

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA
September 10, 2015, 8:00 AM.
Municipal Building - Assembly Chambers**

Assembly Work Session - No public comments

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

IV. AGENDA TOPICS

A. Potential for Housing at Bridge Park Site

V. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's office 72 hours prior to any meeting so arrangements can be made to have a sign language interpreter present or an audiotape containing the Assembly's agenda made available. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.org

MEMORANDUM

CITY/BOROUGH OF JUNEAU

Lands and Resources Office
155 S. Seward St., Juneau, Alaska 99801
Greg_Chaney@ci.juneau.ak.us
Voice (907) 586-0205
Fax (907) 586-5385

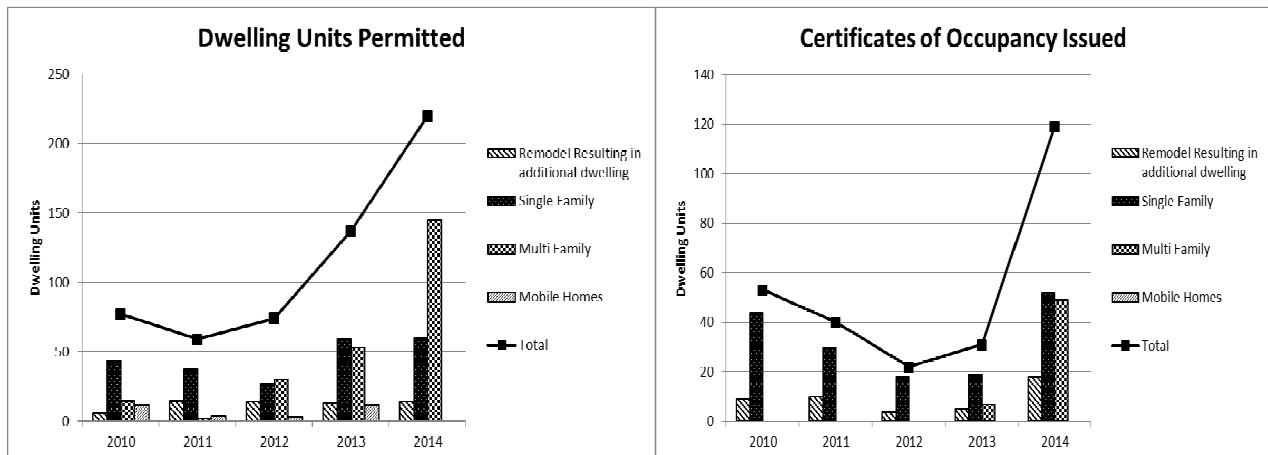
TO: CBJ Assembly Committee of the Whole
FROM: Greg Chaney, Lands and Resources Manager
DATE: September 9, 2015
LOCATION: Borough Wide
SUBJECT: Current Housing Initiatives by CBJ

Below are list of items related to development of housing in Juneau:

- There has been a multi-year effort to extend public water and sewer utility infrastructure throughout the community.
- Utility extensions have resulted in the up-zoning of CBJ and private property to allow for significantly more density, with a potential of up to 30,000 units.
- Switzer Creek Subdivision, out to bid, completion date June 2016
 - Seven multifamily lots, zoning density allows 189 dwelling units
- Pederson Hill Subdivision, Phase one completion, ~40 single family lots, estimated 2018
 - Full build out approximately 200 single family lots and 100+ multifamily units
- Housing First – Assembly pledge of support
 - CDD advising Housing First on development of CDBG application
- Lena Land Sales
 - 6 single family lots sold in last 2 years - 6 lots available for future sales
- Second and Franklin parking lot redevelopment for multifamily housing
 - Currently developing an RFP employing a long term lease strategy
- Gastineau Apartments
 - RFP for demolition out soon
 - Possible use of Gunakadeit Park (Pocket Park, Front & Franklin) as staging area for demolition of Gastineau Apartment Building
 - Potential to dispose of Gunakadeit Park to be utilized to redevelop property with housing
- Subdivision Ordinance revised subdivision standards to facilitate subdivision development
 - Ordinance to become effective beginning of October
- School home building program
 - Less than fair market value sale to Alaska Housing Development Corporation
 - Donations of foreclosed property for housing projects
- Subdivision property tax abatement program – ordinance being drafted
 - Provides incentive for private developers to subdivide land without incurring property tax liability

Page 2

- Mobile home down payment assistance loan program
 - Program development underway – should be available by end of this year
- Accessory apartment incentive grant program
 - Program development underway – should be available by end of this year
- Incentives for restoring dilapidated structures – ordinance being drafted
 - Would provide incentives for rehabilitating apartments downtown
- Sale of rock/gravel at less than fair market value
 - Utilized for Coogan apartments, Housing First project and available to other similar qualifying projects.
- Housing Action Plan
 - Final draft within a month
- Draft Land Management Plan
 - Approximately 140 acres proposed for disposal
 - Currently being circulated for public comment
 - Scheduled for Assembly review in November
- Auke Bay Plan and future neighborhood planning to encourage residential development
 - New residential neighborhood center proposed for Auke Bay
 - Lemon Creek Plan to be undertaken in the near future
- Accessory Apartment Ordinance
 - Increased maximum apartment square footage allowed - streamlined process
- Access easements through CBJ property to support private residential development
- West Douglas Road Extension
 - US Army Corps of Engineers permit granted – construction next year





Engineering Department
 155 South Seward Street
 Juneau, Alaska 99801
 Telephone: 586-0800 Facsimile: 463-2606

DATE: 9/9/15

TO: Mary Becker, Chair Assembly COW

FROM: Rorie Watt, P.E., Director

SUBJECT: Potential for Housing at Bridge Park Site

In response to community comment, the Assembly has requested information regarding the possibility of providing for housing at the Bridge Park Site. The land is currently jointly managed by Docks & Harbors and Parks & Recreation. Both the PRAC and the D&H Board (as well as the Assembly and public) have had extensive involvement in site planning and decision making.

As with any housing project, this site poses development challenges and constraints. I have attached a variety of maps diagrams and excerpts of the planning The general issues at this site include:

Zoning, Land Use and

1. There are approximately 1.3 acres of CBJ owned upland property in this area to the south of the Juneau Douglas Bridge. Lot 12 and 16 are zoned Waterfront Commercial and the remainder is CBJ tidelands. An additional piece of land under the Juneau-Douglas Bridge is CBJ owned but development is restricted by the ADOT – CBJ Airspace Easement recorded in 1980.
2. Waterfront Commercial (WC) zoning allows a residential density of 18 units per acre with a building height restriction of 35'. Lots 12, 16 and the tideland area could accommodate 23 housing units under the zoning code with an additional 2 units possible through bonus point award. There is no height bonus available in WC. There are no variances allowed in the Waterfront Commercial zone.
3. The area is primarily AE flood zone and a small portion along the waterfront is VE. These flood zones require flood insurance for habitable structures and the VE zone restricts additional structural fill for building foundations.
4. The 2013 Comprehensive Plan designates the Land Use Code for this area as RS – Recreational Service Park. The RS designation includes the description "Recreation service parks include CBJ-owned lands with parks developed for active recreation, programmed use, and/or community gardens. Recreation, parking, playgrounds and fields... are possible uses or components of RS-designated lands. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities beyond those accessory to park development. The CBJ should retain ownership of these lands. As many of the existing RS-designated lands are smaller than the minimum area required for a unique zone, these lands must be within the zoning district that surrounds or abuts them.

5. 53.09.150 (c) - Land management plan includes the requirement, " When developing a recommended land management plan or a change to the plan, the planning commission shall be guided by the following principles:
 - (6) Tidelands should be leased only for specific water-dependent and water-related uses and not sold;
 - (13) Lands and shoreline that possess recreational, scenic, wildlife, and other environmental qualities should be preserved as open space. "

Long Range Waterfront Plan

The Long Range Waterfront Plan, adopted by the CBJ Assembly in 2004 was based on extensive public meetings and workshops held in 2003. Regarding the park area by the Juneau Douglas Bridge, the plan states that "Transition of City Maintenance Shop activities to a location outside of the study area allows for reuse of the property and building for new park land. Bike and kayak rentals, artist areas, a small restaurant and other uses would be encouraged to locate here as part of building reuse or other smaller structures introduced in the area. This area also would serve as the formal start of Juneau's 1.8-mile seawalk." The plan calls for the neighborhood adjacent to the park, called Area A, for mixed use development.

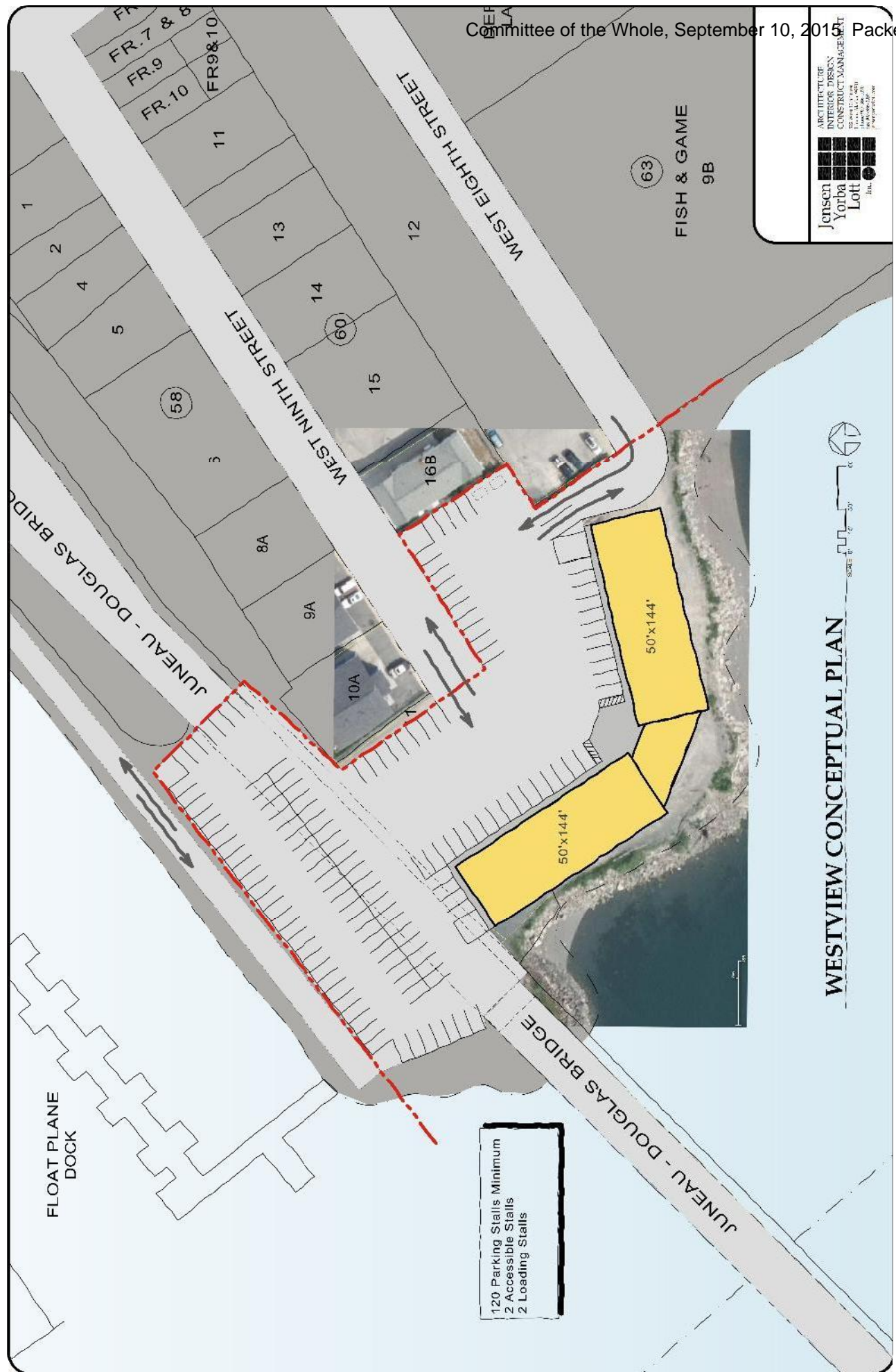
The CBJ has taken many steps over the past decade towards implementing this vision, including the construction of a new street maintenance shop, the development of a new snow storage site, the joint Parks and Docks and Harbors planning efforts and the development, design and permitting of the Whale park and Seawalk project.

Title 49

49.70.960 - Special waterfront areas requires property owners developing along the waterfront shoreline in areas designated by the Long Range Waterfront Plan to pay a fee to the CBJ equal to 20% of the final project cost of the seawalk abutting the property.

CBJ Commission, Board, Assembly Actions

1. The City State Project (CSP) review for the Seawalk project provides a detailed analysis of CBJ plans and guidelines for this property.
2. The Docks and Harbors Board on July 26, 2014 voted to approve the mixed use concept site plan showing the Parks and Recreation park space and the Docks and Harbors Maritime Center Facility. It includes a building for offices and public interpretive features adjacent to the waterfront park. Docks and Harbors is also undergoing a master planning process for land between Norway Point and the Juneau Douglas Bridge.
3. The Parks and Recreation Advisory Committee on September 11, 2012 approved the mixed use concept site plan described in #13.
4. By Resolution 2628, the Assembly designated the site as the location of the Whale sculpture.



WESTVIEW CONCEPTUAL PLAN



Jensen
Yorba
Lott
Inc.

ARCHITECTURE
INTERIOR DESIGN
CONSTRUCT MANAGEMENT

1100 W. 10th Ave.
Juneau, Alaska 99801
Phone: 907.586.4400
Fax: 907.586.4401
www.jensenyorballott.com



- PROPERTY OWNERSHIP**
- CBJ
 - DOCKS AND HARBORS MANAGEMENT
 - PRIVATE
 - DOT
 - DOT AIRSPACE



Figure 29: Area A (Overall): 2025 Concept Plan



Redevelopment and enhancement of publicly held parcels/use are encouraged to serve as catalysts for higher and better property development of the district overall. Private parcels, encouraged through CBJ initiatives and potential housing public-private ventures, are over time transformed/enhanced to support uses and design character consistent with the vision for the district.

Area A is an important transition point into Downtown, and as such, the Plan calls for creation of a gateway/entry feature along Egan Drive after the Juneau-Douglas Bridge (see Figure 29, feature A1). The gateway/entry feature could include signage, landscape and other features. Landscaping, changes in pavement patterns and styles, and others features designed to slow traffic are proposed for Egan Drive from the Bridge to the Subport.

Transition of City Maintenance Shop activities to a location outside of the study area allows for reuse of the property and building for new park land (see Figure 29, Feature A3). Bike and kayak rentals, artist areas, a small restaurant and other uses would be encouraged to locate here as part of building reuse or other smaller structures introduced in the area. This area also would serve as the formal start of Juneau's 1.8-mile seawalk. Enhancement to the tidelands area and the Gold Creek Protection Zone are also depicted (see Figure 29, Feature A4).

Suggested Design Criteria

For each of the areas under consideration, a series of design criteria were established to help guide future development efforts in a manner consistent with the overarching themes described previously. Design criteria cover site and structures, massing and scale, character, street orientation, transparency and other elements identified within the text and as part of Figure 30. Guidelines are anticipated to be incorporated as part a design overlay to be established as part of integration of the Waterfront Plan with the CBJ's Comprehensive Plan.

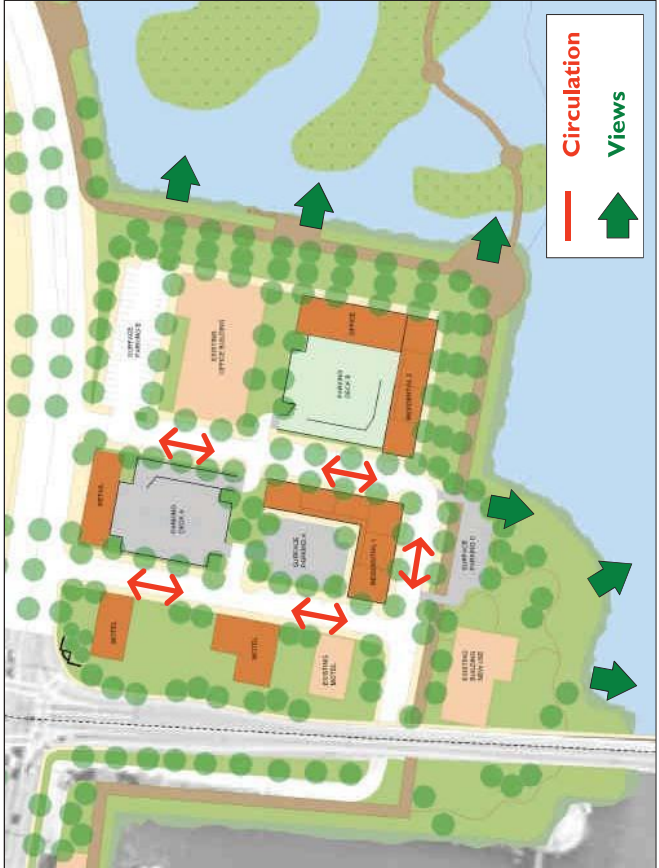
For Area A, suggested design criteria include:

- **Site and Structures – Mixed-Use District.** Retain and reuse the Department of Labor Building for its present use or other office uses. Over time, encourage redevelopment/transition of other buildings and structures as smaller residential, hotel, office or other community oriented commercial offerings. Redevelopment of the State's Fish and Game Building, located in the southwest corner of the site, is the key development opportunity that will align the district as a revitalized and desirable address in Juneau.
- **Site and Structures – Waterfront.** Explore potential reuse opportunities for the City Maintenance Shop Building. For the seawalk, create a series of overlooks, interpretive signage, and other elements appropriate for the district (see Seawalk Design for additional detail).

View of Similar Waterside Massing and Scale Treatments (Area A)

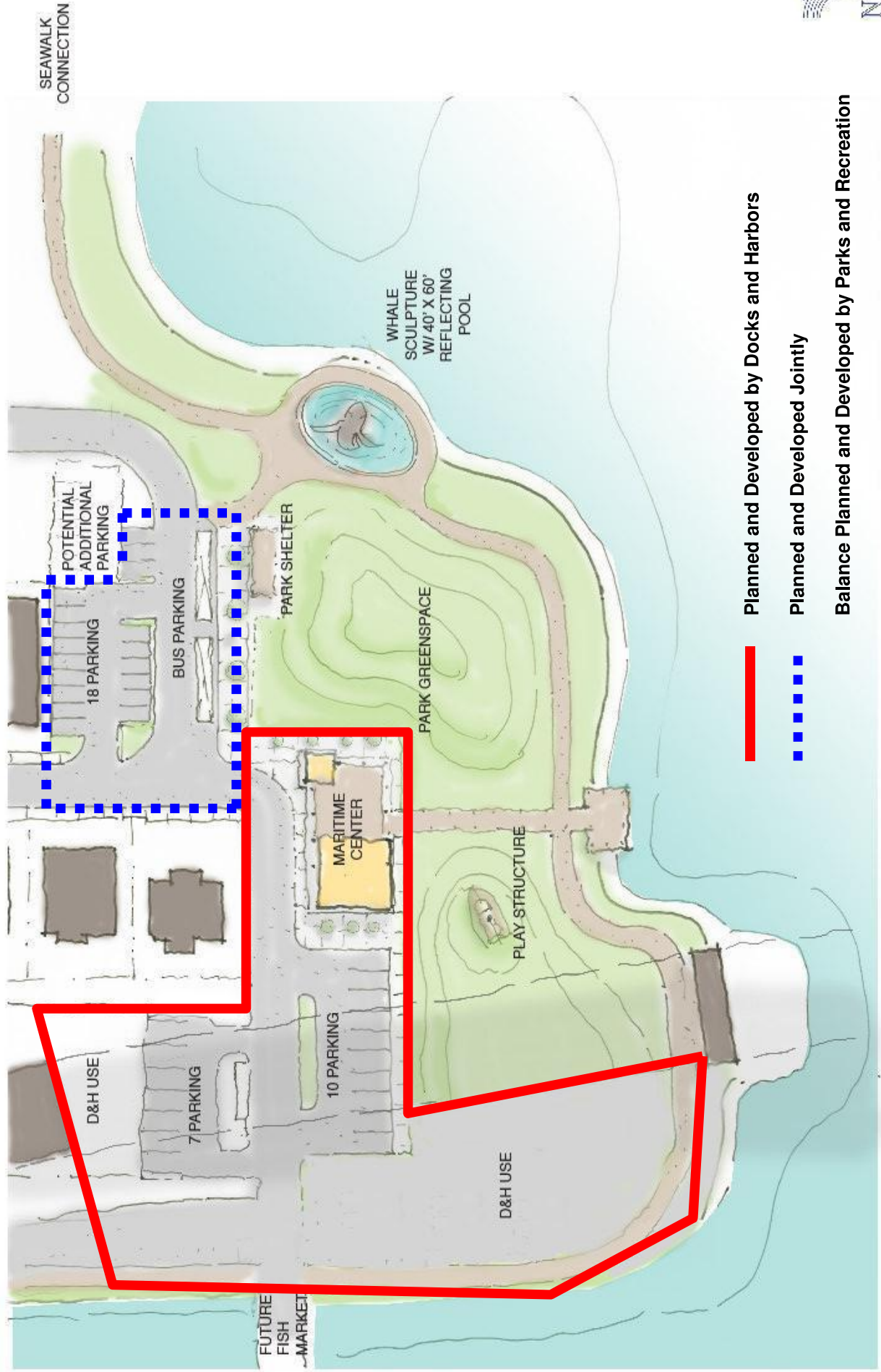


Figure 32: Area A: Circulation and Views



PREFERRED SITE PLAN

ATTACHMENT C



Presented by: The Manager
Introduced:
Drafted by: J.W. Hartle

RESOLUTION OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2628

A Resolution Expressing Assembly Support for the Location of “The Whale Project,” a Sculpture of a Breaching Humpback Whale, in the Vicinity of the Former City Shop Under the Juneau-Douglas Bridge.

WHEREAS, the Assembly, at its August 6, 2007, regular meeting expressed its support for the breaching humpback whale sculpted by Skip Wallen (“The Whale Project”) as an appropriate way to commemorate the 50th anniversary of statehood, and authorized the manager to:

- (1) accept and maintain The Whale Project on behalf of the City and Borough of Juneau;
- (2) approve the placement of the sculpture in Marine Park; and
- (3) prepare the site to receive and properly position the sculpture, subject to an engineering evaluation and the normal City and Borough budgeting process; and

WHEREAS, potentially competing uses and space configuration make placement of the whale sculpture at Marine Park impractical; and

WHEREAS, the Docks and Harbors Board and the Parks and Recreation Advisory Committee have both approved a Preferred Site Plan for the former City Shop location under the Juneau-Douglas Bridge, which includes The Whale Project.

NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. The Assembly expresses its support for the Preferred Site Plan in the vicinity of the former City Shop under the Juneau-Douglas Bridge, and the inclusion of The Whale Project.

Section 2. The Assembly reaffirms its authorization to the manager to:

- (a) accept and maintain The Whale Project on behalf of the City and Borough of Juneau; and
- (b) prepare the site to receive and properly position the sculpture, subject to an engineering evaluation and the City and Borough budgeting process.

Section 3. Effective Date. This resolution shall be effective immediately upon adoption.

Adopted this day of 2012.

Bruce Botelho, Mayor

Attest:

Laurie J. Sica, Clerk

ATTACHMENT B

Agenda

Regular Planning Commission Meeting City and Borough of Juneau Mike Satre, Chairman

August 11, 2015
Assembly Chambers
7:00 PM

- I. ROLL CALL
- II. APPROVAL OF MINUTES
 - A. July 14, 2015 Regular Planning Commission Meeting Minutes
- III. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS
- IV. PLANNING COMMISSION LIAISON REPORT
- V. RECONSIDERATION OF THE FOLLOWING ITEMS
- VI. CONSENT AGENDA
 - A. CSP2015 0012, City project review for a new park and extension of the seawalk.
- VII. CONSIDERATION OF ORDINANCES AND RESOLUTIONS
- VIII. UNFINISHED BUSINESS
- IX. REGULAR AGENDA
- X. BOARD OF ADJUSTMENT
- XI. OTHER BUSINESS
- XII. DIRECTOR'S REPORT
- XIII. REPORT OF REGULAR AND SPECIAL COMMITTEES
 - A. July 2, 2015 Marijuana Committee Worksession Minutes
- XIV. PLANNING COMMISSION COMMENTS AND QUESTIONS
- XV. ADJOURNMENT




Community Development

City & Borough of Juneau • Community Development
155 S. Seward Street • Juneau, AK 99801
(907) 586-0715 Phone • (907) 586-4529 Fax

DATE: July 31, 2015

TO: Planning Commission

FROM: Teri Camery, Senior Planner 
Community Development Department

FILE NO.: CSP2015 0012

PROPOSAL: A City Project Review for a new park and seawalk extension

GENERAL INFORMATION

Applicant: CBJ Engineering and Public Works Department

Property Owner: City and Borough of Juneau;
State of Alaska Department of Transportation

Property Address: 1300 W. 9th Street

Legal Description: TIDELANDS ADDITION BL 58 LTS 11 & 12 FR & BL 87
ATS 3 FR TIDELANDS ADDITION BL 87
TIDELANDS ADDITION BL 87 FR & ATS 3 FR SPIT
TIDELANDS ADDITION BL 67 LTS 1 & 4-18

Parcel Code No.: 1-C06-0-K58-006-0
1-C10-0-K83-003-2
1-C06-0-K63-005-0
1-C06-0-K67-001-0

Site Size: 1800 linear feet of seawalk; 1.5 acre park; 2.7 acre habitat island

**Comprehensive Plan Future
Land Use Designation:** CBJ Recreational Service Park; Marine Commercial

Zoning: Waterfront Commercial

Utilities: CBJ water and sewer

Planning Commission
File No.: CSP2015 0012
July 31, 2015
Page 2 of 12

Access: Egan Drive

Existing Land Use: CBJ tidelands and vacant adjacent uplands

Surrounding Land Use:

- North - Egan Drive; State of Alaska Department of Labor; State of Alaska Department of Fish and Game; Juneau Hotel
- South - Gastineau Channel
- East - 10th Street; Juneau-Douglas Bridge
- West - Gastineau Channel; Egan Drive

VICINITY MAP



Planning Commission
 File No.: CSP2015 0012
 July 31, 2015
 Page 3 of 12

ATTACHMENTS

Attachment 1	Development Permit Application
Attachment 2	DOT property owner authorization
Attachment 3	City Project Review Application
Attachment 4	Project Narrative
Attachment 5	Site Plan, including property ownership map
Attachment 6	Project History
Attachment 7	U.S. Army Corps of Engineers Application (excerpts)
Attachment 8	Final Corps of Engineers Permit

PROPOSAL

The applicant, CBJ Engineering and Public Works Department, requests a City Project Review for development of a park and seawalk which extends from the 10th Street Juneau-Douglas Bridge to the eastern edge of Gold Creek.

The development includes three main elements: 1) a park area under the Juneau-Douglas bridge; 2) a pile-supported seawalk; and 3) habitat enhancement along the shoreline and on a restored habitat island.

The applicant, CBJ Engineering and Public Works, has divided the project into five plan sheets that correlate with the project narrative (Attachments 4 and 5) to simplify a complex project description, as follows:

- 1) **Bridge Park, site plan sheet L-101.** The Bridge Park serves as the gateway to the seawalk. This section of the development, the primary attraction, includes the following: upland park area; bus and vehicle parking; a bus waiting shelter; stair access to fishing areas; a 28-foot bronze whale statue (donated to the CBJ); infinity pool; and a plaza surrounding the sculpture. The whale and pool will be constructed on intertidal fill. (This issue will be discussed in the Habitat section of the staff report.) The project will include site furnishings which have not been finalized at this time, as shown in the northwest corner. Restrooms are planned for the future.

In accordance with the CBJ Long Range Waterfront Plan, this area also includes a mixed-use building, which may be a maritime center or other similar facility in the future. The basic site of the building is shown, however the site will be maintained as grass until construction begins. CBJ Docks and Harbors also has plans to open a fish market on the north side of the bridge.

Site access will be from both 8th and 9th streets. Buses will be required to exit on 9th Street and take a right turn onto Egan. The applicant notes that 8th Street is in poor condition, and will be addressed in a separate CBJ project that will happen following the park/seawalk construction.

- 2) **Seawalk West, site plan sheet L-205.** From the east end of Bridge Park, the seawalk starts off as a pile-supported structure similar to other seawalk segments downtown. The seawalk connects directly to the ADF&G parking lot at an enlarged area that serves as a scenic overlook, picnic area, and access point to the tidelands with stepping stones.
- 3) **Habitat Island, site plan sheet L-206.** This island is the primary mitigation area for the intertidal fill placed in the Bridge Park (discussed in detail in the Habitat section). The seawalk transitions to an at-grade boardwalk along the island before returning to a pile-supported structure that extends the remaining distance to the west side of Gold Creek. This area will include many interpretive signs and will serve as a hub for environmental education along the path. Final designs for this signage system are in process. The area includes two viewpoints and a stepping stone path through the intertidal area, which will be flooded at high tides.
- 4) **Cove Beach, site plan sheet L-207.** This section provides pedestrian access to the park area from the Egan Drive sidewalk. The stepping stone path in this section follows through to the stepping stone path noted above which goes through the intertidal area to the habitat island. Like the habitat island path, this path will be flooded during high tides. This area includes many habitat restoration features such as an enhanced tidal pond. It serves as the main access point for construction of the habitat island.
- 5) **Seawalk East, site plan sheet L-208.** In the final project section, from the island to west edge of Gold Creek, the seawalk returns to a pile-supported structure. The seawalk connects to Egan Drive. CBJ is the negotiating process with DOT to allow a designated pedestrian crossing at this point, however this is not currently allowed. Signage will direct seawalk users to an appropriate crossing location.

Property Ownership. Site plan sheet G-010 (Attachment 5) shows property ownership in the development area. The project is located primarily within CBJ-owned tidelands and adjacent upland areas; however certain sections, primarily the Cove Beach area, fall within the ADOT right-of-way. The Bridge Park area is the former location of the CBJ Streets shop, which was removed in 2012. The applicant has worked extensively with ADOT and adjacent property owners throughout the planning process, as described in the Background section of this report.

Construction Schedule and Park Management. Construction is expected to begin this winter to move fill into the park area, construct the habitat island, and conduct pile-driving for the seawalk. Truck traffic to and from the project site will be restricted during the peak traffic times of 4:30-5 p.m. Construction will continue through spring and summer 2016. The expected completion date is approximately September 2016. The area will be managed by the CBJ Parks and Recreation Department when final. The park area will be lit, while the seawalk will have

Planning Commission
File No.: CSP2015 0012
July 31, 2015
Page 5 of 12

pedestrian-level lighting for added safety.

BACKGROUND

The applicant has provided a partial history of the project in Attachment 6. This history does not include the many individual state and federal resource agency meetings that resulted in the final habitat restoration plan.

The public review process for the project first began in 2008 as CBJ prepared to construct a new Street Maintenance facility in Lemon Creek and abandon the Juneau-Douglas bridge site. The park-seawalk project, based on the guidance of the date Long Range Waterfront Plan, was introduced in 2009. The first full public review of the project took place in 2010, when the applicant presented three park/seawalk options to several CBJ committees and in public meetings.

Placement of a whale statue on site was first discussed in 2010, while alternatives to the whale were discussed throughout 2011. The bronze whale statue was officially added to site plans in 2012 after adoption by the CBJ Assembly (Resolution #2620). The statue has been donated.

The CBJ Streets Shop building was demolished in 2012. CBJ acquired the “spit” property from the property owner shortly afterwards, which provided CBJ with ownership of the entire park/seawalk area with the exception of the ADOT right-of-way along Egan Drive.

In May 2013, the applicant held a public meeting with resource agencies to discuss habitat restoration details and develop final plans. These meetings resulted in the final intertidal fill and mitigation plan presented to the U.S. Army Corps of Engineers. The Corps permitting process took almost two years and the final permit was received in April 2015.

The Assembly gave final approval to move forward with the project in June 2015. The seawalk is funded by marine passenger fees, while sales tax funds the park/ parking. The whale statue will be donated. The total project cost is approximately \$10-15 million depending on which factors are included.

The applicant has been actively working with adjacent property owners on the project for the last five years. Currently, the applicant has ongoing communication with owners regarding the construction schedule and parking and access issues. All adjacent property owners generally support the project due to the amenities and likely increase in property value.

CBJ Engineering is in the process of developing a Memorandum of Agreement with ADOT to guide ongoing coordination efforts with different construction activities and future pedestrian crossings in this area. The park/seawalk project will begin before ADOT’s Egan Drive reconstruction project begins, which addresses the bridge to Main Street.

Planning Commission
 File No.: CSP2015 0012
 July 31, 2015
 Page 6 of 12

ANALYSIS

The seawalk is specifically described and mandated in CBJ Code 49.70.960(c)(6), below:

Seawalk. A pedestrian access easement and walkway intended to provide a continuous pedestrian path along the entire downtown waterfront area, shall be included with all future development or redevelopment along the downtown waterfront shoreline. This walkway, to be known as the seawalk, shall be a continuous path along the entire downtown waterfront as depicted in the Long Range Waterfront....Unless the alignment of the seawalk requires otherwise, owners of property...shall dedicated all easements necessary for construction of a seawalk 16 feet in width.

The 2004 Long Range Waterfront Plan (adopted by Ordinance 2004-40) also requires the seawalk to be 16 feet wide. The applicant has confirmed that 16 feet is the minimum width of the walkway, which is necessary to accommodate bicycles, pedestrians, and site amenities. The path is wider in several places with bump-outs that allow placement of benches, trash cans, signage, etc.

CBJ Code does not list a specific parking requirement for parks. The Bridge Park area (site plan sheet L-101, Attachment 5) shows four bus parking spaces, 11 standard vehicle spaces, and a crosswalk and bus shelter. Parking is available in the adjacent state agency lots on weekends and before and after state working hours. Site access will be from both 8th and 9th streets. Buses will be required to exit 9th Street and take a right turn onto Egan. As noted earlier, the applicant is negotiating with ADOT to provide an additional pedestrian crosswalk and/or overpass across Egan Drive to connect with the nearby grocery store and retail area.

CONFORMITY WITH ADOPTED PLANS

2013 Juneau Comprehensive Plan

The project area has two designations in the 2013 Comprehensive Plan: CBJ Recreational Service Park and Marine Commercial. These areas are defined as follows:

Recreational Service Park. Recreational Service Parks include CBJ-owned lands with parks developed for active recreation, programmed use, and/or community gardens. Recreation, parking, playgrounds and fields, ski lifts, All-Terrain Vehicle (ATV) riding parks, rifle ranges, operations and maintenance-related structures are possible uses or components of RS-designated lands.

Marine Commercial. Land to be used for water-dependent commercial uses such as marinas/boat harbors, marine vessel and equipment repair services, convenience goods and services for commercial and sport fishing, marine recreation and marine tourism activities such as food and beverage services, toilet and bathing facilities, bait and ice

Planning Commission
 File No.: CSP2015 0012
 July 31, 2015
 Page 7 of 12

shops, small-scale fish processing facilities, hotels and motels, and similar goods and services to support mariners and their guests.

The project clearly complies with the Recreational Service Park designation with its many park amenities. Compliance with the Marine Commercial designation is less obvious, however the project substantially conforms with this designation because the seawalk is a water-dependent, marine recreational service that may accommodate commercial use.

The project complies with several Comprehensive Plan policies including the following:

Policy 7.11 To preserve and protect a diversity of fish and wildlife habitat throughout the CBJ.

7.11 – SOP2 Include protection of important fish and wildlife habitats in Capital Improvement Projects and Land Use Planning.

The project includes extensive habitat restoration measures in this section of coastline, since the coastline has been severely altered and degraded over time. These measures, described in detail in the Habitat Section of this report, include restoring natural intertidal contours, removal of invasive species, and extensive re-vegetation efforts.

Policy 9.1 To provide quality dispersed outdoor recreational opportunities and to acquire and develop sufficient local parks and recreational facilities in locations convenient to all areas of the CBJ. Places given priority for new facilities include rapidly developing areas and currently developed areas that lack adequate parks and recreation facilities.

The project provides a unique urban waterfront park located out of the primary congested area of downtown. The park includes amenities for a variety of users, including sitting and viewing areas, shoreline fishing access, an infinity pool, environmental education, and the extended seawalk for walkers, runners, and cyclists.

Lastly, the Subarea 6 Guidelines and Considerations (for downtown Juneau) specifically mentions the seawalk:

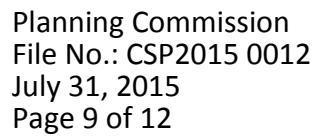
7. Preserve public access to the shoreline and waterfront areas. Provide for public access, open space/natural areas and water-dependent and water-related uses on the downtown waterfront via the seawalk with connections to the existing pedestrian system.

The project provides extensive public access to the shoreline while enhancing habitat with innovative restoration efforts.

Planning Commission
File No.: CSP2015 0012
July 31, 2015
Page 8 of 12

2004 Long Range Waterfront Plan

The 2004 Long Range Waterfront Plan, an officially adopted element of the 2013 Comprehensive Plan, has been the primary guidance document for development of the Bridge Park and seawalk. The plan identified the project area for environmental enhancement/open space/recreation, as shown on the following page:



Planning Commission
File No.: CSP2015 0012
July 31, 2015
Page 10 of 12

Area A above is further described in the Plan below:

“One of two primary waterfront areas in need of redevelopment, Area A holds promise as a mixed-use redevelopment area supportive of two and three story office, residential, hospitality, and recreational uses. Enhancement of the area should at minimum include improvement of the visual character of the area, creation of a gateway into downtown, traffic calming elements along Egan Drive, and enhancement of tidelands and natural areas found with and surrounding Gold Creek.”

The project addresses all of these elements, though the mixed-use development is not clearly defined at this stage, as noted in the Project Description. The park includes recreational opportunities for many different types of users, re-vegetation and beautification elements, and extensive habitat enhancement and restoration measures. Future stages of the project will provide connections between 8th and 9th Streets and additional pedestrian crossings to promote a mixed-use district that crosses Egan Highway and creates a new sense of neighborhood and community in the area.

HABITAT

The project requires approximately 3.2 acres of intertidal fill to construct the Bridge Park and the habitat island. The habitat island will be created as mitigation for the Bridge Park fill, in conjunction with adjacent re-vegetation and restoration efforts.

The final permit from the U.S. Army Corps of Engineers (Attachment 8) lists project elements below:

Planning Commission
 File No.: CSP2015 0012
 July 31, 2015
 Page 11 of 12

Project Description: Place dredged and/or fill material into waters of the U.S. below the high tide line, including special aquatic sites, as well as the placement of structures into waters of the U.S. below the Mean High Water to facilitate the construction of a habitat island, park, and elevated walkway. Specifically the work includes:

1. Discharge 410 cubic yards of riprap, soil material, cobble, and gravel below the high tide line (HTL) (+20.8 feet above the 0.0 foot contour line) impacting 0.1 acres of marine intertidal substrate to vegetate the existing riprap side slopes.
2. Discharge 11,500 cubic yards of shot rock and riprap below the HTL impacting 0.58 acres of marine intertidal substrate to construct a park.
3. Discharge 30,000 cubic yards of shot rock and riprap below the HTL impacting 2.69 acres of marine intertidal and subtidal substrate including 0.12 acres of vegetated shallows to construct a recreational island.
4. Discharge 360 cubic yards of shot rock below the HTL impacting 0.07 acres of marine intertidal substrate to access the proposed island.
5. Discharge 127 cubic yards of rock below the HTL impacting 0.05 acres of marine intertidal substrate to construct two pedestrian paths for access to the proposed recreational island and intertidal waters.
6. Install 65 each 14-inch to 16-inch diameter steel piles below the Mean High Water Mark (+15.4 feet above the 0.0 foot contour line) to construct two viewing platforms and one pedestrian and bicycle path.
7. Create a total of 0.37 acres of tidal wetland vegetation through transplanting, and new plantings including the transplanting of 0.12 acres of existing Alkali grass and other native species on site.

Corps permit conditions include extensive erosion control and re-vegetation measures, in addition to an invasive plant survey and mandatory removal of invasive species. These conditions are noted on page 3 of the permit. Monitoring reports are also required.

The applicant's Corps Permit Application, included in part as Attachment 7, provides a detailed history of the development that includes planning efforts as well as natural history. The application has a description of the original coastline before modern development, which provided the foundation for the restoration plan. The restoration plan was further developed from scientific data obtained from the following reports:

1. Biological data taken by Pat Harris in her report "Biological Inventory: Habitats, Fish Use, Pond Water Quality Gold Creek Delta, Juneau, Alaska" June-July 2013.
2. A report by Catherine Pohl, "Preliminary Summary of Bird Survey Results: Juneau Seawalk Project Area", May 2013; and additional vegetation analysis by Koren Bosworth.
3. A functional lift analysis was performed by Hans Ehlert/CH2MHILL, "Assessment of Functions and Compensation for the Proposed Seawalk Habitat Island near Gold Creek, Juneau, Alaska" February 2014.

Planning Commission
 File No.: CSP2015 0012
 July 31, 2015
 Page 12 of 12

4. Engineering data that was collected includes a technical memorandum by Coast and Harbor Engineering, "Gold Creek Seawalk Project- Basis of Coastal Engineering Design" December 2013.
5. "Geotechnical Findings and Recommendations: Juneau Seawalk Upgrades" by Golder Associates Inc., 2013.
6. Engineering analysis and design performed by Tetra Tech, Inc.
7. Landscape architectural services performed by JA Brennan Associates.
8. A historical photo report, "Historical Series for Gold Creek Delta Project Area" by Richard Carstensen of Discovery Southeast, July 2013.

The restoration plan is best summarized by the following paragraph, copied directly from the applicant's Corps application:

The intent of the project is to restore and enhance coastal shoreline, provide safe access to the water and downtown for commuters, and to create educative and interpretive elements on the waterfront. To do this, this project proposes to construct a park that is partially on fill, and a pile and fill supported seawalk that works to restore and enhance the shoreline to its condition prior to development. However, because the entire project area has been filled in the last century and now supports residential neighborhoods, commercial areas, a highway, bridge abutment, civic structures and parks, the fill cannot be removed. The project proposes to restore the shoreline in its new location and create additional shoreline to offset the loss of habitat from fill.

The project represents the most extensive habitat restoration project in the downtown area for many decades, and easily complies with the Habitat Standard of the Juneau Coastal Management Program, CBJ Code 49.70.950(c)(3):

"Wetlands and tideflats shall be managed so as to ensure adequate waterflow, nutrients, and oxygen levels, to avoid the adverse effects on natural drainage patterns, the destruction of important habitat, and the discharge of toxic substances."

FINDINGS

Staff finds that the proposed development complies with CBJ Code Title 49, the 2013 Juneau Comprehensive Plan, the 2004 Long Range Waterfront Plan, and the Juneau Coastal Management Program, as described in the preceding analysis.

RECOMMENDATION

Based upon the proposed plan (identified in Attachments 1-8), and the findings and conclusions stated above, the Community Development Department Director recommends that the Planning Commission **RECOMMEND APPROVAL** to the Assembly for the request, which would allow development of a park and extended seawalk.

Parks & Rec and Docks & Harbors. Another important area of property boundaries is along the Cove Beach section of the project. This will be the main access point for construction of the Habitat Island and runs through DOT ROW and CBJ property.

Bridge Park:

The park area serves as a gateway to the Seawalk. In the LWRP the area was meant to be programmed as a mixed-use development, open space, and recreation hub. The proposed plan is comprised of upland park area, parking, bus parking, covered bus waiting, stair access to fishing areas, a picnic shelter, and a 28' lifesize bronze whale sculpture (donated to the CBJ), infinity pool, and plaza surrounding the sculpture. The park area will be lit to increase visibility and to create an appropriate ambiance. Site amenities, including both fixed and moveable site furnishings, are included. The whale and pool are proposed to be constructed on fill.

CBJ Docks and Harbors has plans to open a Fish Market on the North side of the JD Bridge. There is also a mixed use building to be located on the site, as shown in the LRWP. The basic location of the building has been shown, but the area will be grass and asphalt paths until the programming of the building is determined and construction commences. If a building is constructed and the fish market concept goes through (Docks and Harbors is currently studying the area from the Yacht club to the JD Bridge), additional parking for the site will be needed. These areas are left as gravel for the time being to be flexible for current/ future uses (under the bridge and on the North side of the bridge). The future mixed use building likely will include public restrooms and a pump room (if the fountain aspect of the whale pool goes forward).

It is noted that traffic in this area is not ideal, especially at rush hour. The site is set up for tour visitors to come on their way back to town, with buses only exiting the site by turning right onto Egan Drive. West 8th Street is in poor condition and will be addressed in a parallel project that will go into design this winter and construction should follow the Seawalk- Bridge to Gold Creek project. This project will connect West 8th and West 9th to give traffic more options. A future possibility is to connect them under the bridge to the harbor road.

Seawalk West:

From Bridge Park, the Seawalk starts off as a pile supported structure with wood decking, similar to what we've constructed on past Seawalk segments. At the "spit" (or corner of the ADF&G building), there is a widened deck area. There is a connection between the Seawalk and ADF&G parking lot to at the "boat deck" area. This enlarged portion of the Seawalk serves as a scenic overlook, picnic area, and access down to the tidelands. The staircase to the tidelands switches from standard Seawalk details to a fiberglass stair/ rail system once below the tideline. Parts of this stair system will be underwater at high tide. The deck area is in the shape of a boat, which is not only an aesthetic feature but functional as well. The railing in the boat area switches to a wood slat system that is tilted to provide a wind block as well. A tensile fabric structure provides some relief from rain.

From the boat deck towards the Habitat Island, the vertical profile of the structure was narrowed, to minimize the visual impact.

Habitat Enhancement:

The Island serves as the main focus of the habitat enhancement efforts on the project. The goal was to take our existing shoreline/ flats area and create a more natural setting than we see today. As described in Richard Carstensen's report for the project, creating a "natural" area is no small task with the great history of disturbance to Gold Creek and its delta. The design team studied other streams/ creeks in the area to assist in determining what vegetation could grow at different elevations. The design team then inventoried plants and animals that were seen in the area between the Bridge and Gold Creek over a summer. The design team was able to pick out prominent and important habitat areas and features to maintain, including the old dredge pond which was frequently visited by fish and shore birds.

The Island is designed to maximize the amount of area at specific elevations and slopes that are conducive to the riparian habitat we are trying to create. It will take years for the vegetation to fully take hold and we are required by the Army Corps permit to monitor the site for 5 years, to ensure the native plants we want to take hold are thriving and invasive species are removed. A restrictive covenant was created for the habitat enhancement areas, complying with Corps permit.

The Seawalk transitions to an at-grade boardwalk along the Island. The Seawalk then returns to a pile supported structure from the Island to Gold Creek and the Egan Drive connection.

The Habitat Island serves as the hub for environmental education interpretive elements as well. The entire project will have an extensive interpretive element and the design for that system is currently underway. Elements that need to be completed during construction will be added to this contract.

Cove Beach:

The Cove Beach area of the project is proposed to be the main access point for construction of the Island. A zone of 2" rock will be constructed in the DOT ROW to assist with cleaning wheels during trucking.

Critical habitat that is within the construction access and Island fill areas will be transplanted prior to construction. After construction, disturbed areas will be returned to a "natural state". An access pad will be created across the tidelands, which will eventually turn into a stepping stone path. Lower elevations of the path will be inundated during high tides.

Seawalk East:

From the Island to Gold Creek, the Seawalk transitions back to a pile supported structure. The Seawalk connects into Egan Drive just North of Gold Creek. The connection point is aligned for a potential future crossing across Egan Drive. DOT will not allow a designated crossing at this time. Seawalk users, will therefore, be encouraged to continue along the waterside of Egan drive to an appropriate crossing location.

[illegible]

CITY AND BOROUGH OF JUNEAU
E16-011, DOWNTOWN SEAWALK - BRIDGE TO GOLD CREEK

ILLUSTRATIVE SITE PLAN

Project No.:	135-12554-15003
Designed By:	BPL
Drawn By:	BPL
Checked By:	DRB

G-003

Seawalk- Bridge to Gold Creek

Brief History:

The public process began in 2008 with CBJ Lands Department, as CBJ Streets began planning their new facility in Lemon Creek and were to abandon the site once that project was completed. The recommendation after a series of meetings was to use the LRWP as guidance for development and not sell the property to private entities.

In early 2009, the result of a joint PRAC/ Docks & Harbors meeting, the concept of a maritime museum was recommended for the site to encourage mixed use. A building condition report was done on the CBJ Streets building to determine if it would be reusable, for other purposes. It was determined that the building was in too bad of shape and the best course of action was to demolish the existing structure.

A process to determine ownership/ management of the surrounding property led to a joint agreement between CBJ Parks & Rec and Docks & Harbors. The first public review of the project began in 2010, when three options for a seawalk location were presented to the PWFC, D&H, & the Fisheries Development Committee. Tetra Tech was awarded the contract for design in 2010 and hosted the first of a couple public meeting in late 2010. The result of those meetings, was a design that took the Seawalk away from Egan Drive and through a habitat Island- what the final design is today.

The concept of the whale statue landing on this site became a possibility in 2010. It was determined that the whale would serve as an anchor/ gateway feature to the Seawalk and encourage use of the area. Alternatives with the whale were drawn up and presented through 2011. The Whale was officially adopted into the site in 2012 by the CBJ Assembly.

A boundary line on the site was adopted between Parks & Rec and Docks and Harbors in 2011, at a joint meeting. The line has been used as a guide, but throughout design there has been coordination between both Parks & Rec and Docks & Harbors to ensure the area is developed as a functional whole.

The CBJ Streets Shop building was demolished in 2012. CBJ was able to acquire the “spit” property from private owners shortly afterwards. The purchase of the property gave CBJ ownership of the entire Seawalk route, with the exception of DOT ROW at Egan Drive.

In May 2013, a public meeting with the agencies was hosted. The goal was to encourage discussion on habitat details and learn from the agencies past experiences.

After 2012, PWFC, D&H and PRAC have received periodic updates on the project.

The Corps permitting process took approximately 2 years and the permit was received in late April 2015.

The Assembly gave approval to move forward with the project in June. There were some efforts to reconsider the whale relocation but that has been resolved and now we have applied for permits.

The current plans show a direct market fisheries area (Docks & Harbors), a multi-use building (the original desire from both P&R and D&H), and additional parking that are future projects.



**PLANNING COMMISSION
NOTICE OF RECOMMENDATION**

Date: August 17, 2015

File No.: CSP2015 0012

City and Borough of Juneau
CBJ Assembly Members
155 S Seward Street
Juneau, AK 99801

Application For: Planning Commission Recommendation to the City and Borough Assembly regarding a new park and seawalk extension.

Legal Description
or ROW name: TIDELANDS ADDITION BL 58 LTS 11 & 12 FR & BL 87
ATS 3 FR TIDELANDS ADDITION BL 87
TIDELANDS ADDITION BL 87 FR & ATS 3 FR SPIT
TIDELANDS ADDITION BL 67 LTS 1 & 4-18

Property Address: 1300 W. 9th Street
Parcel Code No.: 1-C06-0-K58-006-0
1-C10-0-K83-003-2
1-C06-0-K63-005-0
1-C06-0-K67-001-0

Hearing Date: August 11, 2015

The Planning Commission, at a regular public meeting, adopted the analysis and findings listed in the attached memorandum dated July 31, 2015, and recommended that the City Manager direct CBJ staff to design and build the project in accordance with the application materials.

Attachments: July 31, 2015 memorandum from Teri Camery, Community Development, to the CBJ Planning Commission regarding CSP2015 0012.

This Notice of Recommendation constitutes a recommendation of the CBJ Planning Commission to the City and Borough Assembly. Decisions to recommend an action are not appealable, even if the recommendation is procedurally required as a prerequisite to some other decision, according to the provisions of CBJ §01.50.020(b).

City and Borough of Juneau
CBJ Assembly
File No.: CSP2015 0012
August 17, 2015
Page 2 of 2

Project Planner:


Teri Camery, Senior Planner
Community Development Department


Michael Satre, Chair
Planning Commission


Elizabeth M. Ewen
Filed With City Clerk Deputy Clerk

Aug. 17, 2015
Date

cc: Plan Review

NOTE: The Americans with Disabilities Act (ADA) is a federal civil rights law that may affect this development project. ADA regulations have access requirements above and beyond CBJ - adopted regulations. The CBJ and project designers are responsible for compliance with ADA. Contact an ADA - trained architect or other ADA trained personnel with questions about the ADA: Department of Justice (202) 272-5434, or fax (202) 272-5447, NW Disability Business Technical Center (800) 949-4232, or fax (360) 438-3208.