

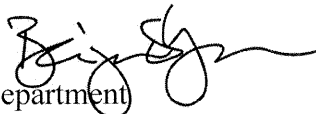
# MEMORANDUM

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

**DATE:** October 3, 2013

**TO:** Planning Commission

**FROM:** Ben Lyman, Senior Planner  
Community Development Department



**FILE NO.:** CSP2013 0023

**PROPOSAL:** Pioneer Ave., Phase III, replace embankment, uphill sidewalk and water main and services. Upgrade sanitary sewer system. New curb, gutter, asphalt paving and underground storm drain system. Remove downhill sidewalk.

## GENERAL INFORMATION

**Applicant:** City and Borough of Juneau

**Property Owner:** City and Borough of Juneau

**Property Address:** Pioneer Avenue

**Legal Description:** Pioneer Avenue

**Site Size:** 1,170 feet in length, ~36 feet in width

**Comprehensive Plan Future  
Land Use Designation:** Urban Low Density Residential

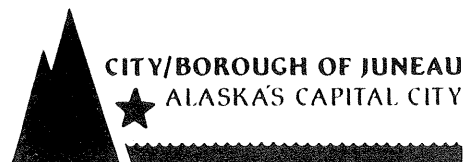
**Zoning:** Street other than Arterial or Collector; D-5

**Utilities:** Public Water and Sewer

**Access:** Cordova Street

**Surrounding Land Use:**

- North - (D-5) Single-family and duplex residential
- South - (D-5) Single-family and duplex residential, vacant land
- East - (D-5) Single-family and duplex residential, vacant land
- West - (D-5) Single-family and duplex residential



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## VICINITY MAP

## **BACKGROUND**

The proposed project is the third and final phase in the reconstruction of Pioneer Avenue, and affects the uppermost portion of the road, to its terminus and intersection with Blueberry Hills Road. The roadway is currently constructed meeting the construction standards at CBJ 49.35.240(a)(3)(A), with a roadway 28 feet wide, curbs, gutters, and sidewalks on both sides. The road traverses a relatively steep slope, and erosion and settling have threatened the stability of the roadway. The CBJ Engineering Department proposes to eliminate the sidewalk on the downhill side of the road so as to pull the edge of the road away from the adjacent steep slope in an effort to increase the stability of the roadway.

## **ANALYSIS**

*CBJ 49.10.170(c) City and borough land acquisitions, disposals and projects. The commission shall review and make recommendations to the assembly on land acquisitions and disposals as prescribed by title 53, or capital improvement project by any City and Borough agency. The report and recommendation of the commission shall be based upon the provisions of this title, the comprehensive plan, and the capital improvements program.*

The proposed project is a capital improvement, and is listed in the FY14-19 Six Year Capital Improvement Program for additional funding in FY14 of \$500,000; the remainder of the project's budget is still available from Phases I and II.

When the CBJ Engineering Department designs roadway reconstruction projects, they use best engineering judgment to design roadways that are sensitive to the context of their neighborhood in terms of speed and design vehicles: The construction standards for public improvements in new development at CBJ 49.35 do not apply to reconstruction projects. In the context of Pioneer Avenue, where traffic volumes are fairly low (2620 Average Annual Daily Traffic on Cordova St. in 2011) but large trucks with snow machine trailers are common vehicles in the winter, fairly wide lane widths of 12 feet have been determined to be appropriate.

## **CONFORMITY WITH ADOPTED PLANS**

The proposed project is located within Subarea 9, West Juneau and Douglas, in the 2008 *Comprehensive Plan of the City and Borough of Juneau (Comprehensive Plan)*. There are no Guidelines or Considerations (G & C's) for this subarea that relate directly to the proposed project, although G & C's 1, 7, and 9 relate to increased residential development in the subarea in the future. CBJ Lands and Resources Manager Greg Chaney was asked to comment on the potential for residential development in the project area that could result in increased pedestrian

activity in the project area, and was generally supportive of the project as designed in the short-term:

“The City and Borough owns hundreds of acres of property near this location. Some of this property is adjacent to Pioneer Avenue and could potentially be accessed via Pioneer Avenue. The Lands Division is generally very supportive of retaining pedestrian access to our property. This land could be made available for sale to the private sector for housing development which would increase pedestrian usage of this right-of-way. However, due to the challenging nature of the topography, the Lands and Resources Division is not planning to subdivide and utilize Pioneer Avenue as an access corridor in the near future. Since the timetable for CBJ disposal of this property probably exceeds the design life of this project, the Lands and Resources Division does not object to the project proposed under CSP2013 0023. However, pedestrian access is critically important and when this section of road is reconstructed in the long term, the Lands and Resources Division strongly recommends that future designs incorporate safe sidewalks on both sides of the road.” (Sept. 23, 2013 email to Ben Lyman)

G & C 3 for Subarea 9 lists a number of improvements in the subarea, including “develop[ment of] the Treadwell Ditch Trail for a variety of uses.” Pioneer Avenue provides access to the Treadwell Ditch Trail at two separate points; one is downhill (northwest) of the project area, and the other is uphill (south) of the project area. The downhill access point is accessed by most users from below. The uphill access point is reached via Pioneer Avenue through the project area, and is a snowmachine access point to the Treadwell Ditch and Dan Moller Trails. Parks and Recreation Department Facilities Superintendent George Schaaf commented that:

“Even though one sidewalk is being removed, I do like that the uphill sidewalk will be widened to 5’. Given that the trailhead access is on this side of the street, that would be the one to keep.” (September 25, 2013 email to Ben Lyman)

As the upper access is primarily accessed via vehicles, the sidewalk connection to that access trail through the project area is not critical; use of the sidewalk appears to be primarily by area residents, not by hikers bound for the trail system. A bicycle and pedestrian count conducted in the project area on September 18, 2013, counted only three pedestrians who passed through the project area in a two-hour period between 4:00 and 6:00 pm; one individual accounts for two of the three counted pedestrians, as he passed through the project area in both directions during the count. No bicyclists were observed in the project area during that count period.

**POLICY 8.1 IT IS THE POLICY OF THE CBJ TO PROMOTE A BALANCED, WELLINTEGRATED LOCAL MULTI-MODAL SURFACE TRANSPORTATION SYSTEM THAT PROVIDES SAFE, CONVENIENT AND ENERGY-EFFICIENT ACCESS AND TRANSPORT FOR PEOPLE AND COMMODITIES.**

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.

POLICY 8.3 IT IS THE POLICY OF THE CBJ TO RESPOND TO THE SPECIAL TRANSPORTATION NEEDS OF EACH SUBAREA OF THE CBJ AND TO INTEGRATE THEM INTO A CBJ-WIDE COMPREHENSIVE TRANSPORTATION PLAN. THIS SYSTEM SHOULD SEEK TO REDUCE THE CONSUMPTION OF FOSSIL FUELS BY FACILITATING EFFICIENT ROUTES OF TRAVEL, CONVENIENT AND RAPID TRANSIT, AND SAFE MOTORIZED- AND NON-MOTORIZED TRAVELWAYS.

The three Comprehensive Plan policies listed above relate to multi-modal transportation and the provision of safe facilities for motorized and non-motorized transportation. Due to the low number of residences accessed via Pioneer Avenue through the project area and the low number of observed bicyclists and pedestrians using the corridor, it appears that the single five-foot-wide sidewalk proposed by the applicant will provide adequate facilities for pedestrians in and through the project area in a cost-efficient manner.

In addition to the Comprehensive Plan itself, CBJ 49.05.200(b)(1) lists additions to that document which are adopted separately. Of these additions, the only applicable document is the 2009 *Juneau Non-Motorized Transportation Plan* (JNMTP). The JNMTP states in part that "Sidewalks should be a minimum of 5 feet wide and meet the requirements of the American Disabilities Association for providing barrier free access." The sidewalk on the uphill (southwest) side of Pioneer Avenue is proposed to be widened from four to five feet in the proposed project, which will bring it into conformance with this standard.

The only priority improvement listed in the JNMTP in the project area relates to the Treadwell Ditch, which is shown on the proposed facility maps in the JNMTP as improvement #90; the alignment of this facility is not shown correctly on the maps, and does not overlay the project as the JNMTP maps show.

### **HABITAT**

The proposed project will replace an existing roadway that is in a state of poor repair with a new roadway and appurtenant facilities within the same right-of-way. No cataloged anadromous streams or mapped wetlands will be affected by the proposed project. Based on the best data available to Community Development Department staff, there are no bald eagle nests within 330 feet of the project area.

### **FINDINGS**

Staff finds that the proposed project is consistent with the provisions of this title, the Comprehensive Plan, and the capital improvements program as described above.

### **RECOMMENDATION**

Staff recommends that the Planning Commission recommend that the Assembly approve the proposed project, as prescribed at CBJ 49.10.170(c).

FY 2014 CIP PROJECT DESCRIPTIONS		
Department	Division	Project Description
		<b>AREAWIDE SNOW STORAGE FACILITIES DEVELOPMENT</b> - due to water quality impacts, the Alaska Department of Environmental Conservation (ADEC) does not allow the disposal of hauled snow into water bodies. Disposal of snow in the ocean has been the historical practices by all coastal Alaska communities. This is a multi-phase project to develop upland storage sites in the Mendenhall Valley, Lemon creek, Downtown Juneau, and Douglas. This program intent is to have all sites developed and operational within five years. Each site will be designed to collect and treat snow melt in compliance with Alaska Water Quality Regulations.
		<b>PIONEER AVE. PHASE III</b> - this funding will be used to complete the Pioneer Avenue reconstruction project.
		<b>LEMON ROAD RECONSTRUCTION</b> - funds will be used to reconstruct roadway, add storm drain system and possibly sidewalk. Evaluate street lighting for possible addition. This street is used by the Capital Transit bus system and handles traffic to the prison, in addition to the local traffic. There is currently no drainage system in place and the road surface is failed beyond repair.
		<b>SIDEWALK &amp; STAIRWAY REPAIRS</b> - funds will be used to reconstruct and repair areawide stairs and sidewalks. Programmed repair of sidewalks and stairs reduces maintenance costs and promotes pedestrian safety.
		<b>MEADOW LANE IMPROVEMENTS</b> - this project includes reconstruction of street base and asphalt, installation of underground storm drains and street light evaluation. This street currently has no drainage inlets and improvements are needed to allow drainage from Stikine St. to enter the storm drain system. The existing pavement also has many low spots along the street (mainly in front of driveways) and standing water on the asphalt is causing road accelerated pavement deterioration which will be addressed by this project.
		<b>EAGLES EDGE SUBDIVISION LID IMPROVEMENTS</b> - these funds will be used for roadway and watermain reconstruction to address deficient drainage, water distribution and pedestrian facilities. This subdivision was originally constructed with major portions of the watermain located beneath private residences which makes it extremely problematic for the utility to maintain and repair the existing water system and impossible to shut off water service to non-paying customers.
		<b>THIRD STREET RECONSTRUCTION</b> - this project is needed to repair failed roadway surface, curbs and sidewalk between Gold St. and Franklin St. roadway base to be excavated and replaced with shot rock to improve drainage under the roadway and new asphalt applied. Any utility issues blow the roadway surface will be addressed as well.
		<b>DOWNTOWN, DISTIN/W 8TH STREET REBUILD - DESIGN</b> - these funds will be used to fund the design work for rebuilding Distin Ave and W 8th Street. Funding for construction will be requested at a later date.

CSP2013 0023 →

## SIX-YEAR DEPARTMENT IMPROVEMENT PLANS

Division	Project	Priority	FY14	FY15	FY16	FY17	FY18	FY19	Future
	Auke Lake to Montana Creek Corridor	3			\$ 50,000				
	Montana Creek Trail Repairs	4			\$ 150,000				
	Treadwell Ditch Trail - Bonnie Brae Access	5					\$ 125,000		
	Blackberry Ridge Trail Parking Lot Construct.	6						\$ 125,000	
	Mt. Jumbo Trail Improvements	7							\$ 150,000
	Mendenhall Peninsula Trail Development	8							\$ 150,000
	Auke Cape/Xunaxi Trail Improvements	9							\$ 150,000
	<b>Trail Maintenance Total:</b>		\$ 200,000	\$ -	\$ 325,000	\$ -	\$ 125,000	\$ 125,000	\$ 450,000
	<b>Parks &amp; Recreation Department Total:</b>		\$ 6,830,100	\$ 4,047,000	\$ 3,188,000	\$ 2,115,000	\$ 2,140,000	\$ 1,515,000	\$ 6,305,000
<b>Police Department</b>									
	Vehicle Service & Storage Bldg	1		\$ 776,107					
	Replace Carpet	2		\$ 40,000					
	Firearms, Explosive Ordinance Disposal, and Driving Range	3		TBD					
	<b>Police Department Total:</b>		\$ -	\$ 816,107	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Public Works</b>									
<b>Capital Transit</b>	Maintenance Shop Renovations	1	\$ 3,050,000			\$ 2,750,000			
	Electronic Fare System	2	\$ 1,400,000						
	Bus Shelters Improvements	3	\$ 60,000						
<b>Capital Transit Department Total:</b>			\$ 4,510,000	\$ -	\$ -	\$ 2,750,000	\$ -	\$ -	\$ -
<b>Streets</b>  <i>CSP 2013 v023 →</i>	Vector Dump	1	\$ 300,000	\$ 400,000					
	Pavement Management Program	2	\$ 750,000	\$ 1,100,000	\$ 1,200,000	\$ 1,200,000	\$ 1,200,000	\$ 1,200,000	
	Areawide Snow Storage Facilities Development	3	\$ 2,250,000	\$ 400,000	\$ 400,000	\$ 400,000			
	Pioneer Avenue - Phase III	4	\$ 500,000						
	Lemon Road Reconstruction	5	\$ 1,200,000						
	Sidewalk & Stairway Repairs	6	\$ 100,000		\$ 200,000		\$ 250,000		
	Meadow Lane Improvements	7	\$ 800,000						
	Eagles Edge Subdivision LID Improvements	8	\$ 1,100,000	\$ 1,000,000	\$ 800,000				
	Third Street Reconstruction	9	\$ 500,000						
	Downtown, Distin/W. 8th St (Design)	10	\$ 150,000						
	Lakewood Subdivision Improvements, Ph II	11	\$ 800,000						
	Tanner's Terrace LID	12	\$ 1,050,000			\$ 1,500,000			
	Governor's House Area Road Reconstruction	13	\$ 3,000,000						
	Safe Routes to School Snow Removal Equipment	14	\$ 250,000						
	Snow Chemical Shed	15	\$ 1,500,000						
	River Road Reconstruction	16		\$ 950,000					
	Valley, Columbia Blvd Improvements	17		\$ 200,000					
	Valley, Lakewood Subdivision Improvements, Phase III	18		\$ 1,000,000					
	Whittier Avenue Improvements	19		\$ 1,100,000					



# CITY/STATE PROJECT AND LAND ACTION REVIEW APPLICATION

Project Number	Project Name (15 characters) <u>PIONEER AVE PH III</u>	Case Number <u>CSP 20130023</u>	Date Received <u>08/19/13</u>
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## TYPE OF PROJECT REVIEW:

☒ City Project Review
 ☐ City Land Acquisition /Disposal
 ☐ State Project Review

**DESCRIPTION OF PROJECT** REPLACEMENT OF ROADWAY EMBANKMENT, REPLACEMENT OF UPHILL SIDEWALK, NEW CURB AND GUTTER, UPGRADE OF THE SANITARY SEWER SYSTEM, REPLACEMENT OF THE WATER MAIN AND SERVICES, INSTALLATION OF NEW UNDERGROUND STORM DRAIN SYSTEM AND NEW ASPHALT PAVING

Please attach a cover letter to fully explain the project if there is not adequate space on this form.

**CURRENT USE OF LAND OR BUILDING(S):** EXISTING ROADWAY R.O.W.

**PROPOSED USE OF LAND OR BUILDING(S):** CONTINUED USE AS ROADWAY R.O.W.

## PROJECT NUMBERS ASSOCIATED WITH PROPOSAL:

Is this project associated with any other Land Use Permits? ☒ No ☐ Yes Case No.: \_\_\_\_\_

Capital Improvement Program # (CIP) R72-031

Local Improvement District # (LID) \_\_\_\_\_

State Project # \_\_\_\_\_

**ESTIMATED PROJECT COST:** \$ 1,036,000

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.

### CITY/STATE PROJECT FEES

	Fees	Check No.	Receipt	Date
Application Fees	\$ <u>Ø</u>	_____	_____	_____
Total Fee	\$ _____	_____	_____	_____

**NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM**


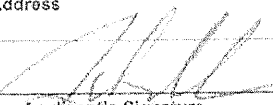
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**EVEN IF THE PROPOSED PROJECT IS ASSOCIATE WITH OTHER LAND USE PERMITS, THIS APPLICATION MUST BE FILLED OUT**

TO BE COMPLETED BY THE APPLICANT

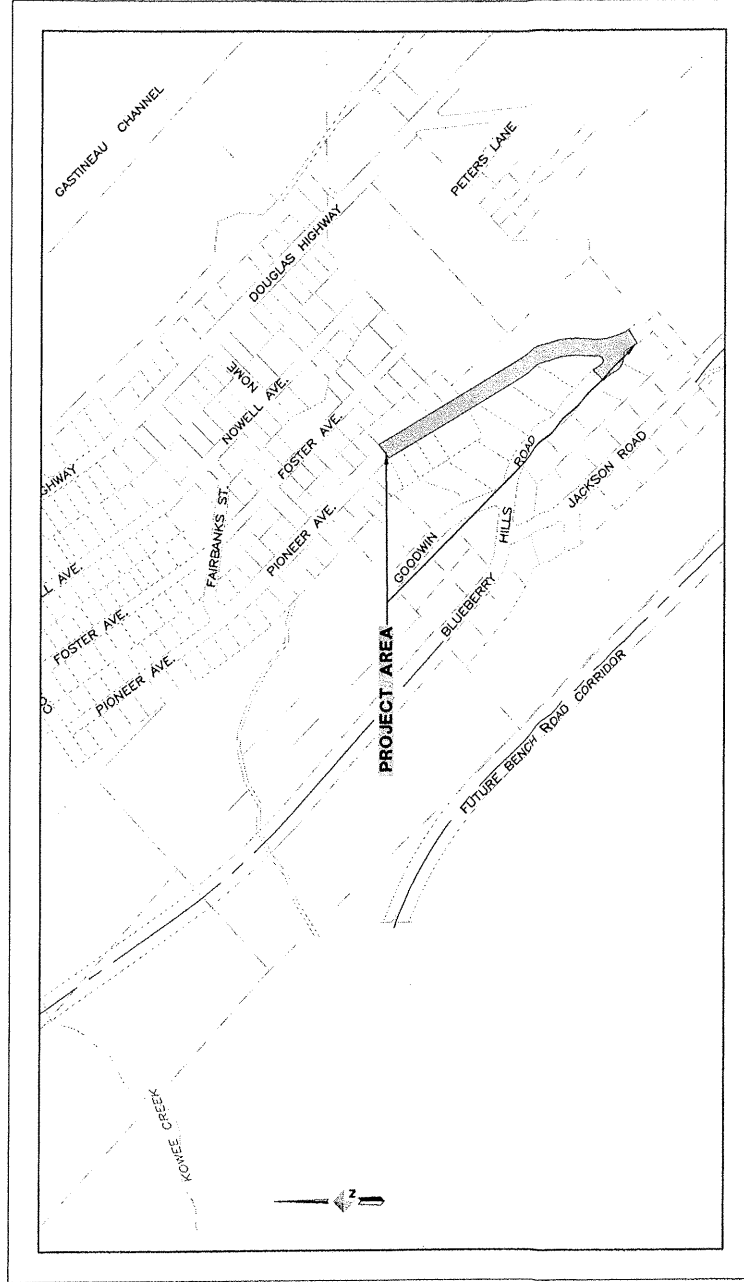
# DEVELOPMENT PERMIT APPLICATION

Project Number <b>CSP20130023</b>	CITY and BOROUGH of JUNEAU	Date Received: <b>08/19/13</b>
Project Name (City Staff to Assign Name)		

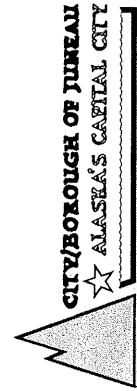
PROJECT / APPLICANT INFORMATION	Project Description <b>RECONSTRUCTION OF PIONEER AVE FROM HOUSE 3151 TO BLUEBERRY HILLS ROAD INTERSECTION</b>		
	PROPERTY LOCATION		
	Street Address <b>PIONEER AVENUE</b>	City/Zip <b>JUNEAU</b>	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot)		
	Assessor's Parcel Number(s)		
	LANDOWNER/ LESSEE		
	Property Owner's Name <b>CITY AND BOROUGH OF JUNEAU</b>	Contact Person: <b>JOHN NELSON</b>	Work Phone: <b>536-0896</b>
	Mailing Address <b>135 SOUTH SEWARD JUNEAU AK 99801</b>	Home Phone: <b>751-4238</b>	Fax Number: <b>463-2606</b>
	E-mail Address <b>JOHN.NELSON@CI.JUNEAU.AK.US</b>	Other Contact Phone Number(s):	
	LANDOWNER/ LESSEE CONSENT <span style="float: right;">****Required for Planning Permits, not needed on Building/Engineering Permits****</span>		
<p>I am (we are) the owner(s) or lessee(s) of the property subject to this application and I (we) consent as follows:</p> <p>A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission.</p> <p>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.</p>			
X	Landowner/Lessee Signature 	Date <b>8/16/13</b>	
X	Landowner/Lessee Signature	Date	
<p>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.</p>			
APPLICANT <span style="float: right;">If the same as OWNER, write "SAME" and sign and date at X below</span>			
Applicant's Name <b>SAME</b>		Contact Person:	
Mailing Address		Home Phone:	
E-mail Address		Fax Number:	
		Other Contact Phone Number(s):	
X	Applicant's Signature 	Date of Application <b>8/16/13</b>	

STAFF APPROVALS	-----OFFICE USE ONLY BELOW THIS LINE-----			
	<input checked="" type="checkbox"/>	Permit Type <b>Building/Grading Permit</b>	***SIGN	Date Received
	X	City/State <b>Project Review and City Land Action</b>		<b>08/19/13</b>
		Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)		<b>CSP20130023</b>
		Mining Case (Small, Large, Rural, Extraction, Exploration)		
		Sign Approval (If more than one, fill in all applicable permit #'s)		
		Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)		
		Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)		
		Variance Case (De Minimis and all other Variance case types)		
		Wetlands		
		Permits		
		Zone Change		
		Application		
		Other (Describe)		
	***Public Notice Sign Form filled out and in the file.			
Comments:			Permit Intake Initials <b>BSL</b>	

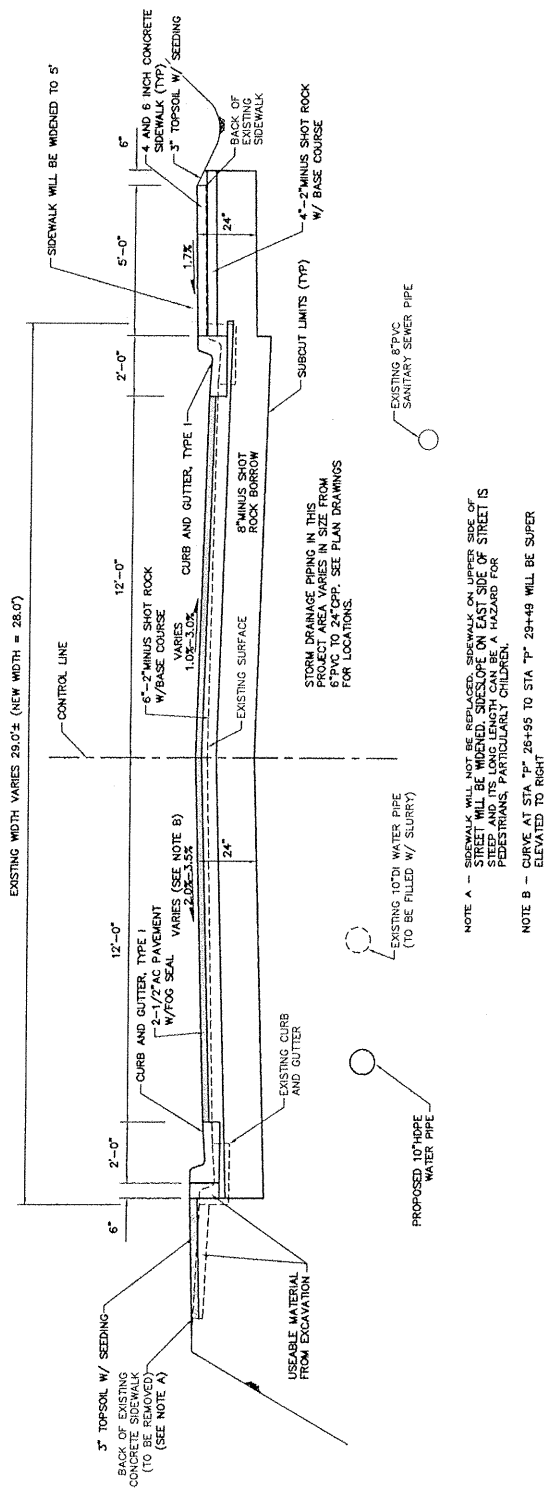
# PIONEER AVENUE RECONSTRUCTION, PHASE III CONTRACT NO. E14-022



VICINITY MAP  
NTS



5368 Commercial Blvd.  
Juneau, Alaska 99801  
(907) 780-3533 Office  
(907) 780-3535 Fax  
**DOWL HKM**  
Consulting Engineers • Land Surveyors • Construction Administration



# **TYPICAL SECTION** NTS

**PIONEER AVENUE  
RECONSTRUCTION, PHASE III  
CONTRACT No. E14-022**