

MEMORANDUM

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

DATE: February 6, 2013

TO: Planning Commission

FROM: Eric Feldt, Planner 
Community Development Department

FILE NO.: AME2013 0001

PROPOSAL: Map amendment change: Re-classify a portion of Auke Rec Bypass road to Minor Arterial from Local Access Street; and a portion of Old Glacier Highway to Local Access Street from a Minor Arterial.

Applicant: City and Borough of Juneau

Property Owner: State of Alaska

Property Address: Auke Bay Bypass and Glacier Highway

Legal Description: Right-of-Way

Site Sizes: 1.5 Miles of Auke Rec Bypass
1.9 Miles of Old Glacier Highway

Zoning: D-3 & Rural Reserve

Utilities: City Water; Private Sewer

Access: Auke Rec Bypass & Glacier Highway

Existing Land Use: Residential and Parks

Surrounding Land Use: North- RR; Glacier Hwy; D-3; Residential; Auke Rec Bypass
South- RR; Glacier Hwy; D-3; Residential; Auke Rec Bypass
East - RR; Glacier Hwy; D-3; Residential; Auke Rec Bypass
West - RR; Glacier Hwy; D-3; Residential; Auke Rec Bypass

Vicinity Map



ATTACHMENTS

Attachment

A Proposed Road Re-Classification Map

BACKGROUND

Since 2006, the CBJ has been using a Road Classification map to improve traffic safety and plan for street improvements. This map designates every street as an Arterial, Minor Arterial, Collector, or Local Access based on traffic intensity and neighborhood conditions (traffic volume and speed, and land use). This is called the Road Classification system. For example: Egan Drive is classified as an Arterial due to the high traffic volume and speeds; while Fritz Cove Road is classified only as a Collector because it collects vehicles from the neighborhood and has relatively low traffic volume.

The Road Classification map is derived from Alaska Department of Transportation/ Public Facilities (DOT/ PF) traffic data. DOT/ PF maintains their own street classification map. Since the CBJ does not perform their own traffic studies for road classification purposes, the CBJ uses DOT/ PF's data.

Article I CBJ §49.40 of the Land Use Code establishes development standards (specifically subdivisions) based on each road classification. Some of these standards include minimizing the number of driveways along Arterial streets, requiring adequate space for car maneuvering to prevent back-out parking onto a road, requiring the building of a second access road for new subdivisions, etc. The classifying of streets is also a tool for guiding subdivision design standards, specific street design improvements, such as narrowing street widths in residential neighborhoods, creating separate bike or pedestrian pathways along high-speed roads, etc. These features help accommodate multiple users and transportation modes depending on the neighborhood, while improving safety.

Changes to the Road Classification map requires an ordinance change by the Assembly (CBJ § 49.40.105). Since CBJ § 49.40.105 does not provide a process for amending the road classification map, the Director has chosen to use Article I of CBJ § 49.75 *Rezoning* as a template. Though a change to the road classification map does not fit perfectly with this process, it does however provide a procedural framework for review. This is shown below.

CBJ §49.75.130 - *Procedure.*

A rezoning shall follow the procedure for a major development permit except for the following:

- (1) The commission decision for approval shall constitute only a recommendation to the assembly.*
- (2) As soon as possible after the commission's recommendation, the assembly shall provide public notice and hold a public hearing on the proposed rezoning. A rezoning*

shall be adopted by ordinance, and any conditions thereon shall be contained in the ordinance. Upon adoption of any such ordinance, the director shall cause the official zoning map to be changed in accordance therewith.

(3) The commission decision for denial shall constitute a final agency decision on the matter which will not be presented to the Assembly unless it is appealed to the Assembly in accordance with CBJ 49.20.120

Each road classification is defined in the Land Use Code. See below:

CBJ § 49.80 *Definitions.*

- ***Major Arterial Street*** means a street with access control, channelized intersections, restricted parking, and which collects and distributes traffic to and from minor arterials.
- ***Minor Arterial Street*** means a street with signals at important intersections and stop signs on the side streets, and which collects and distributes traffic to and from collector streets.
- ***Collector Street*** means a street which collects traffic from local streets and connects the minor and major arterials.
- ***Local Street*** means a street intended for vehicular access to abutting property and not intended for through traffic.

DOT/PF's "Functional classification is the "process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide". Each street class is defined below:

- **Arterial:** These roads provide mobility so traffic can move from one place to another quickly and safely.
- **Collector:** These roads link arterials and local roads and perform some duties of each.
- **Local:** These roads provide access to homes, businesses, and other property¹.

The area under review is along a section of Glacier Highway and Auke Rec Bypass, located between two intersections south of Lena Point (Vicinity Map). This section of Glacier Highway used to be the only road leading north to Lena Point. This section contains parks and low-density residential development, similar to Lena Point and areas to the south near Otter Way. See Figure 1. Auke Rec Bypass road was later built to allow higher speed limits and shorter commute times. This also allowed traffic to avoid slower residential areas where high speeds are not appropriate.

¹State of AK Transportation *Functional Classification* website:
<http://www.dot.alaska.gov/stwdplng/fclass/faqs.shtml>

Auke Rec Bypass is largely undeveloped and contains rural parks and open space. There are no residences that directly access this section of Auke Rec Bypass. Most of the land is owned by the CBJ. See Figures 2 & 3.



Figure 1. Looking west along Glacier Highway. The shoreline is to the left. There is a posted speed limit sign of 35 mph. Note the appearance of the road widths between Figure 1 and Figures 2 & 3 below. The picture was taken by CDD staff on 2-1-13.

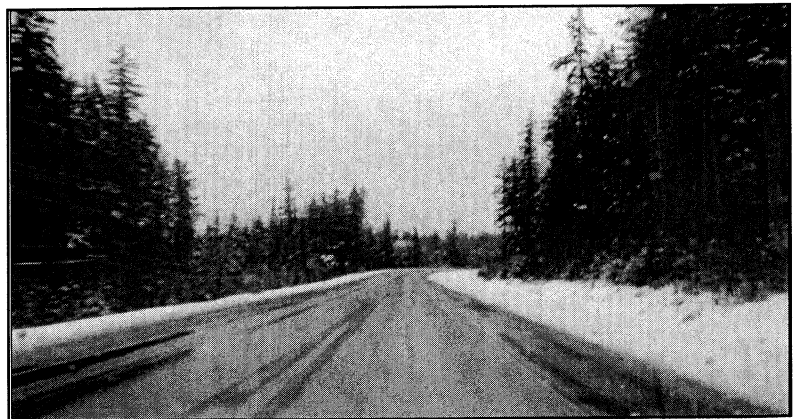
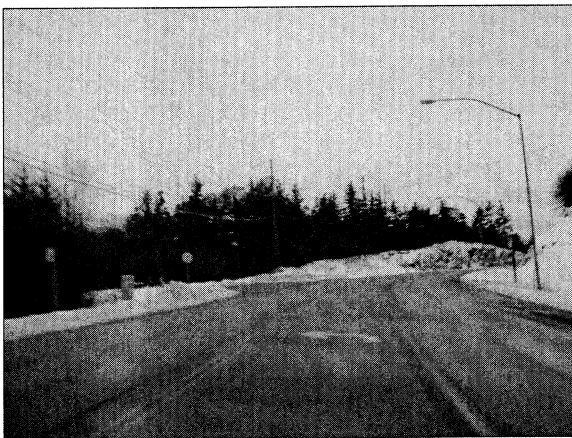


Figure 2 (left): Looking north toward the intersection of Glacier Highway (left) and continuing straight onto Auke Rec Bypass Road. Figure 3 (right): Looking north along Auke Rec Bypass where there is no development along either side of the road. The picture was taken by CDD staff on 2-1-13.

PROPOSAL

The CBJ seeks to update the designated portion of Glacier Highway and the Auke Rec Bypass Road to reflect current traffic intensity. This section of Glacier Highway is classified as a Minor Arterial, and Auke Rec Bypass is classified as a Local Access Street (Figure 4). The classification of Glacier Highway was not updated when the Auke Rec Bypass was created.

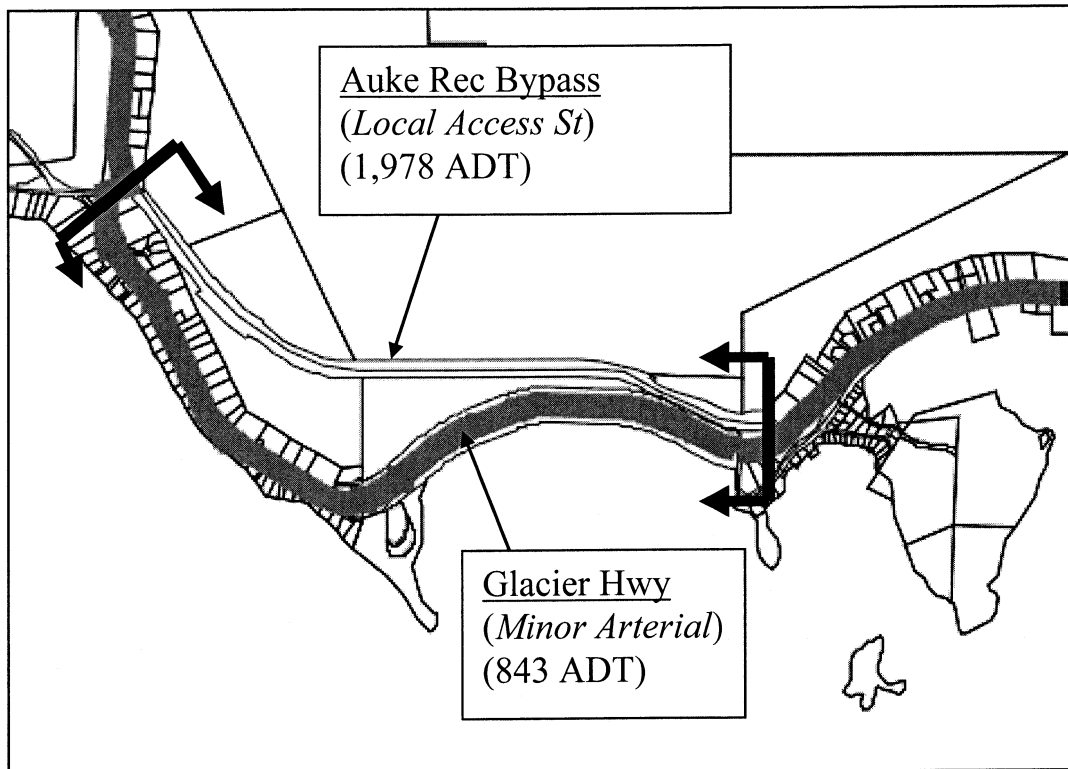


Figure 4. This is a section of the CBJ Road Classification Map. The classification is noted in *italics*. The large arrows represent the sections of the roads that are under review. ADT = Average Daily Traffic from DOT/ PF

DOT/ PF's data show the ADT (Average Daily Traffic) is much higher on Auke Rec Bypass than Glacier Highway². Furthermore, the posted maximum speed limits on these two road sections differ greatly: 50 MPH on Auke Rec Bypass Road and 35 MPH on Glacier Highway. Low traffic speeds is a characteristic of a Local Access Street, while high traffic speeds is a characteristic of a Minor Arterial street.

² State of Alaska Department of Transportation 2011 SE Region Traffic Maps.
<http://www.dot.alaska.gov/stwdplng/mapping/trafficmaps/adtsoutheast.shtml>

FINDINGS

Based on the information above, staff finds the current situation necessitates updating the classification of the sections of Glacier Highway and the Auke Rec Bypass Road as identified in Figure 4 to reflect current traffic conditions. The following re-classifications are proposed:

- Re-classify a portion of Glacier Highway from Minor Arterial to Local Access Road.
- Re-classify a portion of Auke Rec Bypass from a Local Access to a Minor Arterial.

This proposed change is shown in Attachment A.

If this proposal is approved, the restrictions of the Minor Arterial would no longer apply along the section of Glacier Highway providing access to Auke Rec Bypass and would likely result in allowing future subdivisions. These subdivisions would be required to comply with the underlying D-3 district dimensional standards. This would not likely result in a large number of subdivisions or development. Moreover, the restrictions of the Minor Arterial would apply along Auke Rec Bypass. As stated earlier, the property along this road is largely owned by the CBJ and in park designation. Staff is not aware of any future subdivision plans that could be negatively affected.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission recommend that the Assembly adopt the proposed road re-classification change as shown in Attachment A.

ZONE CHANGE APPLICATION

Project Number	Project Name (15 characters)	Case Number AME 13-001	Date Received 11/22/13
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LEGAL DESCRIPTION(S) AND LIMITS OF PROPERTY TO BE REZONED:

Road Classification Change: Duke Bay Bypass and Point Louisa RD

IS THIS AN EXPANSION OF AN EXISTING ZONE?

☐ Yes ☒ No

Total Land Area of Proposed Change _____ acres Comp Plan Designation _____

Current Zone(s) _____ Comp Plan Map _____

New Zone Requested _____

TYPE OF ZONE CHANGE REQUESTED:

☐ Regular ☐ Transition

HAS THIS OR A SIMILAR ZONE CHANGE BEEN REQUESTED IN THE PREVIOUS 12 MONTHS?

☐ Yes ☐ No

UTILITIES AVAILABLE: **WATER:** ☐ Public ☐ On Site **SEWER:** ☐ Public ☐ On Site

PURPOSE OF THE REQUESTED ZONE CHANGE:

Reclassify Adopted Street Classification

IS THERE A PROPOSED USE OF THE LAND?

☐ Yes ☒ No

PROPOSED BUFFERS TO ADJACENT ZONES?

☐ Yes ☒ No

DESCRIBE (INCLUDING TYPE AND DENSITY OF PROPOSED DEVELOPMENT):

DESCRIBE ANY POTENTIAL IMPACTS TO PUBLIC INFRASTRUCTURE:

STREETS:

WATER:

SEWER:

For more information regarding the permitting process and the submittals required for a complete application, please see the reverse side.

If you need any assistance filling out this form, please contact the Permit Center at 586-0770.

ZONE CHANGE FEES

	Fees	Check No.	Receipt	Date
Application Fees	\$ _____	_____	_____	_____
Admin. of Guarantee	\$ _____	_____	_____	_____
Adjustment	\$ _____	_____	_____	_____
Pub. Not. Sign Fee	\$ _____	_____	_____	_____
Pub. Not. Sign Deposit	\$ _____	_____	_____	_____
Total Fee	\$ <i>9</i> _____	_____	_____	_____

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM

DEVELOPMENT PERMIT APPLICATION

Project Number	CITY and BOROUGH of JUNEAU		Date Received:
Project Name (City Staff to Assign Name)			
Project Description <u>Reclassify Bi-pass Road to Minor Arterial and Auke Rec Rd</u> <u>from Minor Arterial to Local Street</u>			
PROPERTY LOCATION			
Street Address <u>ROW</u>		City/Zip	
Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot)			
Assessor's Parcel Number(s)			
LANDOWNER/LESSEE			
Property Owner's Name <u>CBS & State</u>		Contact Person:	Work Phone:
Mailing Address		Home Phone:	Fax Number:
E-mail Address		Other Contact Phone Number(s):	
LANDOWNER/LESSEE CONSENT <small>(Required for Planning Permits, not needed on Building/Engineering Permits)</small>			
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 _____ Landowner/Lessee Signature		_____ Date	
X _____ Landowner/Lessee Signature		_____ 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 <small>(If the same as OWNER, write "SAME" and sign and date as I below)</small>			
Applicant's Name <u>CDP</u>		Contact Person:	Work Phone:
Mailing Address		Home Phone:	Fax Number:
E-mail Address		Other Contact Phone Number(s):	
X _____ Applicant's Signature		_____ Date of Application	

-OFFICE USE ONLY BELOW THIS LINE

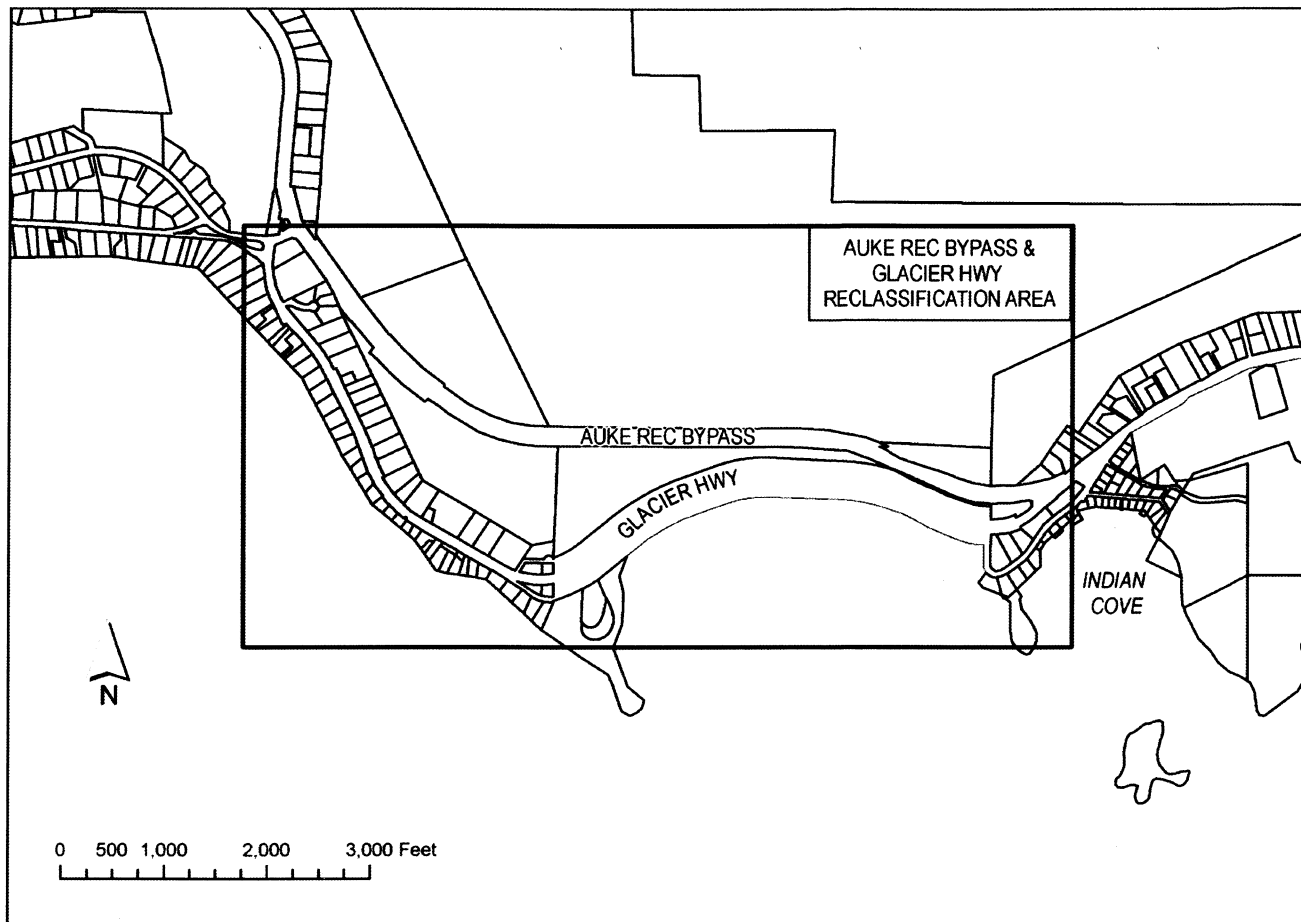
OFFICE USE ONLY BELOW THIS LINE			
	Permit Type	Date Received	Application Number
<input checked="" type="checkbox"/>	Building/Grading Permit		
<input type="checkbox"/>	City/State Project Review and City Land Action		
<input type="checkbox"/>	Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)		
<input type="checkbox"/>	Mining Case (Small, Large, Rural, Extraction, Exploration)		
<input type="checkbox"/>	Sign Approval (If more than one, fill in all applicable permit #'s)		
<input type="checkbox"/>	Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)		
<input type="checkbox"/>	Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)		
<input type="checkbox"/>	Variance Case (De Minimis and all other Variance case types)		
<input type="checkbox"/>	Wetlands Permits		
<input type="checkbox"/>	Zone Change Application		
<input checked="" type="checkbox"/>	Other (Describe) <u>Amendment re road classification</u>	<u>1/22/13</u>	<u>Ame 13-CC1</u>

****Public Notice Sign Form filled out and in the file.**

Comments:	Permit Intake Initials

NOTE: DEVELOPMENT PERMIT APPLICATION FORMS MUST ACCOMPANY ALL OTHER COMMUNITY DEVELOPMENT DEPARTMENT APPLICATIONS
Revised November 2009

NOTICE OF PUBLIC HEARING



Proposal: Map amendment change: Re-classify a portion of Auke Rec Bypass road to Minor Arterial from Local Access Street; and a portion of Old Glacier Highway to Local Access Street from a Minor Arterial.

File No.	AME2013 0001	Applicant:	CBJ
To:	Adjacent Property Owners	Property PCN:	0
Hearing Date:	February 12, 2013	Owner:	State of Alaska
Hearing Time:	7:00 PM	Size:	N/A
Place:	ASSEMBLY CHAMBERS Municipal Building 155 S Seward Street Juneau, Alaska 99801	Zoned:	N/A

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 proved by the Planning commission at the Public Hearing.

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

Planning Commission Agendas, Staff Reports and Meeting Results can be viewed at www.juneau.org/plancomm.

Date notice was printed: February 1, 2013

Staff's Recommended Proposal

