Rights-of-Way
Existing Land Use: Street Intersection
Surrounding Land Use: North - D-15; Glacier View Condominium; Mendenhall Loop Rd.
South - D-15; Sprucewood Mobile Home Park; Stephen Richards Memorial Drive
East - D-5; Single-Family Common-wall; Haloff way
West - D-15; Glacier View Mobile Home Park; Stephen Richards Memorial Drive



ATTACHMENTS

Attachment	A	Vicinity Map
Attachment	B	Project Letter
Attachment	C	Project Drawings
Attachment	D	City Easement Map
Attachment	E	City Lands Dept. Letter

BACKGROUND

In the past 30 years, the Mendenhall Valley region (referred to as the Valley) has been developing faster than any where else in the borough with large residential neighborhoods. A high percentage of the borough's population resides in the Valley. With relatively large residential lot sizes, strip mall commercial development, and separation of land uses, the Valley has developed into suburban, auto-dependent area. All roads within the Valley eventually lead to Mendenhall Loop Road, as it circles the greater area. This road is the primary road that provides access to other parts of the borough from within the Valley, and acts as a highway with a high speed limit and traffic volume.

One of the many streets bisecting Mendenhall Loop Road is Stephen Richards Memorial Drive (see vicinity map). This road also bisects the heavily used Riverside Drive on the opposite end. Stephen Richards Memorial Drive provides one of the few direct connections between Riverside Drive and Mendenhall Loop Road, making it heavily used. Improvements to this intersection and an easement across City land is subject of this memorandum.

According to the Juneau Police Department and the State of Alaska Department of Transportation & Public Facilities (DOT/ PF) there have been 13 accidents and 1 fatality involving vehicles and pedestrians/bicyclists between 1999-2008 at the subject intersection. In addition to that number, there has been over 20 vehicles accidents between 2002 and 2006, according to DOT/ PF.

ANALYSIS

The focus of the project is to improve vehicle efficiency and enhance the pedestrian environment, as can be read in Attachment B. Drawings of the revised intersection of Stephen Richards Memorial Drive and Mendenhall Loop Road can be seen in Attachment C. The major improvements being proposed are:

- Installation of a new left-turn lane on Stephen Richards Memorial Drive,
- Removal of the narrow traffic island on Stephen Richards Memorial Drive to accommodate new left-hand turn lane,
- Installation of a new right-hand turn lane on Mendenhall Loop Road,
- Pulling back the northwest curb, pedestrian pathway, and utility boxes & lights for the new

- right-hand turn lane,
- Re-stripe crosswalks with horizontal bars, and
- Increase pedestrian crossing time across Stephen Richards Memorial Drive (from 4 feet per second to 3.5 feet).

These improvements involve widening the right-of-way over City property, which will require an easement (see attachment D). According to Title 49, Land Use Code section CBJ § 49.10.170 (c) *City & Borough land acquisitions, disposals and projects*, the Planning Commission shall review and make a recommendation to the Assembly on land acquisitions or disposals. The easement qualifies as a type of land disposal and warranted the subject memorandum review.

Proposed Easement

By widening Stephen Richards Memorial Drive for a new left turn lane, part of the shoulder along the northern edge of the road will be outside of the existing limits of the right-of-way (ROW) and across City property. Exactly 907 square feet of a City land would be used as ROW. The DOT/PF requests an easement over City land for ROW use. See Attachment D for a site location. A letter from the CBJ Lands & Resources Director, Heather Marlow, (see Attachment E) indicates that the Lands Committee will provide comments on the proposed easement to the Assembly after receiving comments from the Planning Commission.



Figure 1: Picture of western end of Stephen Richards Memorial Drive intersecting Mendenhall Loop Road. Narrow island in road will be removed and the right traffic light pole and curb will be pushed back towards the woods to accommodate a new left-hand turn lane. Picture provided by Google Street View, dated 2010.

CONFORMITY WITH ADOPTED PLANS

As stated earlier, the subject memorandum was warranted to discuss the disposal of 907 square feet of CBJ land for new ROW use. Since the review is only for the proposed easement, improvements outside of the easement are beyond the purview of review for the Community Development Department but do influence the use of City land. Therefore, staff reviewed the specific improvements being made and compared them to adopted City plans.

Staff reviewed the project against the 2008 Comprehensive Plan, Draft Safe Routes to School, and the 2009 Non-Motorized Transportation Plan (NMTP).

The 2008 Comprehensive Plan does not specifically mention improvements or policies affecting the subject City property or Stephen Richards Memorial Drive. The NMTP recommends a shoulder lane be provided for bicyclists along the entire stretch of Stephen Richards Memorial Drive. With raised sidewalks on both sides of the street pedestrians can be accommodated. Shoulder lanes are not proposed at this time. Also, the NMTP recommends using continental or ladder crosswalk designs for increased pedestrian safety. The applicant informed staff that the chosen crosswalk striping of two, parallel bars is consistent with the new 2012 Alaska Traffic Manual Supplement. Therefore, ladder crosswalk striping is not proposed at this time.

Staff reviewed the Draft Safe Routes to School program in the area of Glacier Valley School. As of the date of this memorandum, this program is in draft status and cannot be used for regulatory purposes but does have pertinent information. The Glacier Valley School is located 1 ½ blocks away and generates student foot traffic in the neighborhood, including the subject intersection. Staff does not have any data indicating how many students and general pedestrians use this intersection or which crosswalk(s) is used most often. The Draft Safe Routes to School program lists the following improvements for this intersection to improve pedestrian safety:

- Using 1-2 crossing guards,
- Adding pedestrian overpass,
- Adding a pedestrian island/ median, and
- Decreasing the turning radius by adding curb bulb-outs

The applicant responded to each of these improvements in an email correspondence, as can be read in Attachment B. DOT/PF states that crossing guards are not part of their projects, but could be considered as a separate action. The applicant also states that adding an overpass is not warranted at this time due to low use, and does not plan on replacing the overpass that used to be nearby until it was removed a few years ago. Further, constructing a pedestrian island/ median bulb-out would be too substantial of a change to the design and would require additional environmental consideration. Therefore, they do not want to make that improvement. A pedestrian island/median bulb-out was previously considered but later removed. Lastly, the applicant indicates that by adding a second

crosswalk ramp (typical wheel chair ramp) at the northwest corner of the intersection, the crossing angle between the northwest and northeast corners of Mendenhall Loop Road will be straightened. This will also reduce the crossing distance for pedestrians. This ramp can be seen in both drawings of Attachment C.

HABITAT

As stated earlier, Stephen Richards Memorial Drive will be widened for a new left-hand turn lane. Attachment D shows the expanded ROW on City and private lands. What is not shown is Duck Creek west of the City land. This is an anadromous creek and protected by a 50-foot no development setback. If any construction requires the removal of substantial vegetation, an approved Variance shall be obtained prior to construction.

FINDINGS

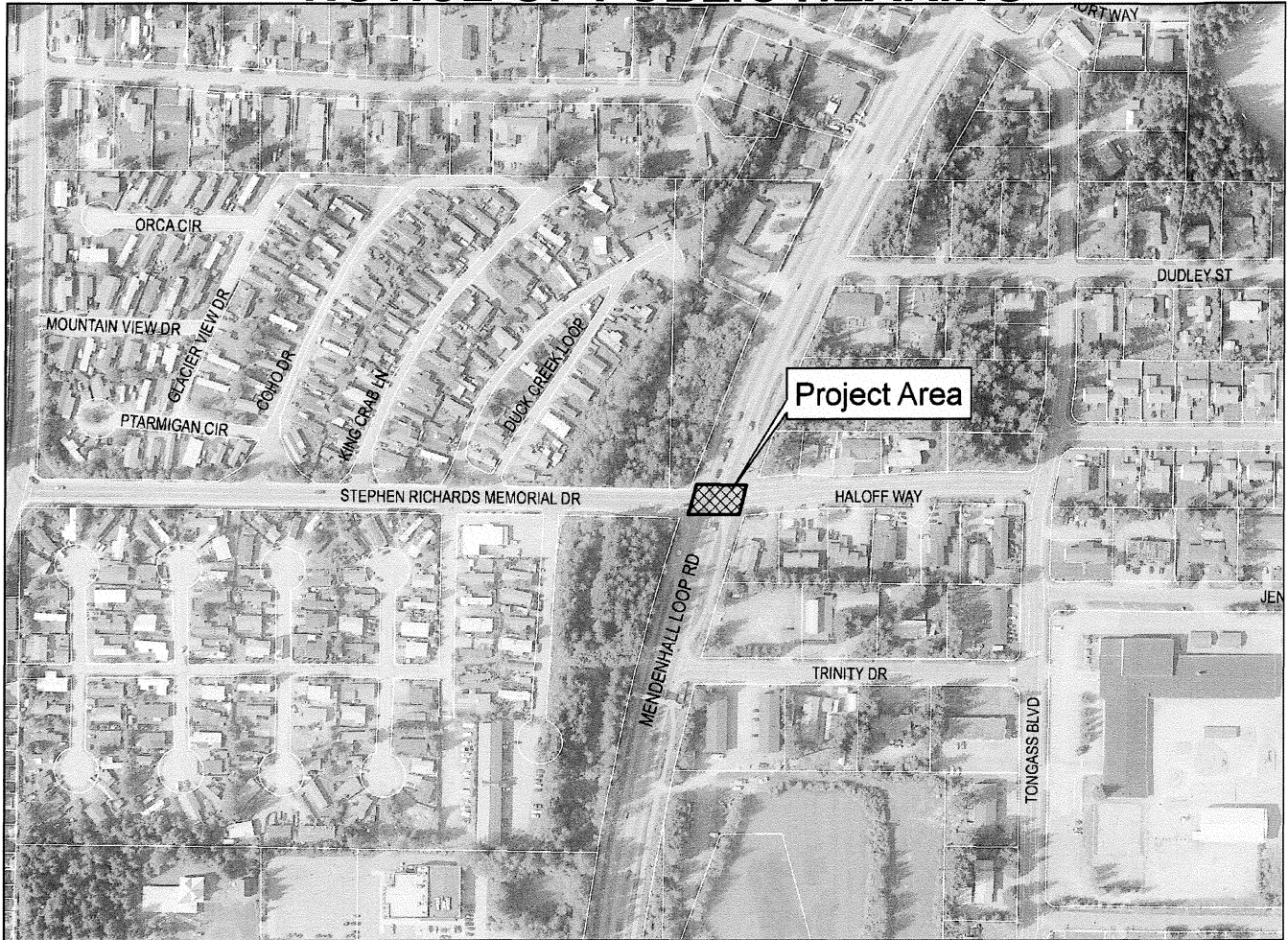
Modifying the intersection to improve safety is the purpose of the project. Crossing CBJ property with a proposed easement is needed. As stated earlier, there have been many accidents involving pedestrians and automobiles. The project will extend the crossing distance and time to allow additional time for pedestrians to cross between the northwestern and southwestern corners of the intersection across Stephen Richards Memorial Drive. A new crosswalk ramp on the northwestern corner will straighten distances and reduce the crossing time between the northwestern and northeastern corners of Mendenhall Loop Road.

The project does not achieve all the goals of the Draft Safe Routes to School program or the 2009 Non-Motorized Transportation Plan but the intersection will be somewhat safer for pedestrians than current conditions. Overall, the need for the easement is substantiated by improving the intersection.

RECOMMENDATION

It is recommended the Planning Commission adopt the Director's analysis and findings and recommend the approval of the intersection modifications and the use of City property for expanded right-of-way.

NOTICE OF PUBLIC HEARING



Aerial photo taken June 2006

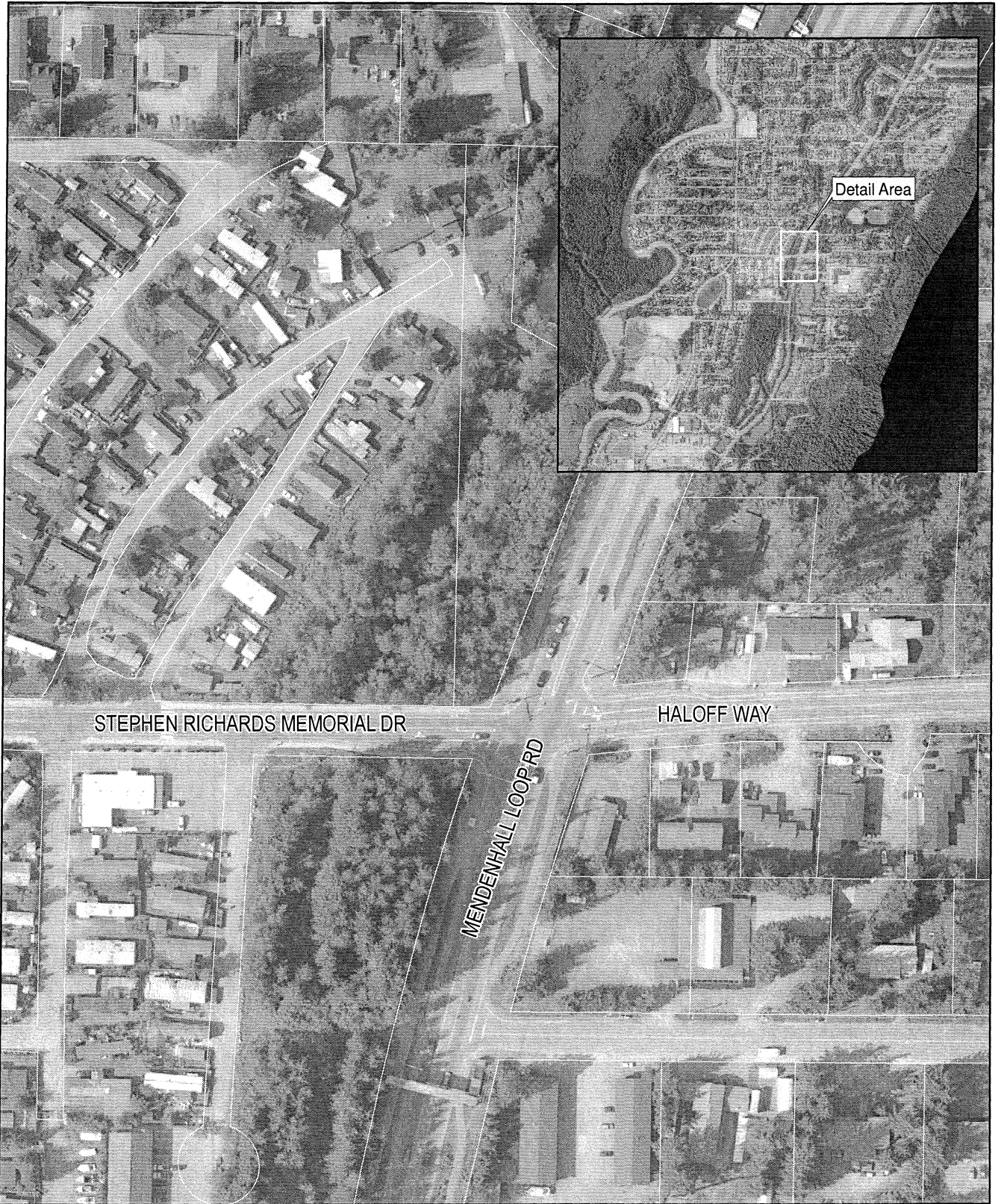
PROPOSAL: A proposed easement on City land for the expansion of the Stephen Richards Memorial Drive and Mendenhall Loop Road intersection undergoing new safety improvements.

FILE NO.:	CSP2012 0002	APPLICANT:	State of Alaska DOT/PF
TO:	Adjacent Property Owners	PROPERTY OWNER:	City & Borough of Juneau
HEARING DATE:	February 28, 2012	PARCEL NO.:	N/A
HEARING TIME:	7:00 PM	ACCESS:	Mendenhall Loop Road
PLACE:	ASSEMBLY CHAMBERS Municipal Building 155 South Seward Street Juneau, Alaska 99801	LOCATION:	Stephen Richards Memorial Dr./ Mendenhall Lp. Rd. intersection

PROPERTY OWNERS PLEASE NOTE:

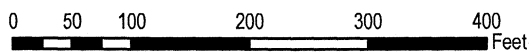
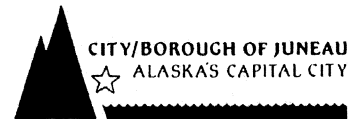
You are invited to attend this Public Hearing and present oral testimony. The Planning Commission will also consider written testimony. You are encouraged to submit written material to the Community Development Department no later than 8:30 A.M. on the Wednesday preceding the Public Hearing. Materials received by this deadline are included in the information packet given to the Planning Commission a few days before the Public Hearing. Written material received after the deadline will be provided to the Planning Commission at the Public Hearing.

If you have questions, please contact Eric Feldt at 907-586-0764, or e-mail: eric_feldt@ci.juneau.ak.us



STEPHEN RICHARDS DR /
MENDENHALL LOOP RD
VICINITY

-NOT A SURVEY-
Property lines are approximate



Map created: 1/31/2012

ATTACHMENT A

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

SOUTHEAST REGION DESIGN & ENGINEERING SERVICES
RIGHT OF WAY SECTION

SEAN PARNELL, GOVERNOR

6860 GLACIER HIGHWAY
PO Box 112506
JUNEAU, AK 99811-2506

PHONE: (907) 465-2837
TTY/TDD: (800) 770-8973
TOLL FREE: (800)575-4540

January 13, 2012

City and Borough of Juneau
155 S. Seward Street
Juneau, Alaska 99801
Attn: Dale Pernula, CDD Director
Benjamin Lyman, Planner II

Dear Mr. Pernula and Mr. Lyman:

Department of Transportation and Public Facilities (DOT) is planning a safety improvement project for Stephen Richards Memorial Drive and Mendenhall Loop Road. DOT will remove the intersection island on Stephens Richards Drive to allow for new crosswalk and a left turn lane. DOT will relocate the traffic signal and luminaire pole to allow for a right turn lane on Mendenhall Loop Road.

DOT needs a 907 square foot permanent right-of-way easement on property owned by the City and Borough of Juneau (City). See attached drawing.

Given the benefit to the City of the improvement from this project, I would inquire that the City donates the necessary easement. Under 23 C.F.R. 710.505 – 23 C.F.R. 710.507, you are entitled to receive just compensation for the property and that you have the right to an appraisal. DOT has determined that no appraisal is necessary because the value is estimated not to be more than \$10,000. The following language will also be part of our documentation:

“The City and Borough of Juneau hereby elects to donate certain interest in real property to the State of Alaska, Department of Transportation and Public Facilities (DOT/PF) for the Stephens Richards Safety & Capacity Improvements project #68740/ FHWA# HHE-0966(26) referenced as parcel E-2. The City is made voluntarily and with full knowledge of our entitlement to receive just compensation. The City also releases DOT/PF from the obligation of preparing an appraisal of this donated parcel.”

I've attached a Preliminary set of plans and as parcel plat describing the easement as E-2 containing 907 square feet. We hope to handle this as expeditiously as possible, please feel free to contact me if you need anything.

Thank you,

Debby Stephens
Right of Way Agent
DOT&PF/SE Region
PO Box 112506, Juneau, Ak 99811
800-575-4540 ~ 907-465-6216 Fax
907-465-2837 Direct Line
debra.stephens@alaska.gov

Eric Feldt

From: Epstein, David B (DOT) [david.epstein@alaska.gov]
Sent: Friday, February 10, 2012 10:15 AM
To: Eric Feldt
Cc: Stephens, Debra L (DOT)
Subject: RE: Stephen Ruchards Questions

Eric,

I got your voice mail and believe the best way to respond is by providing you some information from the project write-up (below) that was part of the FFY-2009 Highway Safety Improvement Program (HSIP) submission from Southeast Region. The write-up was prepared in 2008 and was based upon the most recent (at the time) five years of crash data – Calendar Years 2002 through 2006. The crash data is what we use to develop HSIP projects. The focus of this project is more efficient vehicle movements through the intersection; however, there are some pedestrian enhancements in the project design.

I hope this helps you with the planning commission. If this doesn't quite get it – please let me know and I will be glad to be of further assistance.

.....

The Mendenhall Loop Road and Stephen Richards intersection has the highest weighted motor vehicle crash rate of any intersection in Southeast Alaska. Between 2002 and 2006 the intersection experienced 2 fatal crashes, 3 crashes resulting in major injury, 14 crashes resulting in minor injury, and 9 crashes resulting in property damage only.

Nine crashes, including the three major injury crashes involved vehicles making a left turn from Loop Road onto one of the side streets, likely during the permitted left turn phase. Two pedestrian crashes and one bicycle crash (one of the fatal crashes) occurred at the intersection. Eleven of the 28 crashes occurred between 4:45 PM and 6:32 PM.

This intersection is also over capacity. During the morning and evening rush hours, the intersection backs up significantly on Loop Road in the peak directions-southbound in the AM and northbound in the PM peak. Current traffic analysis and capacity models do not reflect the actual situation. Analysis shows that the 95% queue length should be 726 ft during the AM peak and 1260 ft during the PM peak, though observations show this to be much longer.

The East and West approaches have combined left / thru lanes and are at skewed angles to Loop Road and to each other. Department staff has frequently observed the East approach waiting for the West approach to clear entirely before moving (and vice versa). Thus, the side streets often act as split phases instead of concurrent phases. Department staff attributes the hesitancy of drivers on the side streets to the combination of the skews and the left / thru lanes.

This project would remove the protected – permitted phasing for left turning vehicles on Loop Road and install protected only phasing. A right turn lane would be installed on the Southbound approach on Loop Road. A left turn lane would be added to the Stephen Richards approach. The lane configuration on the Haloff approach will go from a Right and a combined Thru / Left lane to a combined Right / Thru and a Left lane. The Northwest corner will be pulled back and two curb ramps would be installed providing more perpendicular crosswalks. A pedestrian pole would be installed, the existing median islands would be reconfigured, and a signal pole would be relocated.

This project would address the three major crashes by removing the permissive left turns from Loop Road. The right turn lane on Loop Road should mitigate crashes similar to the rear-end crash on the North approach. The Northwest corner bulb-out will be eliminated, but two ramps will be installed, creating more perpendicular crosswalks. This should reduce the North Loop Road crossing distance by 8' while increasing the Stephen Richards crossing distance by 8'. Additionally, the more perpendicular crosswalks will create better sight lines for vehicles because the pedestrians will be in front of the vehicle and not approaching from an angle that is behind the driver.

David B. Epstein, P.E.

Regional Traffic & Safety Engineer
Alaska DOT&PF - Southeast Region
907-465-4483 office/907-209-7995 cell
Email: david.epstein@alaska.gov

From: Epstein, David B (DOT)
Sent: Friday, February 10, 2012 7:49 AM
To: 'Eric_Feldt@ci.juneau.ak.us'
Cc: Stephens, Debra L (DOT)
Subject: Stephen Richards Questions

Eric,

Deb Stephens asked me to reply to your email of yesterday regarding the Stephen Richards project. In it you posed several questions, which I would like to address.

The placement of crossing guards at an intersection is not something we do as part of a project. It might be considered in a separate action, such as a Safe Routes to Schools initiative.

We will not be adding (or replacing) a pedestrian overpass as part of this project. From what I understand, the recently-destroyed pedestrian overpass on Loop Road was not used very much and the Department currently has no plans to replace it.

The marked crosswalks at Stephen Richards and Loop Road will be of the transverse line style and not the "ladder rung" style. This is in conformance with Section 3B.18 of the 2012 Alaska Traffic Manual Supplement.

The project design is nearing completion inclusion of a pedestrian island/median would require additional environmental consideration. The need for such a facility was considered early in the design process but was not adopted.

Thank you for your input. Please contact me if you have further questions.

Sincerely,

David B. Epstein, P.E.

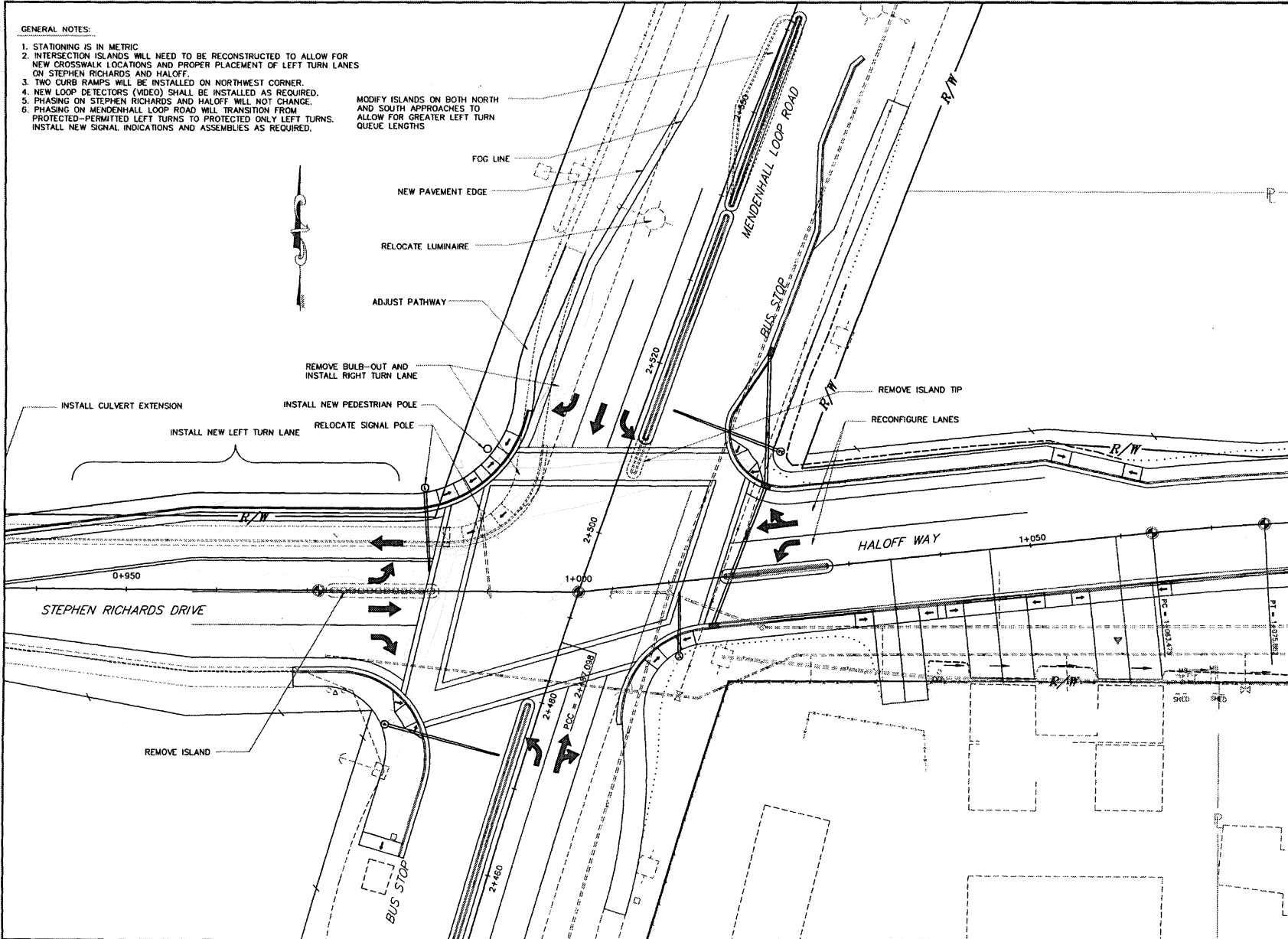
Regional Traffic & Safety Engineer
Alaska DOT&PF - Southeast Region
907-465-4483 office/907-209-7995 cell
Email: david.epstein@alaska.gov

2/10/2012

GENERAL NOTES:

1. STATIONING IS IN METRIC
2. INTERSECTION ISLANDS WILL NEED TO BE RECONSTRUCTED TO ALLOW FOR NEW CROSSWALK LOCATIONS AND PROPER PLACEMENT OF LEFT TURN LANES ON STEPHEN RICHARDS AND HALOFF.
3. TWO CURB RAMPs WILL BE INSTALLED ON NORTHWEST CORNER.
4. NEW LOOP DETECTORS (VIDEO) SHALL BE INSTALLED AS REQUIRED.
5. PHASING ON STEPHEN RICHARDS AND HALOFF WILL NOT CHANGE.
6. PHASING ON MENDENHALL LOOP ROAD WILL TRANSITION FROM PROTECTED-PERMITTED LEFT TURNS TO PROTECTED ONLY LEFT TURNS. INSTALL NEW SIGNAL INDICATIONS AND ASSEMBLIES AS REQUIRED.

MODIFY ISLANDS ON BOTH NORTH AND SOUTH APPROACHES TO ALLOW FOR GREATER LEFT TURN QUEUE LENGTHS



ADDENDUM NUMBER		
ATTACHMENT NUMBER		
RECORD OF REVISIONS		
No.	DATE	DESCRIPTION

HSIP 09SR1
STEPHEN RICHARDS SAFETY AND CAPACITY IMPROVEMENTS

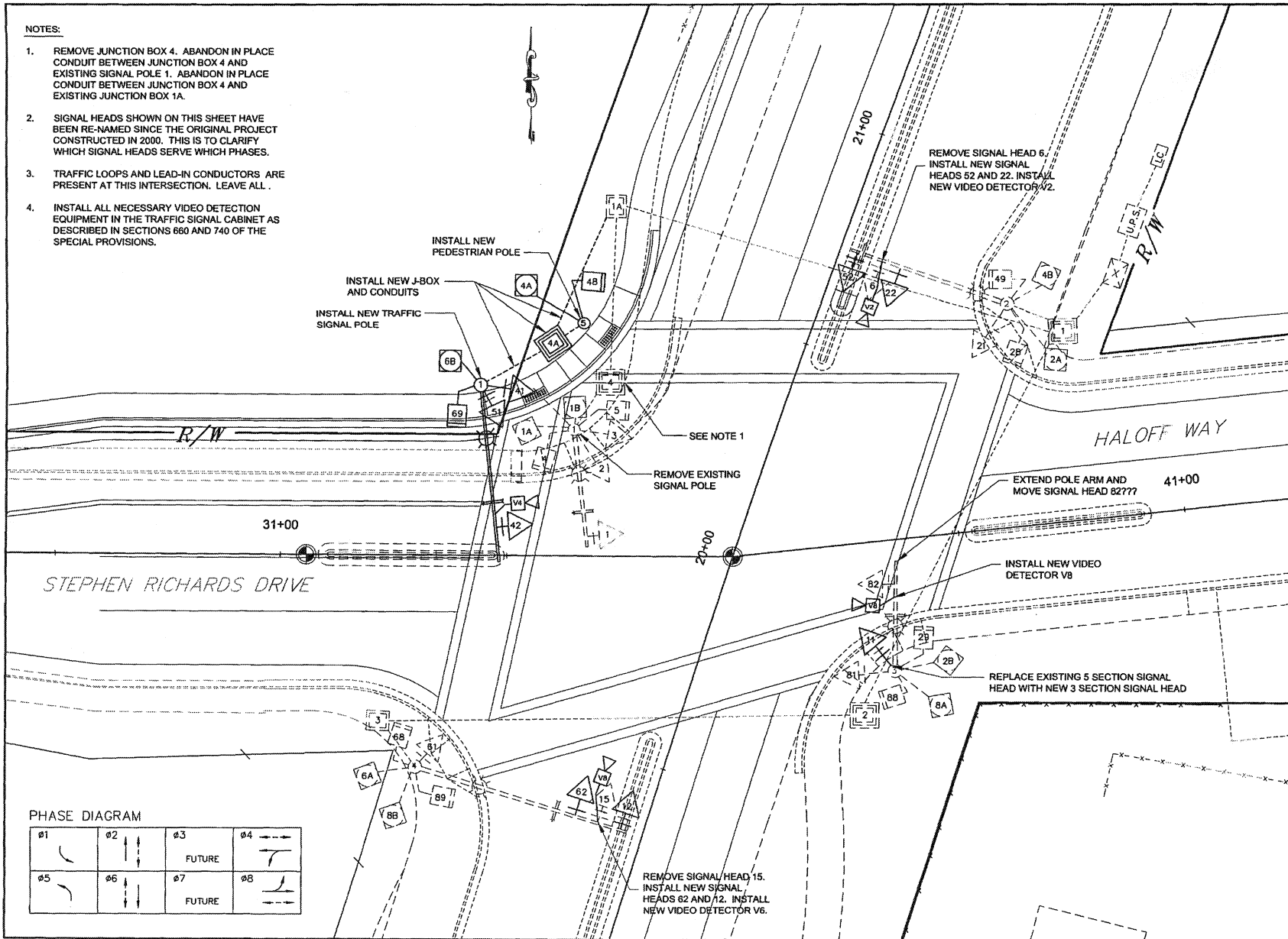
DESIGNED BY: E. FAGNANT

CHECKED BY: C. WIGBOLDUS
 DRAWN/REVISED BY: D. FAGNANT
 STATE OF ALASKA
 DEPARTMENT OF TRANSPORTATION & PUBLIC FACILITIES
 STATEWIDE DESIGN & ENGINEERING SERVICES DIVISION
HSIP 09SR1
STEPHEN RICHARDS SAFETY AND CAPACITY IMPROVEMENTS

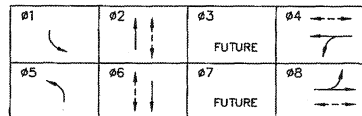
PROJECT DESIGNATION NUMBER	
HSIP 09SR1	
STATE	YEAR
ALASKA	2007
SHEET NUMBER	TOTAL SHEETS
1	2

NOTES:

1. REMOVE JUNCTION BOX 4. ABANDON IN PLACE CONDUIT BETWEEN JUNCTION BOX 4 AND EXISTING SIGNAL POLE 1. ABANDON IN PLACE CONDUIT BETWEEN JUNCTION BOX 4 AND EXISTING JUNCTION BOX 1A.
2. SIGNAL HEADS SHOWN ON THIS SHEET HAVE BEEN RE-NAMED SINCE THE ORIGINAL PROJECT CONSTRUCTED IN 2000. THIS IS TO CLARIFY WHICH SIGNAL HEADS SERVE WHICH PHASES.
3. TRAFFIC LOOPS AND LEAD-IN CONDUCTORS ARE PRESENT AT THIS INTERSECTION. LEAVE ALL.
4. INSTALL ALL NECESSARY VIDEO DETECTION EQUIPMENT IN THE TRAFFIC SIGNAL CABINET AS DESCRIBED IN SECTIONS 660 AND 740 OF THE SPECIAL PROVISIONS.



PHASE DIAGRAM



PATH: C:\JUNUB8740TRIG1 PLAN.DWG

DJFAGNANT
TAR: Q1 Monday, December 22, 2008 4:07:40

ADDENDUM NUMBER

ATTACHMENT NUMBER

RECORD OF REVISIONS

No.	DATE	DESCRIPTION

JNU - STEPHEN RICHARDS
SAFETY & CAPACITY IMPROVEMENTS
PROJECT NO. 68740

PLANVIEW - MENDENHALL LOOP ROAD /
STEPHEN RICHARDS / HALOFF INTERSECTION

DESIGNED BY: D. FAGNANT

CHECKED BY: C. MOREHOUSE
DRAWN/REVISED BY: D. FAGNANT

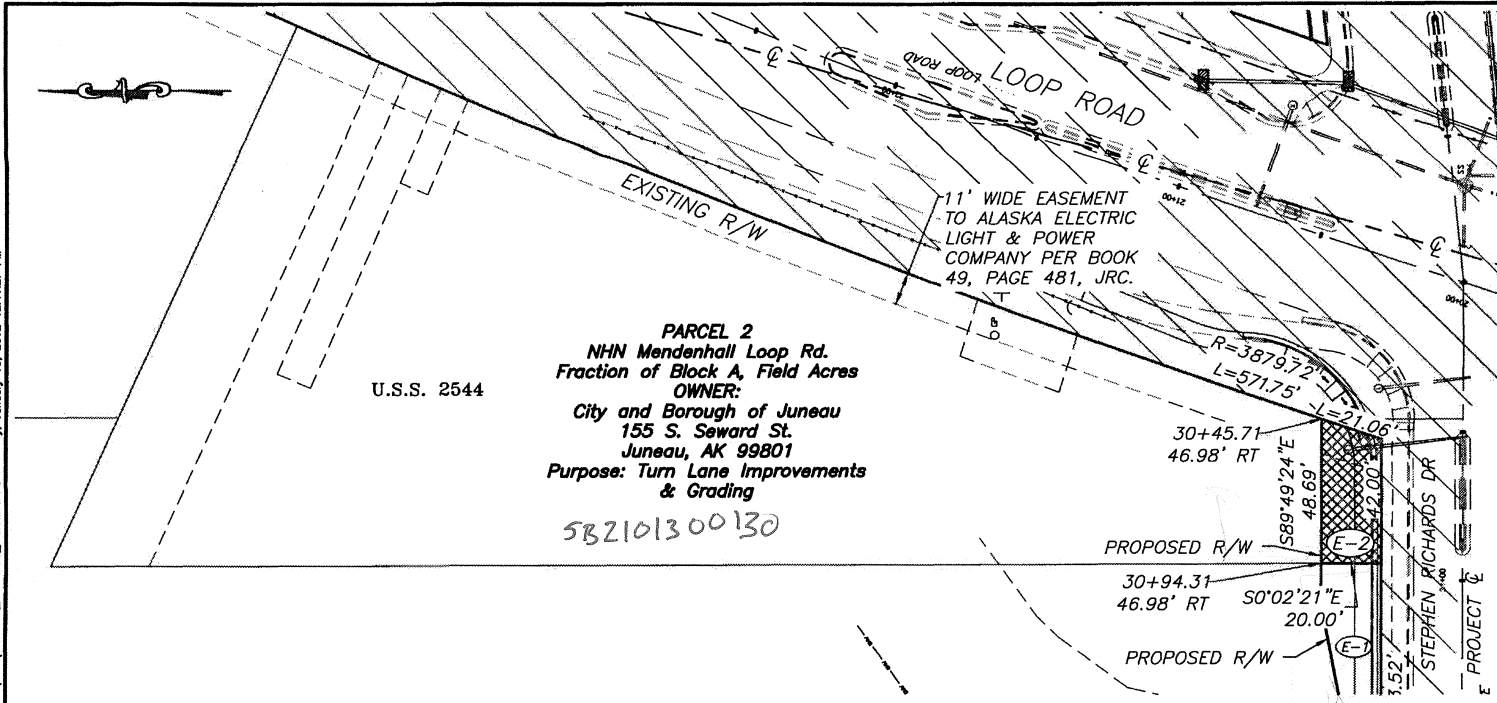
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION & PUBLIC FACILITIES
STATEWIDE DESIGN & ENGINEERING SERVICES DIVISION
JNU - STEPHEN RICHARDS
SAFETY & CAPACITY IMPROVEMENTS
PROJECT NO. 68740

PLANVIEW

PROJECT DESIGNATION NUMBER
68740 - HHE-0966(26)

STATE	YEAR
ALASKA	2009

SHEET NUMBER	TOTAL SHEETS
Q1	XX



U.S.S. 2544

PARCEL 2
 NHN Mendenhall Loop Rd.
 Fraction of Block A, Field Acres
OWNER:
 City and Borough of Juneau
 155 S. Seward St.
 Juneau, AK 99801
 Purpose: Turn Lane Improvements
 & Grading

582101300130

11' WIDE EASEMENT
 TO ALASKA ELECTRIC
 LIGHT & POWER
 COMPANY PER BOOK
 49, PAGE 481, JRC.

STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES	RIGHT OF WAY REQUIRED FOR: HHE-0966(26) JNU - STEPHEN RICHARDS SAFETY & CAPACITY IMPROVEMENTS
OWNER'S INITIAL: _____ ATTACHED TO: _____ PAGE ____ OF ____ DATE: _____ DRAWN BY: <u>RJG</u> CHECKED BY: _____	PARCEL NO. <u>E-2</u> DATE: <u>01/13/12</u> AREA: <u>907 S.F.</u> SCALE: <u>1"=40'</u> SHEET <u>1</u> OF <u>1</u>


C:\JUN\087140\DWG\STEPHEN_RICHARDS\WORK\STEPHEN_RICHARDS_TAKINGS.DWG Friday, January 13, 2012, 12:41:27 PM

MEMORANDUM

CITY/BOROUGH OF JUNEAU

Lands and Resources Office
155 S. Seward St., Juneau, Alaska 99801
Heather.Marlow@ci.juneau.ak.us

TO: Assembly Lands Committee

FROM: Heather Marlow, Lands and Resources Manager 

DATE: January 17, 2012

SUBJECT: ADOT/PF Stephen Richards Right of Way Easement and Donation

ADOT/PF has requested the use of approximately 907 square feet of municipal property for a right of way expansion project, that would construct a right turn lane from southbound Mendenhall Loop Road to Stephen Richards Drive. The City and Borough of Juneau received title to the property (Block A, Field Acres Subdivision) in 2006 as the result of a private donation. The property is substantially encumbered by Duck Creek and flood plain areas, and includes existing right of way and power line easements along Mendenhall Loop Road. The property was designated as Open Space by the Assembly. The project area is not anticipated to negatively impact Duck Creek or the flood plain.

ADOT/PF has requested that the CBJ provide the right of way easement at no charge, as the project is a benefit to the community. CBJ code provides the following language:

53.09.610 (a) *Disposal to governmental agency.* The lease, sale or other disposal of municipal land or resources may be made to a state or federal agency for less than the appraised value provided the assembly approves the terms and conditions of such disposal by resolution.

This project will also be considered by the Planning Commission, for conformity to existing plans and regulations. The recommendation from the Lands Committee and the Planning Commission will be forwarded to the full Assembly for consideration of the ADOT/PF project as well as the donation of approximately 907 square feet for a right of way easement at no cost.

I recommend that the Lands Committee forward a motion of support to the Assembly for a resolution to donate approximately 907 square feet of Block A, Field Acres Subdivision to ADOT/PF for a right of way easement.

V.C.1

ATTACHMENT E