DATE: July 9, 2014
TO: Planning Commission
FROM: Sarah Bronstein, Planner
       Community Development Department
FILE NO.: CSP2014 0014
PROPOSAL: Local consistency review of DOT&PF project to construct a separated path from Engineers Cutoff to the Auke Lake Wayside, and construct a paved parking lot at Auke Lake Wayside.

GENERAL INFORMATION
Applicant: State of Alaska DOT&PF
Property Owner: State of Alaska DOT&PF
Property Address: Glacier Highway
Site Size: 0
Comprehensive Plan Future Land Use Designation: Medium Density Residential, CBJ Recreational Service Park
Access: Glacier Highway
Roadway Classification: Arterial
Adjacent Zones: D10, D1(T)D5, D5
Surrounding Land Use: North - D10 Residential, Auke Lake, Auke Lake Trail
South - D10 Residential
Planning Commission
File No.: CSP2014 0014
July 9, 2014
Page 2 of 8

VICINITY MAP

ATTACHMENTS

Attachment A – Development Proposal Application
Attachment B – Abutter’s notice
Attachment C – Letter from Alaskan aviators
BACKGROUND AND PROJECT DESCRIPTION

The Alaska Department of Transportation and Public Facilities (DOT&PF) has submitted designs for the construction of a separated multi-use pathway along the north side of Glacier Highway from Engineer’s Cutoff to the Auke Lake Wayside. As part of the project, DOT&PF will also pave the Auke Lake Wayside parking lot. The project is listed on the DOT&PF website as Need ID 26488, and is budgeted for design and construction in the 2012-2015 Statewide Transportation Improvement Program (STIP) project list for $5,622,870 in 2014. The project is described in the STIP as follows:

Construct new, multi-use pathway from the west side of the entrance to Swampy Acres to UAS along the north side of Glacier Highway. The multi-use path will terminate at the UAS pedestrian bridge near Auke Lake and this project will also include paving of the Auke Lake parking lot. The replacement of the bridge and section of separated, multi-use pathway between Riverside Drive and Swampy Acres will be completed as part of the Brotherhood Bridge and Separated Multi-Use Path to UAS, Stage I (Need ID 2141, AKSAS 67987) Project.

This path segment is Phase II of the extension of an existing separated path along Glacier Highway, continuing Phase I work now under construction to build a separated path from the Brotherhood Bridge to Engineer’s Cutoff. The proposed pathway will be 10 feet wide and paved, with a minimum of five feet of separation from the edge of the highway shoulder. Along the edge of Auke Lake, the pathway will be installed on fill, which will slope down into the lake and include a habitat bench with downed trees to provide shelter for salmon.

The Auke Lake Wayside parking lot will be paved, and improved with two drainage swales. The vehicle access from Glacier Highway will be reduced from two entrances to one at the western end of the lot. This project will not include any further improvements to the Auke Lake Wayside. State Project 23566, which included the construction of restrooms, a picnic shelter and interpretive signage at the Wayside, was removed from the STIP projects list in October of 2013, and is not included as part of this project.

ANALYSIS

This review is required pursuant to CBJ 49.15.580 – State project review, as follows:

The commission shall review proposed Alaska State Capital Improvement Projects for consistency with this title pursuant to AS 35.30.010, and may impose conditions and modifications to such projects.

Community Transportation and Recreation
The proposed pathway serves a growing neighborhood. At the northern end of the proposed trail lies UAS, with the near completion of a new student dormitory on campus. At the southern end
of the pathway segment is Pederson Hill, a portion of which the city has rezoned as D10-SF. This new zone allows density and development patterns similar to downtown Juneau, with ten smaller lots and reduced setbacks. Similarly, the land along Glacier Highway has been rezoned in the last year from D1 to D10, allowing greater density along the corridor, and putting further demands on the transportation system. The provision of a separated pathway along Glacier Highway at this location will give current and future residents more transportation and recreation options.

CBJ plans support the development of trails in areas of increasing density to serve both recreation and transportation needs for growing population centers. The Comprehensive Plan explicitly supports the construction of bicycle and pedestrian pathways throughout the Borough, stating,

> Improved pedestrian and bicycle movement within and between major shopping and employment centers, schools and other concentrations of population are needed. Pedestrian and bicycle facilities are needed to provide safer and more efficient movement within and between neighborhoods...These facilities are also important as an aspect of recreation and can contribute to community health by facilitating active transportation and recreation. (p. 115)

Additionally, the path would expand local recreation opportunities by providing a safe connection between the Auke Lake Wayside parking lot and the Auke Lake Trailhead. Currently trail users have no separated access from the parking lot to the trailhead and often park along the highway near the trail so as to avoid walking on the highway shoulder to reach the trail.

The pathway will also provide a paved path from the University campus to the bus stop at Fritz Cove Road. DOT&PF staff is currently negotiating the inclusion of the out-bound bus stop and pullout as part of this project.

Parking and Circulation
The proposed paved parking lot at the Auke Lake Wayside would provide 18 regular vehicle spaces and 6 boat trailer spaces. The circulation design would eliminate the eastern access onto the highway, limiting the access in and out of the lot to one driveway to the west.

Drainage
Once the parking lot of the Auke Lake Wayside is paved, the impermeable surface will create additional stormwater runoff which could impact the water quality of Auke Lake. To mitigate potential pollution impacts from the parking lot, water will be channeled through two swales into pipes, which will drain into a stormwater treatment facility which will overflow during a ten-year storm event. This is consistent with CBJ 49.70.925(g), which requires that “parking areas shall include suitable drainage controls to prevent ponding and excessive concentrated run-off. Such areas shall be buffered by a minimum ten-foot-wide natural vegetation strip, as feasible and
prudent, from shorelines and adjacent uses, and shall be sited, screened, and maintained to minimize dust.”

Neighborhood Impacts
The construction of the trail may have some unintended consequences for adjacent residents and other lake users. The right of way includes large areas beyond the travel way which have been used by some adjacent property owners and lake users for private purposes. One such development is a stairway for access to a float plane dock on Auke Lake, currently built in the right of way without an encroachment permit. As part of the construction of the pathway, this stairway will be removed. DOT&PF staff has indicated that once the pathway is constructed they would work with the stairway users to legally reconstruct the access with an encroachment permit.

A group of Alaskan aviators who use Auke Lake for float plane landing, takeoff and parking have submitted a letter of concern, noting their desire to maintain float plane access on the lake. DOT&PF staff has not indicated that float plane parking will be impacted by the project.

Habitat
The proposed pathway will cross over Cali Creek and an unnamed anadromous stream along the north side of Glacier Highway. In addition, the construction of the pathway will require fill along Auke Lake where the lake adjoins the highway to the east of the Auke Lake Wayside. Because the proposed project is for a public structure to cross the stream, the development is exempt from CBJ’s anadromous stream and lake setbacks, as per CBJ 49.70.950(f).

CBJ 49.70.925(b) also requires the reasonable preservation of salmon habitat, or mitigation of its disturbance: “Where roads and trails cross anadromous streams, the design and construction of bridges and culverts shall allow free passage of fish, and shall take all feasible and prudent steps to prevent habitat disturbance. Phasing and construction shall be done to avoid critical migration periods for salmon and other anadromous species.” As indicated on Sheet B1 of the provided plans (Attachment A), DOT&PF will provide a habitat bench made of downed trees below the trail along the filled segment of the lake. The applicant will need to acquire all necessary permits from the Army Corps of Engineers for filling in a portion of Auke Lake and wetlands along the southern lake shore.

By the time this project receives a hearing before the Planning Commission, it will also have been reviewed by the Juneau Wetlands Review Board. However, due to the timing of their review, staff is unable to include the board’s recommendation in this staff report. Their comments will be included as separate “blue folder” item for the Commission’s review.

Eagles nest #25002 lies immediately to the north of the project, on the eastern side of Auke Lake. However, the nest is not within 330 feet of this project, and therefore is not subject to CBJ requirements.
CONFORMITY WITH ADOPTED PLANS

Comprehensive Plan

Several policies and implementing actions call for the facilitation and development of multi-use paths and other non-motorized transportation facilities:

POLICY 8.5. TO PROMOTE A BALANCED, WELL-INTEGRATED MULTI-MODAL SURFACE TRANSPORTATION SYSTEM THAT PROVIDES SAFE, CONVENIENT AND ENERGY-EFFICIENT ACCESS AND TRANSPORT FOR PEOPLE AND COMMODITIES.

POLICY 8.6. 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.

8.6 IA2 Work with the Alaska Department of Transportation and Public Facilities (ADOT&PF) to construct sidewalks and/or separated paths. If these are not practical, a wide shoulder of at least 48” along roads that lack such improvements, with a priority given to those corridors which have Average Daily Traffic (AADT) of 4,000 vehicles or more. According to ADOT&PF 2010 data, these corridors are:

1. Glacier Highway - Vintage Boulevard to Fritz Cove Road – 8,442 to 12,097 AADT

8.8 IA17 Require sidewalks and bicycle paths or lanes along newly constructed arterial and collector streets where appropriate, and provide or work with ADOT&PF to provide such amenities along existing roads to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

The construction of the proposed multi-use path would complete a separated path connection between the university and the existing bicycle/pedestrian paths in the valley, facilitating bicycle trips for students and University staff. This also provides an important affordable, healthy transportation option between the University and commercial services at Vintage Park and in the Mendenhall Valley.

Additionally, the Plan calls for development of recreational opportunities.

POLICY 9.2 TO DEVELOP AND MAINTAIN AN INTEGRATED NON-MOTORIZED TRAIL SYSTEM THAT IS COMPLEMENTARY WITH, AND
MAY BE CONTIGUOUS WITH, UN-FRAGMENTED FISH AND WILDLIFE CORRIDORS ALONG ANADROMOUS FISH STREAMS WITHIN THE ROADED AREA THAT PROVIDES FISH AND WILDLIFE AND HUMAN ACCESS TO THE SEAS FROM THE UPLANDS.

9.2 – IA3 Improve and expand the community’s trail system to provide an un-fragmented trail system that offers opportunities for a wide range of experiences, safety of the users, and protection of fish and wildlife habitat.

9.2 – IA9 Support the designation of federal funds for trail development, as provided for by MAP-21 or other federal apportionments and allowances.

Area-Wide Transportation Plan (2001)

Although the Area Wide Transportation Plan (AWTP) does not include site specific recommendations for the Auke Lake Wayside or Glacier Highway from Engineer’s Cutoff to Fritz Cove Road, the Area Wide Priority Solution joint list for local and state agencies includes the following solution:

11: Off Street Pathways  
To the Extent possible, use existing and new easements to construct pathways connecting schools, shopping centers, neighborhoods, transit stops, parks, trails and other activity areas.

This recommendation demonstrates the AWTP’s support for the further development of urban trail networks throughout Juneau for transportation purposes, and for the continued collaboration between the CBJ and DOT&PF on such projects. This Policy Solution was designated as “near term,” given the recommendation a high priority.

Non-Motorized Transportation Plan

The Non-motorized Transportation plan makes both general policy recommendations for trail development in Juneau and specific recommendations for the trail proposed as part of State Project 69500. Borough-wide, the plan makes the following recommendation for highest priority non-motorized infrastructure improvements:

1. Cross Juneau Bikeway – Identify gaps, bring all routes up to standards add signs.[sic] This focus on a bikeway will raise the visibility of cycling in Juneau and will encourage residents to take more trips by bicycle.

The proposed project will fill a significant gap in the Cross Juneau Bikeway once the trail from the Brotherhood Bridge is completed, providing a separated facility from the
University to the valley and connecting to existing paved trails on Mendenhall Loop Road, Glacier Highway, and the Mendenhall River.

The Plan also identifies the proposed trail along Glacier Highway from the Brotherhood Bridge to the Auke Lake Trail. This improvement is listed as a high priority, as are wayfinding signs along the length of the trail as part of the Cross Juneau Bikeway. To ensure the continued and consistent implementation of bicycle wayfinding in Juneau, a signage plan reviewed and approved by CDD will be required as a condition of consistency.

**FINDINGS**

Staff finds the proposed construction of a trail from Engineer’s Cutoff to Auke Lake Wayside and the paving of the Auke lake Wayside parking lot consistent with Title 49 and adopted plans therein.

**RECOMMENDATION**

Staff recommends that the Planning Commission recommend that the Assembly find the proposed construction of the Auke Lake Wayside parking lot and multi-use path from Engineer’s Cutoff to UAS consistent with Title 49 and adopted plans and policies therein, with the following conditions:

1) The length of the project shall be signed with wayfinding signs where appropriate as part of the Cross Juneau Bikeway. The applicant must submit a signage and striping plan for review and approval by the Community Development Department for consistency with the Non-Motorized Transportation Plan. (Mandatory)
CITY/STATE PROJECT AND LAND ACTION REVIEW APPLICATION

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**TYPE OF PROJECT REVIEW:**
- [ ] City Project Review
- [ ] City Land Acquisition/Disposal
- [x] State Project Review

**DESCRIPTION OF PROJECT**
The proposed project will construct a multi-use pathway along Glacier Highway from Engineer’s Cutoff to the Auke Lake Wayside. The project also includes construction of a paved parking area at the existing Auke Lake Wayside and a multi-use pathway to the University of Alaska Southeast.

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):**
- Glacier Highway (State)
- Auke Lake Wayside Parking and Boat Launch (CBJ)

**PROPOSED USE OF LAND OR BUILDING(S):**
- Glacier Highway Multi-Use Pathway improvements
- Auke Lake Wayside parking area improvements with a connecting multi-use pathway from the parking area to the University of Alaska Southeast.

**PROJECT NUMBERS ASSOCIATED WITH PROPOSAL:**
- Is this project associated with any other Land Use Permits? [x] Yes
- Case No.: CSP 2012 0010
- Case No.: VAR 2012 0007
- Capital Improvement Program # (CIP)
- Local Improvement District # (LID)
- State Project # 69500

**ESTIMATED PROJECT COST:** $ 3,000,000

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

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**NOTE:** MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM & EVEN IF THE PROPOSED PROJECT IS ASSOCIATED WITH OTHER LAND USE PERMITS, THIS APPLICATION MUST BE FILLED OUT

Revised March 17, 2011 - I:\FORMS\Applications

Attachment A
**DEVELOPMENT PERMIT APPLICATION**

Project Number: CSp2014-0014  
City and Borough of Juneau

Date Received: 5/7/14

Project Description:
The proposed project will construct a multi-use pathway and guardian updates along Glacier Highway from Engineer's Cutoff to the Auke Lake Wayside. The project also includes construction of a paved parking area at the existing Auke Lake Wayside and a multi-use pathway to the University of Alaska Southeast.

**PROPERTY LOCATION**

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**LANDOWNER/LESSEE**

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<th>Property Owner's Name</th>
<th>Contact Person</th>
<th>Work Phone</th>
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<tbody>
<tr>
<td>Alaska DOT&amp;PF</td>
<td>James Brown</td>
<td>907-465-8189</td>
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<tr>
<th>Mailing Address</th>
<th>Home Phone</th>
<th>Fax Number</th>
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<tr>
<td>6860 Glacier Highway</td>
<td>317-750-7754</td>
<td>907-465-4414</td>
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<tr>
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<tr>
<td><a href="mailto:james.brown@alaska.gov">james.brown@alaska.gov</a></td>
<td>Keith Karpstein, 907-465-1796</td>
</tr>
</tbody>
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**LANDOWNER/LESSEE CONSENT**

I am (we are) the owner(s)/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.

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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**

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<td>5/7/14</td>
<td>CSp2014-0014</td>
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*Public Notice Sign Form filled out and in the file.*

**Comments:**

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**NOTE:** DEVELOPMENT PERMIT APPLICATION FORMS MUST ACCOMPANY ALL OTHER COMMUNITY DEVELOPMENT DEPARTMENT APPLICATIONS.

Revised November 2009

Attachment A
May 19, 2014

Mr. Greg Chaney, Planning Manager
City and Borough of Juneau
155 South Seward Street
Juneau, Alaska 99801

RE: Federal Project No. 0933037- State Project No. 69500
JNU: Glacier Hwy Multi-Use Separated Path to UAS

Dear Mr. Chaney:

We are submitting the enclosed plans for your review and comment. In addition to a general review, please specifically review for compliance in accordance with AS 35.30.020.

Under AS 35.30.020, the Department must comply with local planning and zoning ordinances and other regulations in the same manner and to the same extent as other landowners. If you believe that the Department’s construction of this project would result in a violation of planning, zoning, or other regulations generally applicable to landowners, please identify the portions of the project that would be in violation, and the specific planning, zoning, or other regulations that you believe would be violated.

If we have not received comments regarding the project’s compliance with planning and zoning ordinances within 90 days after submittal of these plans, the Department will proceed with the project as planned. If you have any questions, I can be reached by phone at: (907) 465-8189, or by e-mail at: james.brown@alaska.gov.

Sincerely,

James Brown, P.E.
DOT&PF Project Manager

Enc: Preliminary Project Plans

"Get Alaska Moving through service and infrastructure."

Attachment A
PROPOSAL: Local consistency review of DOT&PF project to construct a separated path from Engineers Cutoff to the Auke Lake Wayside, and construct a paved parking lot at Auke Lake Wayside.

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<td>July 22, 2014</td>
<td>Owner:</td>
<td>State of Alaska</td>
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<tr>
<td>Juneau, Alaska 99801</td>
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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 14 days prior to 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 Sarah Bronstein at 586-0466 or sarah_bronstein@ci.juneau.ak.us

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

Date notice was printed: June 19, 2014
CBJ Planning Commission:

Regarding the pedestrian pathway planned from Engineer’s Cutoff to Auke Lake Wayside, the undersigned Alaskan aviators are in support of the Juneau trail system and linking our community’s greenways. We would also like to insure that the status of Auke Lake being a take-off/landing/storage area for float planes, as set forth in the 1993 Juneau State Land Plan, remains. We strongly endorse Auke Lake as a multi-use recreational area and kindly ask the Planning Commission to please consider the existing float plane parking spaces on the south end of the lake when reviewing the designs for the proposed trail.

Thank You,

Sam Capp
Nolan Davis DDS
Morgan Deering
Rod Erikson
Charles Gerbi
Don Hunstman
Dave Horton
Dan Harrah MD
Robert Jacobsen
Edward Kiesel
Butch Laughlin
Kelly McClean
Brandon Olsen
Travis Peden
Vern Peeler
David Qunat
Don Schneider MD
Dave Sandberg
Jordan Smith
Ron Swanson
Douglas Wahto
Gabi Wahto
Jamee Gray Wallis
Scott Watts Pharm.D