


MEMORANDUM

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

DATE: March 22, 2012

TO: Planning Commission

FROM: Eric Feldt, Planner II, CFM 
Community Development Department

FILE NO.: CSP2012 0003

PROPOSAL: A City Consistency permit for the renovation of Auke Bay Elementary School.

GENERAL INFORMATION

Applicant: Catherine Wilkins, CBJ Engineering

Property Owner: City and Borough of Juneau

Property Address: 11860 Glacier Highway

Legal Descriptions: Lot 3B1 USS 3820 & Lot 3 USS 2391

Parcel Code No's: 4-B28-0-103-012-1 & 4-B28-0-103-011-0

Site Size: 41.01 acres

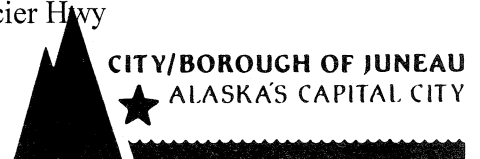
Zoning: D-3

Utilities: Public Water and Sewer

Access: Glacier Highway

Existing Land Use: Elementary School; Juneau School District

Surrounding Land Use: North - D-3; University of Alaska Southeast vacant property
South - Waterfront Commercial (WC); City Parking Lot
East - General Commercial (GC); Restaurants, Laundromat, Apartments
West - Light Commercial (LC); Residential; single-family dwelling w/ apartment; Glacier Hwy



ATTACHMENTS

Attachment A	Vicinity Map
Attachment B	Site Plan
Attachment C	Building Plans
Attachment D	Parking Lot Lights
Attachment E	Glacier Hwy Reconstruction Project Drawing
Attachment F	Email Correspondence with City Fire Department

PROPOSAL

The CBJ Engineering Department will be reconstructing Auke Bay Elementary School starting this summer; See Attachment A for location details. Nearly the entire building will be rebuilt during this multi-year project. Building and site drawings relevant for Planning Commission review are provided in Attachments B - D. The subject memorandum discusses how this Capital Improvement Project (CIP) complies with adopted City plans and codes, as required by CBJ § 49.10.170 (c).

The subject memorandum is associated with Variance permit VAR2012 0004, to allow the driveway and a new staff parking lot to encroach into the 50-foot habitat setback of Bay Creek. If this variance is denied, the applicant shall revise the plans to comply with the setback.

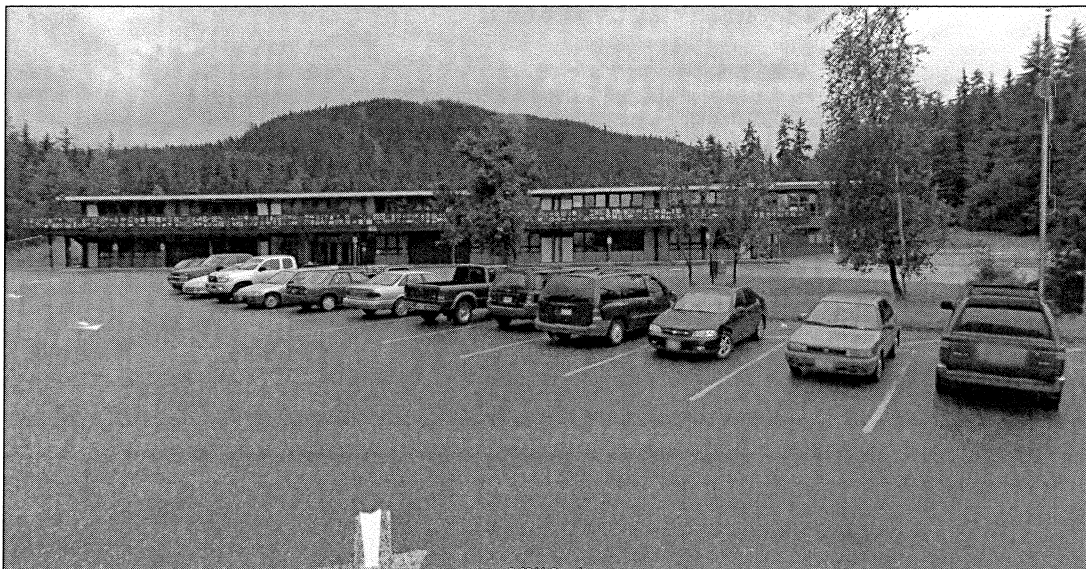


Figure 1: Pictured above is the Auke Bay Elementary School and main parking lot. The drop-off/ pick-up lane forms around the parking lot. The entrance and exit are through a single driveway to Glacier Highway. Picture provided by Google Earth Street View, dated 2010.

BACKGROUND

According to the applicant, the Auke Bay Elementary School was built during 1967-1968. This school provides education levels from Kindergarten through 5th grade. Though many improvements of the building have been made over time, maintenance on major elements of the building have been deferred to the point of full replacement.

The Auke Bay area consists of a conglomerate of land uses with diverse housing sizes and designs, a strong marine use with several boat harbors, a few public/ quasi-public facilities such as schools, churches, a post office, and some restaurants and retail stores. These uses create a self-sufficient neighborhood. Most of the uses and streets have a car-oriented feel. The high demand for truck and boat trailer parking often exceeds the capacity at the harbors. The City has designed a large parking lot across from the Squire's Rest building for additional harbor parking. Some pedestrian connections and infrastructure such as sidewalks and road shoulders are present along Glacier Highway. The Alaska Department of Transportation / Public Facilities (DOT/ PF) is re-designing Glacier Highway in the Auke Bay area with a Main Street feel consisting of new sidewalks on both sides of the road, wider shoulder lanes, and a round-a-bout at the intersection of Glacier Highway & Back Loop Road in the near future. See Attachment E.

ANALYSIS

The Auke Bay Elementary School project is comprised of the following major improvements:

Site

- Replace driveway and parking areas with new separated parking areas for staff and visitors, and a new bus drive-thru lane
- Replace utility lines
- Install new sidewalk and a covered entrance walkway
- Plant trees and other foliage along driveways, parking lots, and pedestrian ways
- New Geothermal Well Field

Building

- Renovate entire building including windows, roofs, electrical, plumbing etc.
- Relocate multi-purpose area
- Retain same number of classrooms
- Expand library
- Install temporary portable classrooms for construction phases

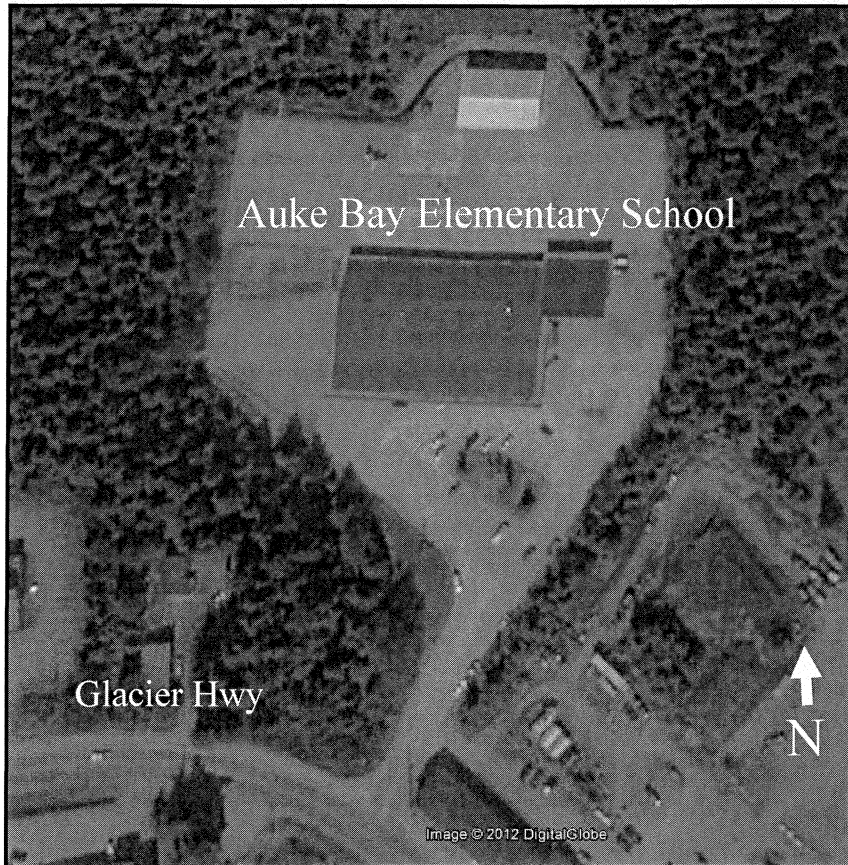


Figure 2: This is an aerial photograph of the Auke Bay Elementary School provided by Google Earth, image dated 2006. Note the single, two-lane driveway connecting to Glacier Highway. Bay Creek meanders immediately west of this driveway and is not visible in this photograph.

CONFORMITY WITH ADOPTED PLANS

The project has been reviewed for consistency with the following plans:

- Draft Safe Routes to School Plan
- 2009 Non-Motorized Transportation Plan
- 2008 Comprehensive Plan
- Title 49, Land Use Code
- 2001 Area Wide Transportation Plan

DRAFT Safe Routes to School Program: Auke Bay Elementary School District

The Safe Routes to School program is an international movement aimed at increasing the number of children who can safely walk and bike to school¹. Access to the Auke Bay Elementary School is through a single, two-lane driveway from Glacier Highway. This highway receives a high volume of traffic that moves at relatively high speeds. There are shoulder lanes along both sides of the road throughout the Auke Bay area and a sidewalk along the out-bound side of the road. A new sidewalk is designed along the entrance driveway into the school property. As stated earlier, DOT's plans to reconstruct Glacier Highway with wide sidewalks and road shoulders will accommodate pedestrians and bicyclists and facilitate these forms of transportation for students and staff at the Auke Bay Elementary School.

According to the draft Safe Routes to School Plan, this school did not participate in the full evaluation of the plan and, therefore, staff has very little data on students' transportation needs. This plan indicates that very few children walk or bicycle to the Auke Bay Elementary School.

This draft plan recommends the following improvements for the Auke Bay Elementary School site and general neighborhood:

1. Add a sidewalk on the east side of the school driveway, and a crosswalk so students can get safely from the sidewalk in to the school building.
2. Add a crosswalk and additional lighting along the school driveway along Glacier Highway.
3. Add a sidewalk along the south side of Glacier Highway from Back Loop Road to Seaview Avenue.
4. Improve the intersection of Back Loop Rd. and Glacier Highway to make it easier and safer for pedestrians and bicyclists. ADOT&PF is planning to install a roundabout at this location; configuration of the roundabout should be designed to maximize pedestrian safety.
5. Add a covered bike rack near the front door of the school.
6. Complete the planned reconfiguration of the parking area along the Squire's Rest building so that cars cannot back over the sidewalk.
7. Add anti-idling signs in parent drop-off and pick-up areas.

¹ The Safe Routes to School is a federal program that focuses on improving the use of non-motorized transportation for students to safely walk and bike to school. You can learn more about this program at the following website: <http://www.saferoutesinfo.org/>

Since the Safe Routes to School plan is still in draft form, these improvements cannot be required at this time; however, many of these improvements are incorporated into the project. Improvements 1 & 2 have been incorporated, as can be seen in on sheet C500 of Attachment C; improvements 3, 4, and 6 are outside of the scope of project; improvement 5 is incorporated as seen on Sheet A205 of Attachment C; and improvement 7 is not incorporated. There is one existing bicycle rack located under a covering, which staff is recommending continued use or replaced. This bike rack could be placed either under the entrance canopy or other covered area. An “anti-idling” sign has not been incorporated into the plans, but is recommended.

2008 Comprehensive Plan

The following policies of the Comprehensive Plan lists are pertinent to the proposal:

POLICY 7.1. IT IS THE POLICY OF THE CBJ TO PROTECT THE REGION'S SCENIC, ENVIRONMENTAL, AND ECONOMICALLY-VALUABLE NATURAL RESOURCES FROM THE ADVERSE IMPACTS OF URBAN DEVELOPMENT. DEVELOPMENT SHALL BE CONTROLLED CAREFULLY AND, IF NECESSARY, PROHIBITED IN NATURALLY HAZARDOUS AND ECOLOGICALLY-PRODUCTIVE OR SENSITIVE AREAS. (Emphasis added)

POLICY 8.2 IT IS THE POLICY OF THE CBJ TO PROMOTE AND FACILITATE TRANSPORTATION ALTERNATIVES TO PRIVATE VEHICLES AS A MEANS OF REDUCING TRAFFIC CONGESTION, AIR POLLUTION AND THE CONSUMPTION OF FOSSIL FUELS, AND TO PROVIDE SAFE AND HEALTHY MEANS OF TRANSPORTATION TO ALL PEOPLE. (Emphasis added)

POLICY 14.1 IT IS THE POLICY OF THE CBJ TO PROVIDE A STRONG SYSTEM OF HIGH QUALITY PUBLIC EDUCATION TO ENABLE ALL STUDENTS TO BECOME WELL EDUCATED, INFORMED RESIDENTS WHO UNDERSTAND AND APPRECIATE DIVERSE CULTURES AND WHO ARE EQUIPPED TO PURSUE FURTHER EDUCATION AND COMPETE SUCCESSFULLY IN THE WORK FORCE.

Standard Operating Procedures

8.2.IA4 Work with the Juneau School District and other agencies to identify opportunities for improved pedestrian and bicycle access to schools.

14.1.DG1: Recognize student needs for pedestrian safety and a quiet environment conducive to learning when making land use and transportation decisions. Proposed developments

should be reviewed for potential impacts on school capacities and the extent to which the development will create a need for additional school facilities.

School staff informed the applicant that very few students walk or bicycle to school; most arrive by private car or school bus. This may change with a new road reconstruction project by the Alaska Department of Transportation/Public Facilities (DOT/PF) consisting of wider sidewalks and road shoulders along Glacier Highway in the Auke Bay area. Further, a new sidewalk will be constructed with the school project along the driveway entrance that will connect to an existing sidewalk along Glacier Highway. Conceptual drawings of DOT/ PF Glacier Hwy reconstruction plans are provided under Attachment E. Drawings of the new driveway sidewalk are shown on sheet C500 Attachment C.

2009 Non-Motorized Transportation Plan (NMTP)

The NMTP recommends installing sidewalks, crosswalks, preserving bicycle racks, and other pedestrian improvements in the Auke Bay area to encourage safe, non-motorized transportation options, and crosswalks should be of a continental or ladder design for ease of visibility and longevity of striping. As stated earlier, there is a sidewalk along Glacier Highway, a planned new crosswalk and sidewalk at the entrance driveway, and an existing bicycle rack at the school.

Policy 8. Safe and Healthy School Access. Actively support safe routes to schools programs. [See Draft Safe Routes to Programs for more discussion]

Bicycle racks are recommended in the NMTP at convenient and visible locations. Again, the existing bicycle rack should continue to be used and located in a covered area. Staff also recommends the crosswalk where the entrance driveway intersects Glacier Highway be of a ladder or continental design, not parallel bars.

Title 49, Land Use Code

Parking

Title 49 requires two parking spaces for each classroom of elementary schools. There are 17 classrooms identified in the plans, which results in no change over the existing number of classrooms. 17 classrooms require a total of 34 parking spaces. A total of 55 spaces are shown in the plans. Four of the 55 are wheel chair accessible spaces. This exceeds the minimum parking requirement by 19 spaces. According to the applicant, there are 45 staff employees at this elementary school. Further, the surplus of parking spaces is needed to capture the high parking demand.

When the parking lot is reconstructed, all parking spaces shall be striped according to submitted plans and designed to meet or exceed parking space dimensions and circulation standards per CBJ § 49.40.210(b) and 49.40.230.

New Building Height

As seen in Figure 1, the existing building is two stories in height. The second story partially sits on a small hill that is 10 feet higher than the first floor. Though the number of stories will not change with the proposal, two mechanical rooms (penthouses) are proposed at a third-story level; See sheets A301 & A302 of Attachment C. Measuring from the lowest point of the foundation to the top of the penthouse at the southern facing side it is 42 feet high. The Land Use Code provides flexibility when developing on a hillside. Per CBJ § 49.25.420 *Height of Building*: if the difference between the lowest and highest foundation points exceeds 10 feet, then 10 additional feet is added to the lowest point. Therefore, 10 feet above the lowest point is the starting elevation for the measurement. Applying this calculation, the height of the building is 32 feet and complies with the height limit of the zoning district.

There were concerns from the City Fire Department about the overall height of 42 feet. Attachment F is an email from Dan Jager, City Fire Marshal, stating that the new height, measured from the ground up to the peak of the façade, exceeds what the Auke Bay fire trucks can reach and it may create insurance complications. Staff later informed Mr. Jager that a new rear driveway will provide access to the back of the school to enable emergency access to the front (taller side) of the building. This driveway is shown on Sheet A101 of Attachment C. A later email from Mr. Jager indicated this resolved his concern.

Lighting

According to CBJ § 49.40.230(d) *Lighting*, all parking lot lighting shall consist of full cut-off fixtures designed to prevent glare onto adjacent properties and streets. Sheet L101 of Attachment B indicates the location of lighting poles in the parking lots and along driving lanes. Attachment D illustrates the light fixture design from the manufacturer. The manufacturer states the following of the chosen light fixture: "Gullwing LED luminaires provide full cutoff performance." Therefore, the proposed light fixture complies with the Land Use Code.

Sustainable Building Design

Since the overall cost of the project exceeds \$5 million, the project is required to be designed with sustainable building standards through the US Green Building Councils Leadership in Energy and Environmental Design (LEED) rating system. The applicant informed staff that this has been met. Staff notes that this design standard is implemented and determined by the City Engineering Department, as required by the Land Use Code.

2001 Area Wide Transportation Plan

This plan recommends the funding of enhanced routes to school program to construct sidewalks and/or bicycle and pedestrian routes from neighborhoods to school as a near-term goal. This program's recommendations for this project are discussed under section Safe Routes to School Program. As indicated earlier, DOT/ PF will be re-designing Glacier Highway with wide sidewalks

on both sides of the street. The school driveway will be designed with a new sidewalk. Together, this will help accommodate students and staff to walk or bicycle to the school and help achieve this near-term goal.

HABITAT

There are mapped wetlands and an anadromous stream (Bay Creek) on the site. Though no mapped wetlands will be affected with this project, parts of the new staff parking lot and driveway will encroach into the 50-foot habitat setback of Bay Creek. See memorandum of VAR2012 0004 for discussion about this encroachment. If the variance is denied, the applicant will be required to revise the plans to comply with the setback.

FINDINGS

The project is consistent with the majority of the policies and requirements of adopted plans. Staff recommends the following items be incorporated into the project to achieve full consistency:

- The existing bicycle rack should continue to be used, or replaced, and located in a covered area.
- Anti-idling signs shall be placed along the driveway where students would be dropped off/picked-up.
- Use ladder striping where the entrance driveway intersects Glacier Highway.

The associated variance (VAR2012 0004) must be approved or have the project be re-designed to comply with the 50-foot habitat setback.

RECOMMENDATION

It is recommended the Planning Commission adopt the Director's analysis and findings and recommend the approval of the Auke Bay Elementary School renovation project with the following improvements:

- The existing bicycle rack should continue to be used, or replaced, and located in a covered area,
- Anti-Idling signs shall be placed along the driveway where students would be dropped off/picked-up, and
- Use ladder striping where the entrance driveway intersects Glacier Highway.

Advisory Condition

- Associated variance (VAR2012 0004) must be approved or have the project be re-designed to comply with the 50-foot habitat setback.

DEVELOPMENT PERMIT APPLICATION

Project Number	CITY and BOROUGH of JUNEAU	Date Received:
Project Name <small>(City Staff to Assign Name)</small>		

INFORMATION	Project Description Auke Bay Elementary School renovation and additional of geothermal loop well field		
	PROPERTY LOCATION		
	Street Address 11869 Glacier Highway	City/Zip Auke Bay, AK 99835	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) USS 3820 L 3B1		
	Assessor's Parcel Number(s) 4B2801030121		
	LANDOWNER/ LESSEE		
	Property Owner's Name City & Borough of Juneau	Contact Person: Catherine Wilkins	Work Phone: 586-0888
	Mailing Address 155 S. Seward Street, Juneau AK 99801	Home Phone:	Fax Number: 463-2606
	E-mail Address Catherine_Wilkins@ci.juneau.ak.us	Other Contact Phone Number(s):	
	PROJECT / APPLICANT	LANDOWNER/ LESSEE CONSENT ***Required for Planning Permits, not needed on Building/Engineering Permits***	
I am (we are) the owner(s) or lessee(s) of the property subject to this application and I (we) consent as follows:			
A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission.			
B. I (we) grant permission for officials and employees of the City and Borough of Juneau to inspect my property as needed for purposes of this application.			
X			Date 3/2/12
X		_____	Date _____
NOTICE: The City and Borough of Juneau staff may need access to the subject property during regular business hours and will attempt to contact the landowner in addition to the formal consent given above. Further, members of the Planning Commission may visit the property before the scheduled public hearing date.			
APPLICANT (If the same as OWNER, write "SAME" and sign and date at X below)			
Applicant's Name City & Borough of Juneau		Contact Person: Catherine Wilkins	Work Phone: 586-0888
Mailing Address 155 S. Seward Street, Juneau, AK 99801		Home Phone:	Fax Number: 463-2606
E-mail Address Catherine_Wilkins@ci.juneau.ak.us	Other Contact Phone Number(s):		
X	_____	Date of Application _____	

OFFICE USE ONLY BELOW THIS LINE					
STAFF APPROVALS	<input checked="" type="checkbox"/>	Permit Type	**SIGN	Date Received	Application Number(s)
		Building/Grading Permit			
		City/State Project Review and City Land Action			
		Inquiry Case <small>(Fee in Lieu, Letter of ZC, Use Not Listed)</small>			
		Mining Case <small>(Small, Large, Rural, Extraction, Exploration)</small>			
		Sign Approval <small>(If more than one, fill in all applicable permit #'s)</small>			
		Subdivision <small>(Minor, Major, PUD, St. Vacation, St. Name Change)</small>			
		Use Approval <small>(Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)</small>			
		Variance Case <small>(De Minimis and all other Variance case types)</small>			
		Wetlands Permits			
	Zone Change Application				
	Other <small>(Describe)</small>				
***Public Notice Sign Form filled out and in the file.					
Comments:				Permit Intake Initials	
_____				_____	
_____				_____	