

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY



City and Borough of Juneau

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INTRODUCTION

CONTEXT

One of the significant conclusions of the Downtown Historic District Development Plan prepared in December of 1981 for the City and Borough of Juneau is that "Public Improvements in Landmark Districts are Appropriate and Will Generate Useful Returns." Experience has shown that certain improvements to open spaces and to street rights-of-way within a downtown district will noticeably enhance the appearance of the district and will contribute to extended economic life for structures in the district. There is the immediate effect of heightening the district's visibility as well as representing a solid public commitment to the district's success, resulting in an increase in private investment in the district.

A series of recommendations for action regarding public programs and improvements included, but were not limited to, the following:

- o Sidewalk replacement program
- o Street lighting
- o Utility wire undergrounding
- o A mini-park at Front and South Franklin Streets.
- o Improved City Hall open space on Shattuck Way.
- o A Front Street pedestrian mall.

This plan was the background for and created the impetus to undertake a downtown street improvements design study for Juneau.

STUDY AREA

The area selected for the street improvements study includes all of the streets in the Downtown Historic District except a block of South Franklin from Front Street to Second Street. Therefore, the streets and their subsections included in the study area include the following:

- o Front Street, South Franklin to South Seward Street
- o South Franklin Street, Front to Admiral Way
- o South Seward Street, Front to Marine Way
- o Municipal Way
- o Ferry Way
- o Shattuck Way
- o Wino Alley

All these streets are on public rights-of-way except Wino Alley, which involves a public easement across private property.

OBJECTIVES AND OPPORTUNITIES

The major goal in undertaking a street improvement program for Juneau is the enhancement of business activities by creating an overall improved visual image for the downtown and to create a better pedestrian environment for both residents and tourists alike.

The immediate, unprioritized objectives or criteria for improvements would be the following:

- o increase the level of pedestrian safety, convenience, and amenity and reduce vehicle/pedestrian conflicts
- o enhance the visual quality and historic character
- o maintain efficient traffic flow
- o maintain an adequate level of vehicular service
- o maintain a level of on-street parking

Within the study area, realization of these objectives may result in conflicts which will require trade-offs and compromise in the priorities

of different interest groups. The "best" solutions will be those that achieve a balance in meeting the above objectives without totally sacrificing one for another.

PROCESS

The study process involved taking one block within the area and treating it as a prototype for designing and evaluating a variety of street improvement ideas, configurations, and options. Once an option was selected and a direction established for that block, the elements of the selected option were then extrapolated to the other streets and blocks within the study area. In this case, the design elements (kit of parts) were determined by using Front Street as the prototype block. The elements of the accepted design solution for Front were then applied to improve the remaining streets in the study area, with adjustments made to respond to the specific characteristics and conditions of each subsection of street. Shattuck Way and Wino Alley, with their unique characteristics and physical configurations, were treated as special conditions within the overall framework and visual image of the prototype solution.

NOTES

GENERAL DESCRIPTION



STREET CONDITION

In the past, Front and Franklin Streets were located at the waterfront along the mean high water line; Front Street's name obviously derived from that location. Tidal action still affects the subsurface conditions in the study area, much of which was historically submerged at high tide. Foundations for some buildings and sidewalk supports, as well as the street itself, appear to consist of crushed rock placed over the existing beach. Settlement has and is continuing to occur. At Front Street, the south side of the street is lower than the north side, with the south curb line in some locations appearing to be below the center line elevation of the street. Curbs in some locations are flush with the street paving (in some cases "original" curbs are below the street surface). The roadways themselves are on grade as are some of the sidewalks. Other sidewalks require structural support and contain "areaways" below. A detailed survey, including soils and structural evaluation, is suggested and would be required before any extensive detailed design work and revitalization can be undertaken.

UTILITIES

Power service is generally distributed overhead. Power poles are located in the roadbed to avoid overhangs from the building out to the curb edge. Historically this has been the case.

Water mains appear in the roadway of Front, South Franklin, and South Seward Streets, and catch basins handle the storm drainage and distribute it to the combined storm and sanitary sewer mains running within the roadway of both South Seward and South Franklin Streets. Exact locations of all subsurface utilities cannot be verified at this time.

PHYSICAL CHARACTER

Downtown streets measure approximately 50 feet from building face to building face (this dimension varies depending upon configurations of actual store fronts) with sidewalks ranging from 5'6" to 7'0". Ferry Way is the exception, measuring 60 feet from building to building. Available base maps vary as to exact dimensions and configurations. An accurate survey will have to be completed to verify all dimensions and locate all street penetrations and protrusions before detailed design can begin.

The streets may be characterized as small scale with predominantly two-and three-story structures bordering them. With the exception of South Franklin Street from Ferry Way to Admiral Way, the streets to be studied lie within the Downtown Historic District and have several buildings dating from the turn of the century. The streets are relatively homogeneous in character, reflecting similar architectural styling, detail, and massing.

URBAN DESIGN POTENTIAL

Front Street forms a spatial and visual continuum with South Franklin Street. Similar architectural styles and historical character as well as the obtuse angle of connection of the two streets contribute to this characteristic. Another unique precinct is comprised of Shattuck Way, Municipal Way, and the public easement known as Wino Alley. These are mainly all narrow service routes with access points to the rear of buildings fronting on surrounding streets. They all intersect at a point at the rear of the Municipal Building, forming a highly identifiable and imageable space.

The potential exists for creating the beginnings of an enhanced pedestrian system within the Downtown Historic District and perhaps through-

out all of Juneau. Consideration is being given to turning Shattuck Way from Front to Municipal Way into an entirely pedestrian precinct and limiting auto access along the remainder of Shattuck Way and on Municipal Way. Also, proposals have been forwarded for making the parking lot at Front and South Franklin into an urban park. These proposals, along with initial improvements to Front Street and subsequent similar improvements to South Franklin and South Seward, would create a pedestrian-oriented route from the waterfront and Marine Park, up Shattuck past the Municipal Building to Front, along Front to Franklin, and back down Franklin to the waterfront with the focus being the minipark to the north complemented by Marine Park to the south. An additional or alternate link between the waterfront and the downtown area could occur along South Seward Street complemented by the redevelopment of buildings on the east side of the street providing retail entrances onto South Seward, and the potential future expansion of the Sealaska Building on the west side. The system could be incrementally expanded to other destinations and attractions throughout Juneau, perhaps along already established walking tour routes, thereby making the pedestrian experience for tourist and resident safer, easier, more enjoyable, and more informative.

STREET USES AND CONFIGURATION

Front Street between South Franklin and South Seward contains two lanes of through traffic one-way westbound narrowing to one lane between South Seward and South Main with a possible left turn at South Seward. Thus, one lane could serve as a through lane and the second lane as a left-turn lane. Access onto Front is by a left turn off South Franklin (two lanes one-way north) and by a left turn from Shattuck (one way north). Cross traffic occurs at the intersection of Front and South Seward. There is parallel parking on both sides of the street totaling approximately 22 spaces.

South Franklin Street from Admiral Way to Front Street consists of two basic segments divided at Ferry Way. From Ferry to Front, South Franklin contains two lanes of northbound traffic, changing to one lane north of Front. Thus the right lane functions as a through lane and the left lane becomes, in effect, a left-turn lane onto Front Street. Access to this segment of South Franklin is from Franklin further south and by left turn from Ferry Way. There is parallel parking on both sides of the street, totaling approximately 24 spaces.

The segment of South Franklin from Admiral Way to Ferry Way begins as one lane of northbound traffic at Admiral Way and widens into two lanes just to the south of Ferry Way. Access to this segment of South Franklin is via a left turn off of Admiral Way and from Franklin further south. Parallel parking occurs on both sides of the street, totaling approximately 28 spaces.

South Seward Street from Front Street to Marine Way contains one lane of southbound traffic widening to accommodate right- and left-turning lanes at Marine Way. Access to this block of South Seward is from Seward further north or by turning left off of Front Street. Parallel parking occurs on the east side of the street, accommodating approximately 9 spaces.

Ferry Way runs from Marine Way to South Franklin, with one lane of eastbound traffic. Access to Ferry is by right- and/or left-hand turn off of Marine Way. There is parallel parking on the north side of the street and 60° angle parking along the south side, for a total accommodation of approximately 21 spaces.

Shattuck Way is essentially an alley with one lane of northbound traffic running between Marine Way and Front Street. It doglegs right as it intersects with Municipal Way. Access to Shattuck is by right or left turn from Marine Way. An outlet is possible by a left turn at Municipal

Way and a left turn at Front Street. Though there is barely room to handle it, parallel parking occurs on both sides of Shattuck to Municipal, accommodating approximately 9 spaces. Another 4 spaces of angle parking are available adjacent to the Municipal Building. From Municipal Way to Front Street the right-of-way is very narrow, barely able to accommodate 9 spaces of parallel parking along the west side of the street. A sidewalk exists only halfway along the west side. None exists on the east side.

Municipal Way runs from Shattuck Way, with one lane of traffic west to South Seward Street, where a left turn is possible. Access to the street is by a left turn off of Shattuck. About 6 cars presently angle park along the north side of the street.

Activities along the streets are mixed, consisting of retail, office, and residential uses. Typically, retail uses are on the street level with residential and/or office uses above. It appears that the uses serve both residents and tourists. Retail uses are mixed, including small restaurants, bars, necessity and specialty shops, bank, cab company, and theaters.

PROBLEMS AND LIMITING CONDITIONS

Certain problems have been identified by resident merchants that could impede the success of any physical improvements that might be made to the downtown streets and their use by tourists and residents. Loitering and public intoxication is a significant concern. There are many bars in the immediate vicinity and some patrons of these establishments have become troublesome to the area through panhandling, littering, vandalism, etc. As a result, there is a prevalent feeling that security is at risk within the area.

There is also an expressed concern for the level of maintenance and general cleanliness of the area. Any improvements would conceivably

add to the maintenance requirements and such improvements that couldn't be properly maintained would not be a prudent investment.

Lack of adequate parking is another perceived problem within the downtown area. Expensive street improvements involving an increase in pedestrian amenities will likely reduce the existing availability of parking or lanes of traffic or both.

Lack of access to the rear of some buildings in the study area requires that access to occur at the front entrances along the street. Any solution for physical improvements will have to address continued service accessibility from the streets to be improved.

Several existing conditions, while not problems, by their very nature limit what can be accomplished. Downtown streets have a very narrow right-of-way and especially narrow sidewalks. Improved pedestrian amenities will require enlarged sidewalk areas and corresponding reductions in roadway area. The sidewalks along the street are covered with canopies approximately eight feet high. Power poles or any new elements that may be introduced that reach that height or over must occur outboard of the present curb line (power poles are already in the roadway area).

Unstable subsurface conditions will limit the treatment of surface areas. It would not be feasible to install extensive improvements over deteriorating foundations. A comprehensive improvement program would have to include evaluation and upgrading of supporting subsurface conditions. This includes utilities, which are also apparently in a deteriorating state. Utilities would have to be located, evaluated, and upgraded as necessary. The existing street profile, in some cases with the center of the street higher than the bordering curbs, also limits possibilities. In some cases, any significant extension or widening of the sidewalks would require regrading of the entire street.

Undergrounding of power would require vaults for transformers at various locations. If the vault were flush with the sidewalk surface, the bottom may be below the high water table (at high tide).

The south side of the east-west streets is in shade all day (when the sun is out) with corresponding little opportunity for plant growth or pedestrian enjoyment. The existing high water table (tidal) places limits on any underground construction susceptible to moisture, e.g., transformer vaults. And finally, snow removal presents a unique situation that requires careful consideration. Obstructions that inhibit available techniques are in danger of damage or will prohibit removal. Available techniques must be matched with specific individual improvements.

NOTES

TRAFFIC CIRCULATION



STREET VOLUMES AND LANE REQUIREMENTS

Existing 1983 traffic volume counts were obtained from ADOT/PF, yielding the following information:

<u>Location</u>	<u>ADT</u>	<u>Peak</u>	<u>Lanes Required</u>
South Franklin, Admiral to Ferry	2,200	280	1
South Franklin, Ferry to Front	5,750	630	2
Ferry Way, Egan to Franklin	3,550	400	1
Front Street, Franklin to Seward	3,000	330	1

Sources: ADOT/PF, TDA Inc.

Based on this data and an evaluation of existing circulation patterns within and around the study area, we have drawn the following conclusions regarding the lane requirements and intersection configurations for the various subsections of South Franklin Street, Ferry Way, and Front Street.

South Franklin, Admiral to Ferry. Sufficient reserve capacity is available to support construction of a single lane. The current peak volume is about 45 percent of the segment capacity. Exceeding this capacity would require extreme growth, which is unlikely considering the major volume reduction experienced after construction of Admiral Way.

Operations of the intersection and merge at South Franklin and Admiral will require no special configuration improvements. The existing yield sign for northbound merging traffic (following the left turn off Admiral) will adequately control the current traffic volumes.

South Franklin, Ferry to Front. In this segment, South Franklin is at capacity in one lane. Two lanes will accommodate this volume with remaining capacity to serve substantial future growth.

Intersection of South Franklin and Ferry. The south approach (northbound) will have one lane which should flow through the intersection into the right-hand lane at the beginning of the two-lane segment. Eastbound traffic on Ferry will then flow into the left-hand lane. Paint line striping can be used to direct traffic into separate lanes, promoting safe and effective operations.

Intersection of South Franklin and Front Street. Painted arrows may be used in northbound lanes, directing the right lane through northbound and the left lane onto Front Street.

Front Street, South Franklin to South Seward. Reserve capacity is also available here to support construction of a single lane. Current peak volume is at about 53 percent of capacity. Signage indicating "no stops" in applicable sections can be used to deter stopping and loading in the traffic lane. Load zone designations for two parking stalls (each end of the block) could be used to encourage compliance with "no stop" locations. Enforcement of these regulations and designations will be necessary to further avoid a continuation of the existing blockage problem.

CLOSURE OF SHATTUCK WAY

An analysis of the impact on traffic circulation with the closure of Shattuck Way included the following options.

- Option 1. Close Shattuck from Front Street to Municipal Way.
- Option 2. Close Shattuck from Front Street to Ferry Way and Municipal from South Seward to Shattuck.

The impact on downtown traffic operations and circulation was found to be minimal. No major traffic flow patterns would be altered and redis-

tribution of traffic currently on Shattuck would have no significant effects on congestion. Several important considerations were noted, however; and impacts on access may be significant. These effects vary with the options listed above, and therefore each option is discussed separately below.

Option 1: Close Shattuck Way from Front to Municipal. This section of Shattuck carries only about 250 vehicles per day and is essentially an alley. The narrow section forces extremely slow progression and promotes conflicts between maneuvering vehicles and pedestrians. Service and loading needs for Shattuck are minor north of Municipal Way.

Fire access may be a concern, indicating that barriers should be passable by emergency vehicles.

Shattuck may be used to bypass South Franklin Street and reach locations on Front and Seward. However, the additional circulation to these areas is not distant, and low volumes on Shattuck indicate little through traffic.

Closure of this portion of Shattuck represents no significant adverse impact on downtown circulation and may improve conditions at the intersections of Front and Marine, where fewer turning conflicts would result.

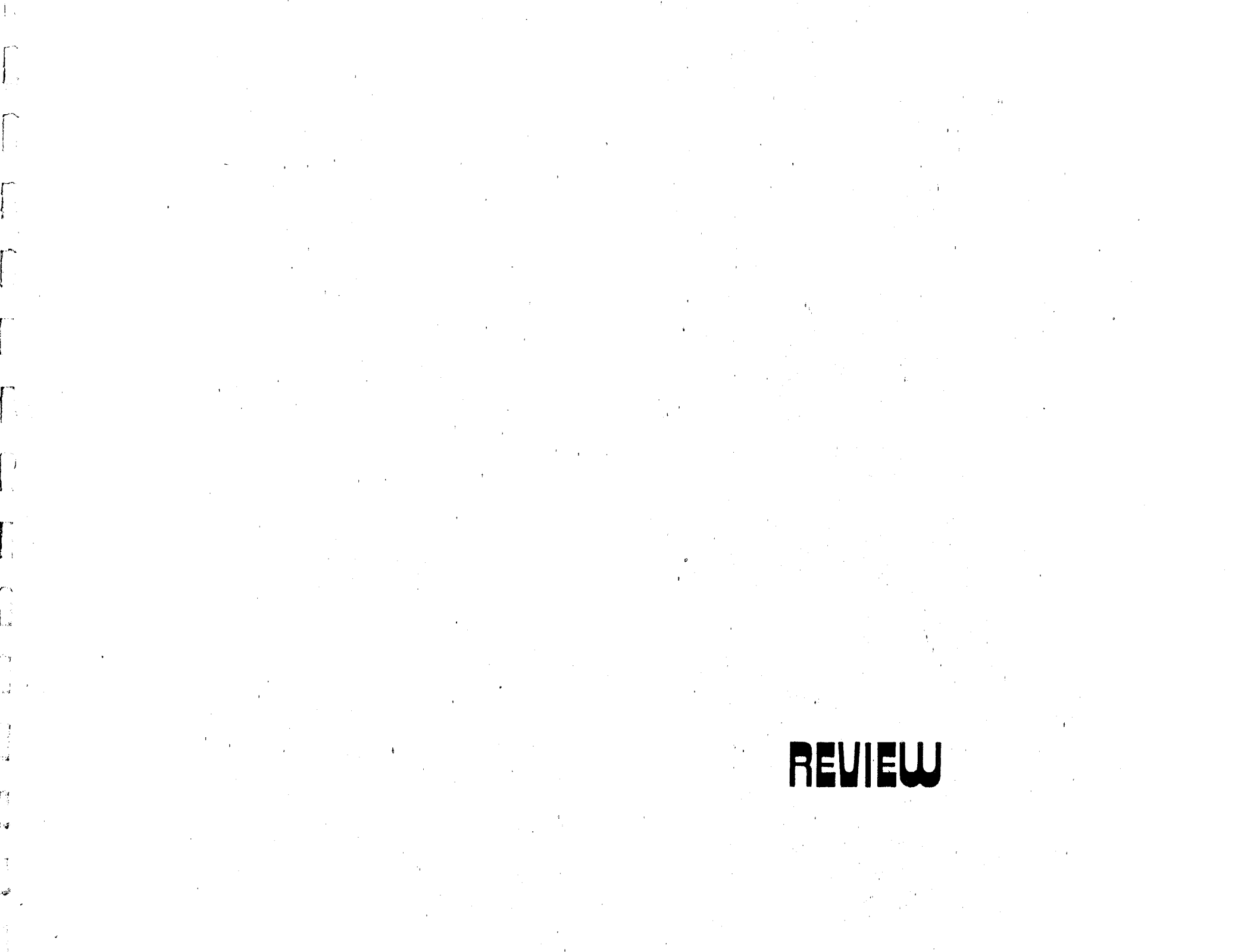
Option 2: Close Shattuck from Front to Ferry/Marine and Municipal. It has been established that this measure would relieve a turning conflict at the intersection with Marine Way and this would improve operations and safety. In addition, the same basic issues outlined under Option 1 above would apply here as well.

A considerable adverse impact on access to the Municipal Building would result from this closure. Currently, short-term parking is

allowed behind the building. No readily available alternatives exist for direct access to the Municipal Building. The frequent brief visits to government office buildings make direct access quite important. Closure of Shattuck at Marine would represent a serious impact on business access unless alternative arrangements for nearby short-term parking were made. Clearly visible signs would have to be posted directing visitors to the Municipal Building, and the lot must be within about 200 feet to prevent confusion or illegal parking.

In summary, the intersection at Marine and Ferry Way would benefit from either closure. However, complete elimination of the left turn into Shattuck would offer the greatest improvement. Circulation for some drivers would increase, but overall traffic patterns would not be adversely impacted.

Complete closure of Shattuck would seriously impair access to the Municipal Building and should not be done without replacement parking nearby (few opportunities for replacement parking are available). The parking area behind the Municipal Building should be redesigned to create improved, safer operations. The shape and dimensions of that area are difficult to use effectively, but if the parking is retained, an attempt should be made to improve operations.



REVIEW



PUBLIC MEETINGS

Design options and alternatives were presented and discussed during a series of public meetings at the Juneau Municipal Building. The following statements summarize the comments and concerns of those in attendance:

- o Actual construction of any improvements should be implemented in a way to minimize interruptions to business and subsequent loss of revenue.
- o Snow removal is a problem and designs should minimize any potential difficulties that may result from bulbing, angular parking, sidewalk protrusions, etc. For example, angled or curved bulbs are better for snow removal than are ones at 90° (but take up more parking space).
- o Maintenance costs, which would likely be increased with the planned improvements, should be included in estimates of development costs.
- o The centerline of traffic lanes could be shifted within the block, but distances are probably too short to do this effectively.
- o If surface conditions are to be improved, all subsurface conditions should be upgraded simultaneously.
- o A utilidor should be considered for undergrounding power.
- o Pedestrian crosswalks could be identified overhead.
- o Short-term (1/2-hour) parking spaces should be considered adjacent to service-oriented shops in the downtown.

ASSUMPTIONS

The following assumptions were forwarded by City and Borough staff for proceeding with delineation of final design solutions:

- o If any improvements were to occur on the downtown streets, entire streets would be completely upgraded or replaced, including utilities and all subsurface foundation conditions, and all sidewalks replaced to the building line. This would allow an equal distribution of improvements to both sides of the street.
- o Some damage from snow removal equipment would occur to new sidewalks, bulbs, and curbs. This is inevitable and acceptable. It would be minimized by avoiding 90° angles at sidewalk bulbs and extensions in favor of a radius of approximately three feet.
- o Adjustments would be made to on-street parking requirements allowing off-peak deliveries in parking lanes and permitting shorter duration parking times (one-half hour in downtown areas) and subsequent greater parking turnover.
- o Further consideration of 30° angular parking would be abandoned due to maintenance and snow removal difficulties as well as potential traffic conflicts.
- o For purposes of cost estimating, the improvements to all crosswalks are accomplished by striping rather than paving to match sidewalks.

On the basis of public input and the acceptance of the above assumptions, final design solutions were developed.

APPROVALS

The following approvals were given to the Downtown Street Improvements over the course of the Design Study after reviewing the proposals therein, and entertaining public comment to them:

- o The City and Borough of Juneau Assembly approved in concept the prototype designs developed for Front and South Franklin Streets. July 28, 1983.
- o The City and Borough of Juneau Planning Commission approved in concept the entire Downtown Street Improvement Design Study and Plans. October 25, 1983.
- o The City and Borough of Juneau Assembly approved in concept the entire Downtown Street Improvement Design Study and Plans. November 14, 1983.

NOTES

DESIGN ELEMENTS



SIDEWALKS

Existing sidewalks are very narrow, causing crowded pedestrian conditions and auto/pedestrian conflicts (door openings). There are limited places to gather that do not conflict with movement flow. Some enlargement of the sidewalks is desirable and justifiable. Any significant enlargement of sidewalks would require a reduction of parking areas and/or traffic lanes (flow). There is approximately one to three feet of leeway in total right-of-way on most street segments from building face to building face (i.e., a total sidewalk area could be increased one to three feet without impeding existing traffic lanes or parking areas).

The existing sidewalk width in most places is completely covered by canopies that are approximately eight feet high, from the building face to the curb line, thus limiting the introduction of high elements.

PAVING

Smooth texture concrete exists on all sidewalks. Repaving old sidewalks and the addition of new sidewalk areas affords the opportunity to provide patterned and/or textured concrete. Unit pavers are not likely due to winter freeze and thaw and snow removal efforts. Also, there is no aesthetic logic or historic precedent for them. Concrete paving patterned to imitate historic wood plank sidewalks (as recommended in the Historic District Plan) would be an appropriate and aesthetically pleasing solution.

BULBING

"Dead space" on the streets at corners out of the flow of traffic where parking is prohibited (setback requirements) are logical areas for sidewalk expansion without sacrificing parking or reducing traffic flow. They can be accomplished with or without upgrading and repaving

existing sidewalks. There is significant opportunity on the downtown streets for their use. Bulbs provide extra sidewalk area at points of highest pedestrian activity, i.e., the corners. They also reduce distances at crosswalks and provide extra space for limited amounts of street furniture. They can increase efficiency of street use by channeling auto traffic and using dead space.

BENCHES

While it is likely that benches would at times be used by itinerants for gathering and sleeping, precedent has shown that they would be well used by resident or tourist shoppers or sightseers for resting, people watching, and socializing. Climatological conditions do not support uncovered sitting areas, and such cover should be provided wherever possible. The best potential location for benches would be on enlarged sidewalk areas with the trade-offs implied above (i.e., reduced roadway area). Snow removal would be more difficult if they were permanently fixed.

PLANTERS

Planters provide the opportunity to add color and visual relief to the street, but are high-maintenance items subject to potential vandalism and are visually obstructive if not placed carefully. They have had limited success in other areas of the city (private development). There is the potential for irrigation requirements. The best potential locations for them would be on expanded sidewalk areas as above. There is solar access only at the north side of the streets. Planters also would add to snow removal difficulties, with resultant potential damage. A design solution that would integrate benches with planters would provide the most efficient solution for Juneau's narrow streets and sidewalks.

STREET TREES

Street trees must be located outside the present canopy line, which would require expanded sidewalks in most locations. They can be a maintenance and vandalism problem. They can create unwanted shade in times of sunlight. Juneau's natural context makes them difficult to justify in large quantities and there is no historic precedent. If street trees are used, it should be to enhance existing landscaping or in clusters at uniquely significant locations to announce or emphasize a place or feature.

HANGING BASKETS

Hanging baskets are usually a seasonal fixture with annual type flowers and planting material. They have maintenance and upkeep requirements, but not as capital intensive as trees, planters, etc. The height of mounting them makes vandalism more difficult. They keep the ground plane clear for movement and snow removal (removed and stored away in winter). They are better located for solar access.

BANNERS

A series of banners could be commissioned by local or native artists depicting historic events and holidays. They would be constantly changing for continued interest. Each street or major block could have a unique and different theme. Banners are management intensive, but their height minimizes vandalism. There is definite historic precedent for banners announcing special events and that use has continued to the present day. They could be mounted on poles or strung across the streets, or both.

TRASH RECEPTACLES

Trash receptacles would certainly be a useful item. They would require minimal sidewalk expansion and could be made relatively vandal-free with heavy construction and be permanently fixed (shell container with removable liner). They might contribute to cleaner streets.

STREET SIGNS

The aesthetics of mounting existing signs could be improved (visually). Some potential relocation and reorganization might be possible. This will require a separate, comprehensive study.

STREET LIGHTING

Presently streets are lighted by pole-mounted cobra head fixtures at various locations. A technical evaluation might consider the historic condition of lights at mid-street suspended between buildings on a cable. They would be more numerous and of lower intensity and may create clearance problems for trucks and fire equipment. They could be used to identify pedestrian crosswalks. Other solutions (pole lights) have less historic precedent, and are difficult to achieve with the protective canopies. Pole lights could be combined with banners and baskets on an expanded sidewalk areas for increased pedestrian lighting but might not be adequate for illuminating traffic lanes. Some combination might offer the best solution.

SIDEWALK LIGHTING

Down lights mounted on the underside of canopies is a workable solution. Use of historically accurate fixture types is appropriate.

STREET CLOCK

There is definite historic precedent for a clock mounted on a pole. It would require a sidewalk enlargement at a very prominent spot. The intersection of Front and South Franklin Streets appears to offer the best opportunity.

MALLING

Malling involves the significant enlargement of sidewalks by narrowing, reducing, or eliminating parking and/or traffic lanes. It results in the creation of a pedestrian "place" by enlarging pedestrian use areas. Some of the issues involved in implementing a mall on Front Street are the following:

- o Difficult to justify eliminating large amounts of parking.
- o Location is presently not particularly appropriate:
 - No major existing activities there (other than the theater).
 - Not presently a destination within the area.
 - While it is centrally located within the historic district, it is not a unique space within that district.
 - It is visually enclosed, but not a visual focus for the area -- views in Juneau tend to be outward.
 - No views to enjoy (such as at waterfront)
- o Large uncovered sitting or walking areas are not suitable for the Juneau climate, i.e., rain, cold, snow.

- o When the sun is out much of the street would be in shade from the two- to three-story buildings on the south side of the street.
- o Such a space may become the focus for street-oriented itinerants and thus create an overall negative impact.
- o Could justify reduction of traffic flow but not its elimination.

The development of Front Street (or part of it) as a mall or partial mall would at least require:

- Active programming of events for the space itself.
- Revitalization of retail uses around mall to be more attractive to tourists, in addition to residents.
- Active policing effort to control itinerant population and to provide security for other users of the space.
- Aggressive maintenance program to keep space clean and in good repair.
- Some level of through traffic and parking should be maintained to provide a level of activity and service for the street (as well as security).

The development of a partial mall on Front Street can be justified at the eastern end of the block on the north side of the street in concert with development of an urban park at the empty lot next to the Gastineau Hotel. This would provide a nice focus for the downtown at the intersection of two active streets, Front and South Franklin.

CROSSWALKS

Crosswalks should be well marked on the street and potentially overhead. One approach is to make them an extension of the sidewalk paving material, texture, and pattern. Such crosswalks usually have to be repaved when it comes time for repaving the street. Painting is the more traditional approach. Bulbing at crosswalks reduces pedestrian time in the street and more clearly identifies the crossing.

STREET VENDORS

Existing street vendors tend to block and congest the already narrow sidewalks. Providing for them would require expanded sidewalks or a protected street area closed to traffic. They generally would need larger open space combined with other activities and events to be successful. The local perception is that they compete with permanent establishments and shops in the downtown. They do provide street life, color, and convenience around which other activity generates.

BUS STOP

The only bus route is presently along South Franklin Street. Bus stops should be well identified and improved, and consistent in character and materials with other street improvements. The sidewalk could be widened at bus stop locations (bulb) with graphics identifying the stop and displaying the schedule. A shelter should also be considered. Bus stops should probably be located at the three major intersections along South Franklin Street (at Admiral Way, Ferry Way, and Front Street). These locations will have the highest pedestrian concentrations, with connections via the cross streets to the waterfront.

STREET SCULPTURE

Street sculpture would require significantly expanded sidewalk areas. Sculpture would provide a focus to a street and be an attraction to tourists. In that light sculpture should be something indigenous such as:

- o a collection and composition of old mining equipment
- o insets in the paving such as old mining gear or bronze cast sea creatures
- o native American wood carving such as totems or examples of local wildlife
- o a concrete relief map of the Juneau area with points of interest highlighted with bronze markers
- o a pod of whales partially submerged (sidewalk being the water surface) cast in bronze

Instead of art, a complete weather station (adequately protected from vandalism) with interpretive graphics might be installed.

KIOSKS

Sign boards or similar graphic display stations can be used to give directions, display calendar of events, announce special attractions, or provide other useful information for both residents and tourists. They would require enlarged sidewalks but can be combined with such things as trash receptacles, mailboxes, newspaper dispensers, etc. There is some historic precedent for such a feature.

BOLLARDS

Bollards help define pedestrian areas and prohibit vehicles from entering. They can be any size and of any material and can be used as planters, signs, lights, etc. They can be permanent or removable when situations demand, i.e., allowing service or emergency vehicles into normally pedestrian precincts.

GENERAL CONSIDERATIONS

In general, street furniture should be clustered with some design uniformity and located centrally, but not where they will inhibit smooth pedestrian circulation. Their scale and number should be appropriate to the street, and their materials and design features compatible with the indigenous quality of the area and special character of the street.

NOTES

STREET DESIGNS

CRITERIA

The following general criteria were used to locate and distribute the various street improvement design elements throughout the study area.

Bulbing. In general, bulbing was used to enlarge sidewalks into existing street area where the street was not used for another activity, i.e., traffic flow, parking, or service; where existing pedestrian crossings occurred; where additional pedestrian crossings appeared to be justified; and where pedestrian activity suggested an enlarged sidewalk area. Specific locational criteria for bulbs included the following:

- o At all corners of street intersections in roadway areas not used for traffic flow and void of parking and service due to safety setback requirements.
- o At the intersection of alleys or driveway curb cuts where parking would be prohibited due to safety setback requirements.
- o At the midpoint of long blocks in conjunction with midblock pedestrian crossings to facilitate pedestrian safety on more active streets.
- o At significant activity or event areas where larger pedestrian concentrations can be expected, i.e., theaters, larger retail establishments, hotels, bus stops, restaurants, etc., or where drop-offs would add to pedestrian convenience and safety.

Sidewalk Widening. The width of sidewalks shall be increased wherever possible and not interfere with or restrict necessary levels of traffic flow now and in the future (based on growth projections). Enlarged sidewalks will also be used to improve the alignment and add

consistency to existing irregular roadway widths and configurations, thereby improving traffic safety.

Bus Stops. The stops on Franklin will coincide with the major intersections (three) and pedestrian connections to the waterfront. Covered seating will be provided in conjunction with a sidewalk bulb.

Covered Benches. Covered benches combined with planters will be located at major sidewalk enlargements and each bus stop so as not to impede pedestrian capacity and/or flow.

Light Standards. Standards for pedestrian lighting will also accommodate banners and hanging baskets. They will be spaced approximately 40 feet on center along both sides of the street within the sidewalk area and outboard of existing and proposed protective canopies.

Bollards. Bollards will be used sparingly in the following situations:

- o To separate and define the pedestrian domain from the auto when other devices such as curbs or landscaping are not possible.
- o To protect other street furniture from potential auto damage when in close proximity to roadways.
- o To prohibit autos from entering roadways in certain areas when special events may be taking place on the roadway. Removable bollards will be used in these cases.

Planters. Above-grade plant containers will be used in combination with covered benches wherever possible to make efficient use of available sidewalk areas and to make the impact of a limited amount of street furniture more effective. Individual planters will be used only

in those areas where space is severely limited yet some accent or focus is appropriate or necessary. Such planters will always be used in clusters instead of spaced individually.

Kiosks. Kiosks will be located at major pedestrian intersections where concentrations of people are likely and decisions regarding direction and destination are made. Where appropriate, kiosks will be designed and used to hide certain utility fixtures, i.e., transformers, and specific locations may respond to utility requirements.

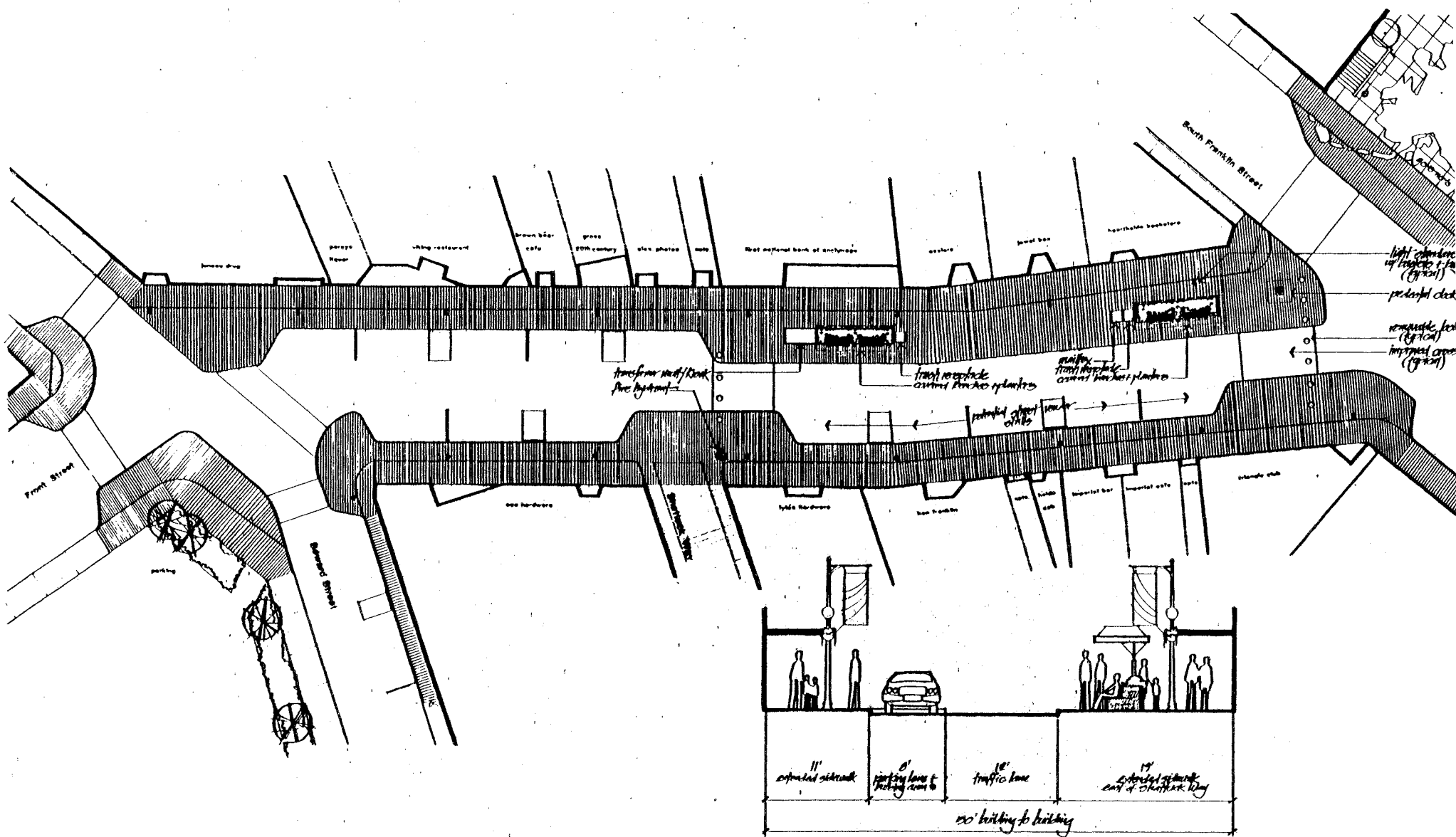
Planting and Street Trees. Location and concentration of new planting will be used to emphasize and reinforce existing planted areas in order to achieve a maximum benefit. Such planting will also occur within the largest open spaces within the study area and be used to highlight the special nature of these areas.

FRONT STREET

The design scheme for Front Street removes one lane of through traffic and replaces it by enlarging the sidewalks on both sides of the street five feet each except along the north side of the street from Shattuck to South Franklin where it is enlarged 13 feet, thereby making a total sidewalk width of 19 feet. This would be very suitable for introducing large elements of street furniture such as benches; shelters, planters, trash receptacles, and areas of street sculpture. Bollards provide the ability to close off this section of street to create a new and viable urban "place" in the heart of the downtown for which a variety of events may be programmed. This mini-mall would function very well as a focus for the Historic District alone or in concert with the development of a park (Governor's Park) at the vacant lot at Front and South Franklin. Bollards or another type of removable barrier would be installed across the bulbs and roadway at Franklin Street and at Shattuck Way, thereby allowing closure of Front Street

during special events or seasons. When closed, street vendors could be allocated and assigned spaces corresponding to the parking stalls on the south side of the street, thereby keeping them off the sidewalks here and in other areas of the city. Bulbing is provided at the intersections and at midblock. Additional pedestrian improvements include lighting standards within the enlarged sidewalk area suitable for displaying hanging flower baskets or colorful banners during proper seasons or appropriate events. A pedestal clock is proposed at the northwest corner of Front and Franklin within the enlarged sidewalk area. The entrance to Shattuck Way, proposed to be solely a covered pedestrian way, would be highlighted by a banner strung across the street between light standards at the midblock bulb and by the end of the proposed lighted canopy that extends down Shattuck protruding into the Front Street right-of-way. Power lines are placed underground with the potential for a transformer vault combined with a kiosk located at the midblock bulb.

The cross-section of the street from Shattuck to South Seward would include one 12-foot traffic lane (through movement), two 8-foot lanes of parallel parking (13 spaces total) on either side (with certain sections being reserved for service deliveries during off-peak hours and 30-minute limits to the parking, and 11-foot sidewalks on each side of the street, for a total of 50 feet from building to building. From South Franklin to Shattuck, the cross-section would include one 12-foot traffic or service lane; one 8-foot lane for off-hour deliveries, parking during normal hours, or for street vendors during the summer season or special events; a 19-foot enlarged sidewalk on the north side; and an 11-foot sidewalk on the south side of the street, for a total of 50 feet from building to building.

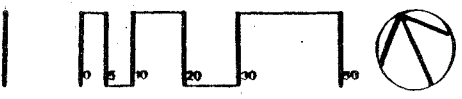


Typical Section 1'-10'
 - east of Shattuck Way only -

- 13 parking spaces total
- parking lines must provide barrier across dividing of road lanes.
- parking spaces east of Shattuck Way could be used for other uses to allow other section of street to clear for auto traffic.

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

FRONT STREET
SOUTH FRANKLIN to SEWARD ST.





DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

FRONT STREET

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SOUTH FRANKLIN STREET

There are two distinct segments to Franklin Street, each with its own design requirements and subsequent solution.

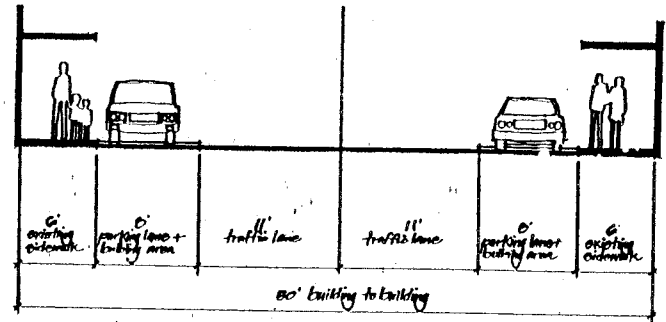
Admiral Way to Ferry Way. The southern segment of South Franklin extends from Admiral Way north to its intersection with Ferry Way. The proposed scheme for this block maintains one full lane of traffic with parallel parking on both sides of the street within a widely varying right-of-way ranging from approximately 45 feet at Marine Way to approximately 60 feet at Ferry Way. The scheme provides a consistent roadway configuration through the block where one does not now exist. The differences in right-of-way are taken up by variations in sidewalk width from approximately 5 feet to 25 feet in front of the Marine View Apartments. At that point, a combination of the wide right-of-way and a public forecourt (building setback) at the Marine View Apartments results in a sidewalk area large enough to accommodate covered seating and a series of street trees in front of the apartment building. This area, adjacent to the Ferry Way intersection with the bulbing of the corners, makes a significant focus along Franklin Street. Bulbing is provided at intersections and at midblock (corresponding with an alley curb cut) and at two other curb cuts for access into parking lots. Lighting standards, including provisions for flower baskets and banners, line the street in the enlarged sidewalk areas.

At the southern end of the block where Franklin converges with Admiral Way, an existing traffic island helps sort out traffic proceeding north and dividing between Admiral and South Franklin, along with left-hand turns from Admiral to South Franklin. Across from the island is a municipal parking lot. Reorganization of the parking lot and enlargement of the already landscaped traffic island provides the opportunity to create a large area for street trees and

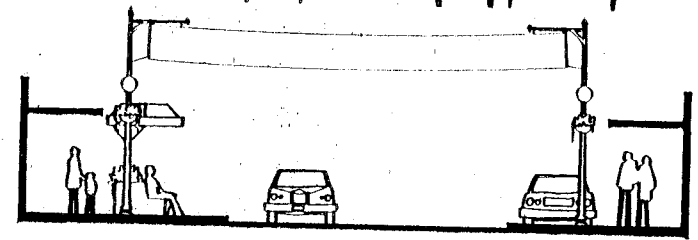
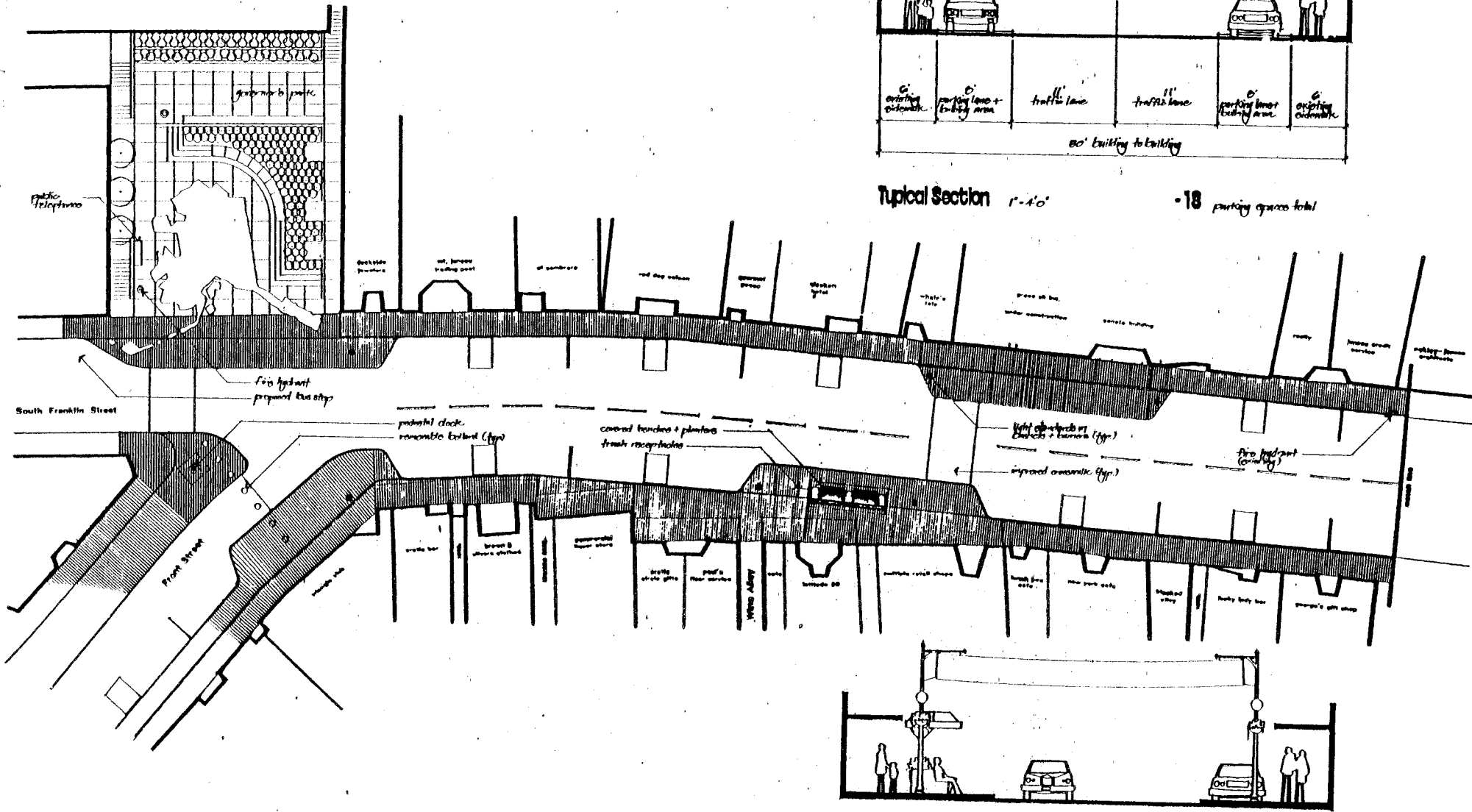
planting, combined with well-defined pedestrian circulation through the area to Admiral Way. This concentration of landscaping creates a uniquely imageable "entry way" into the downtown area for autos approaching from the south or turning onto South Franklin from Admiral Way; as well as for pedestrians approaching from the Ferry Terminal further south on South Franklin or disembarking from a cruise ship at the steamship dock directly across Admiral Way. A bus stop is provided at this location on South Franklin, as well as at the intersection of Ferry Way with South Franklin.

A cross-section of South Franklin at this block would reveal one 12-foot traffic lane for through movement, two 8-foot lanes of parallel parking (24 spaces total) on either side (with sections reserved for service deliveries during off-peak hours and 30-minute limits to the parking), and enlarged sidewalks on each side of the street that vary considerably from point to point and side to side depending on actual dimensions building to building.

Ferry Way to Front Street. Projected traffic volumes necessitate that two lanes of through traffic be maintained in this block. Thus, while sidewalks will be improved, it will not be possible to enlarge them beyond their present width. Transition from one lane to two lanes would occur at the intersection of South Franklin with Ferry with a free left turn from Ferry to South Franklin. A merge back to one lane would occur at Front Street. Bulbing would again be provided at intersections with extended bulbs occurring at midblock at the entrance to Wino Alley and on the opposite side of the street in front of the newly redeveloped Senate Building retail complex. Lighting standards with baskets and banners would only be possible along the street at the midblock bulb due to canopies covering much of the existing narrow sidewalk (widths are not able to be increased due to the required two lanes of traffic). A banner strung across the street between light standards at the midblock bulb would announce the entry to Wino Alley



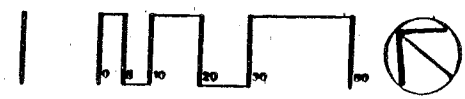
Typical Section 1'-4'0" -18 parking spaces total

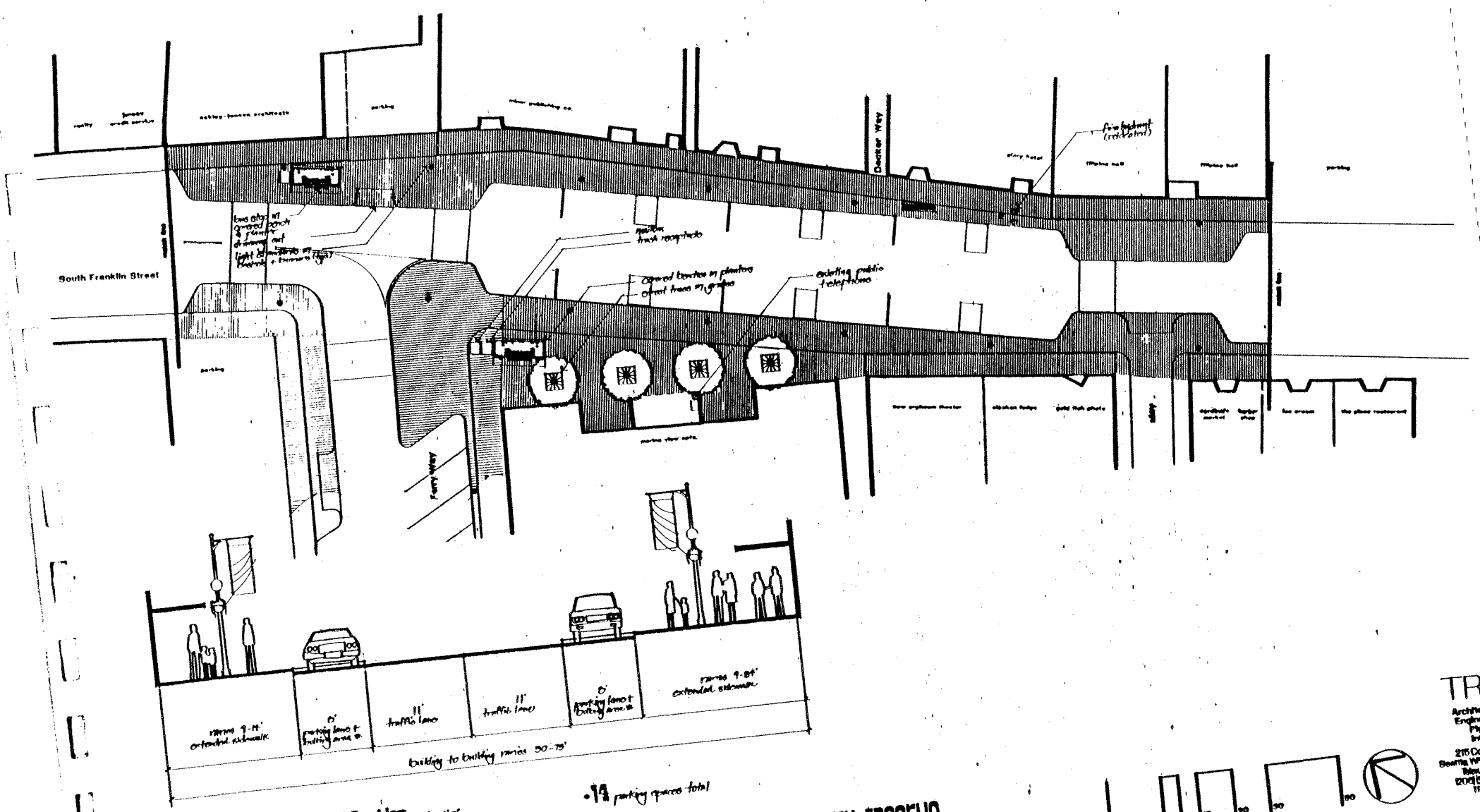


Section at Midblock 1'-4'0"

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

SOUTH FRANKLIN
FRONT ST. to FERRY WAY



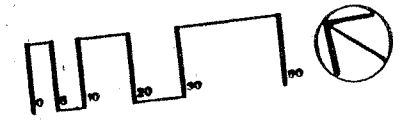


Typical Section 1'-4'0"

• 14 parking spaces total

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

**SOUTH FRANKLIN
 FERRY WAY to ALLEY**

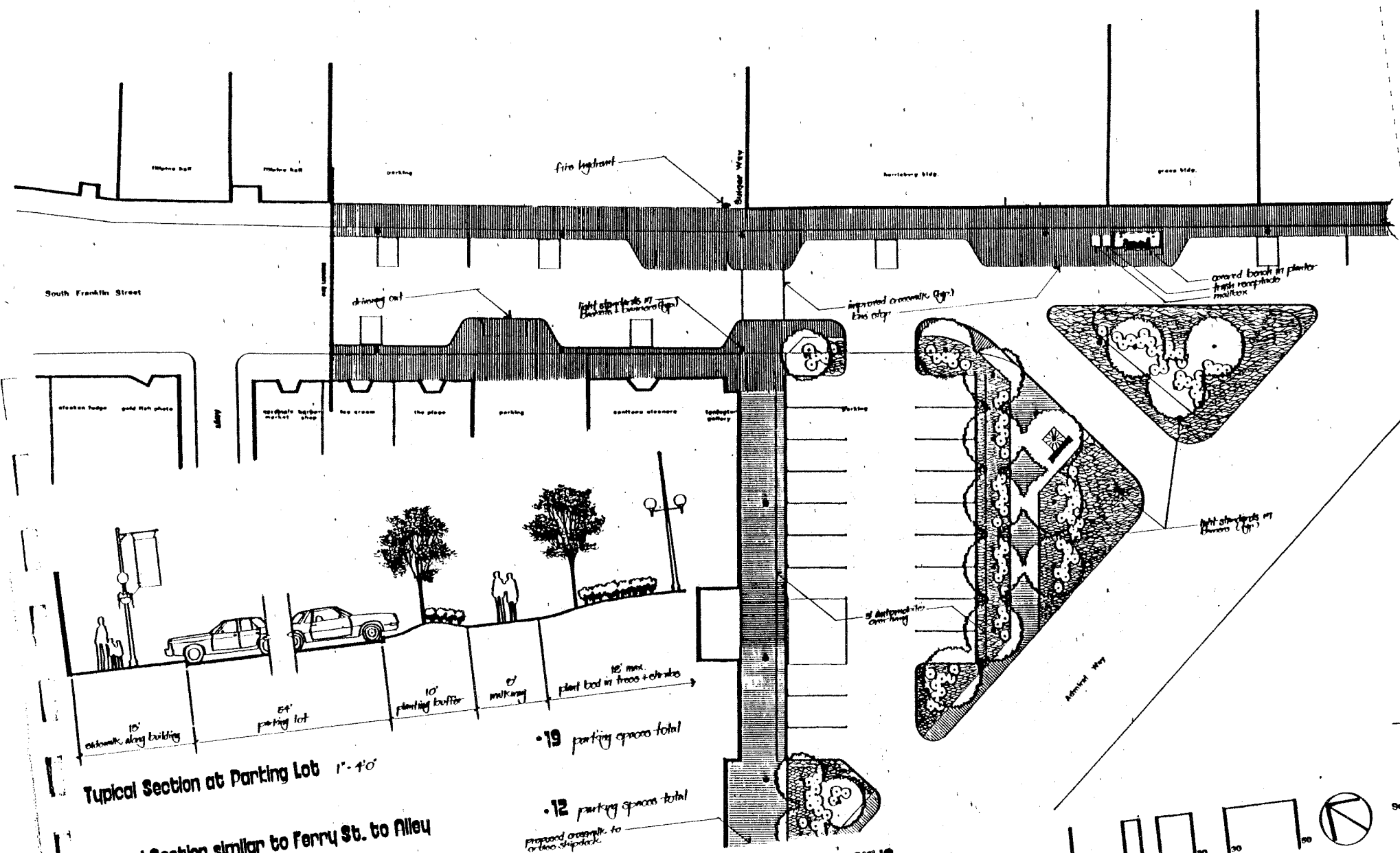


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DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

SOUTH FRANKLIN



Typical Section at Parking Lot 1'-4'0"

Typical Section similar to Ferry St. to Alley

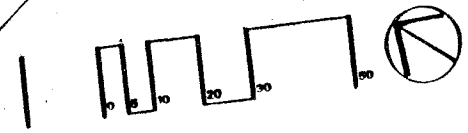
• 19 parking spaces total

• 12 parking spaces total
 proposed access to
 carbo ship dock

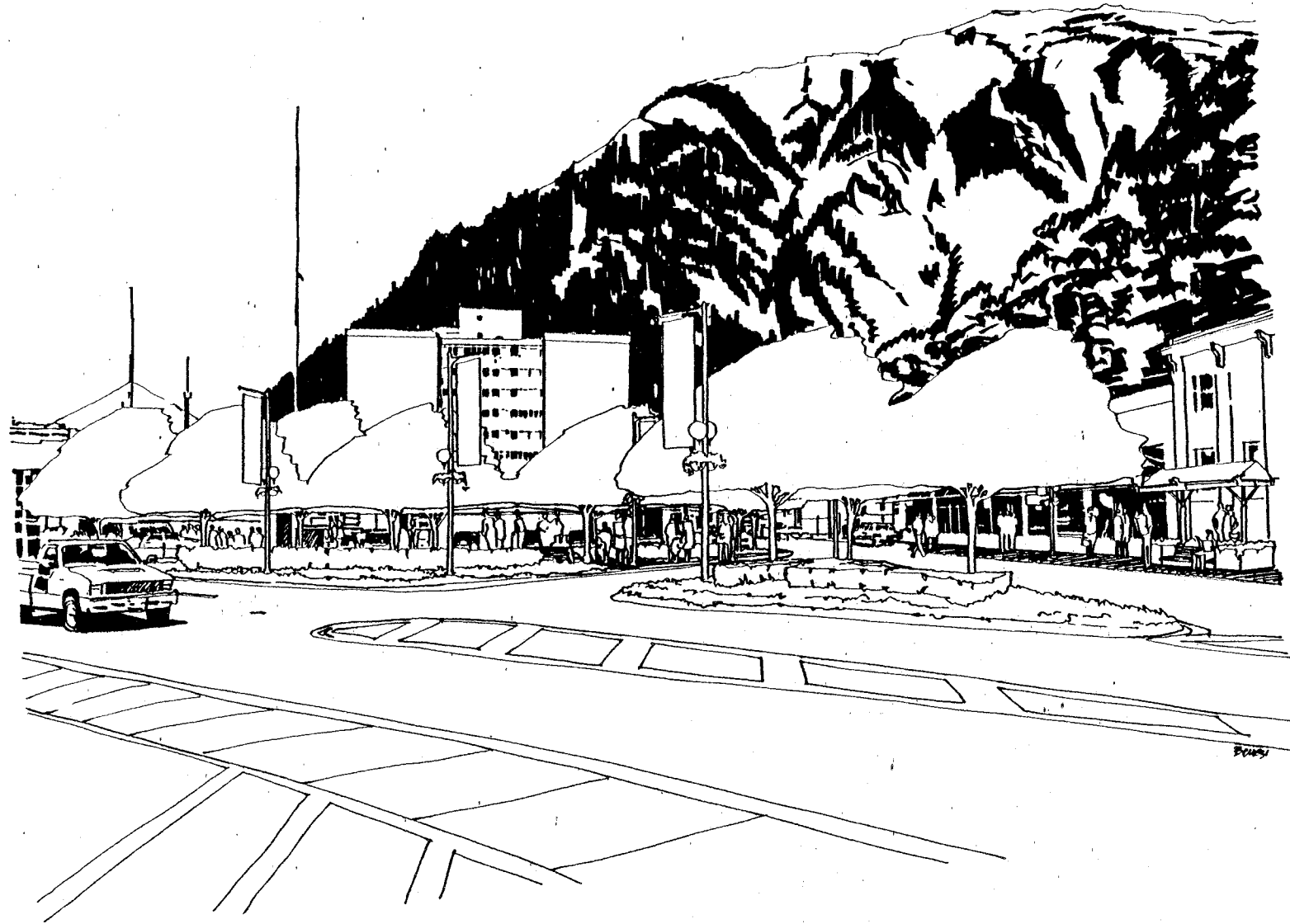
DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY

City and Borough of Juneau

SOUTH FRANKLIN ALLEY to ADMIRAL WAY



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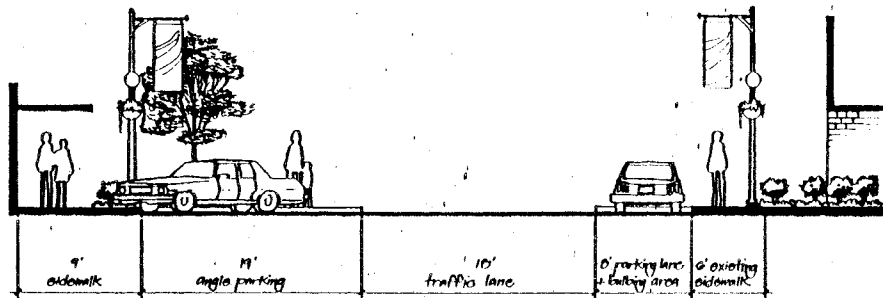


TOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

SOUTH FRANKLIN AT ADMIRAL WAY

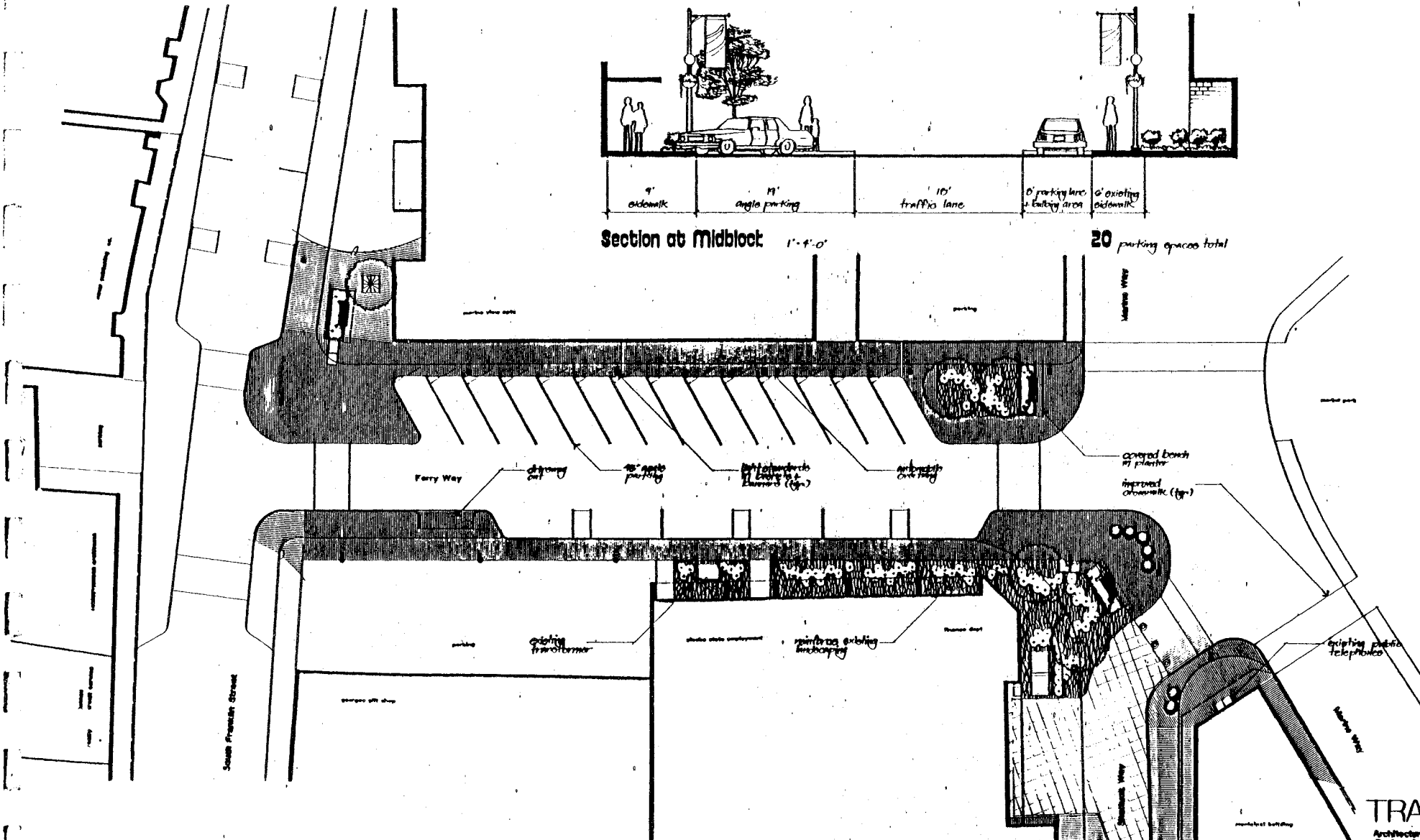
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Section at Midblock 1'-4'-0"

20 parking spaces total



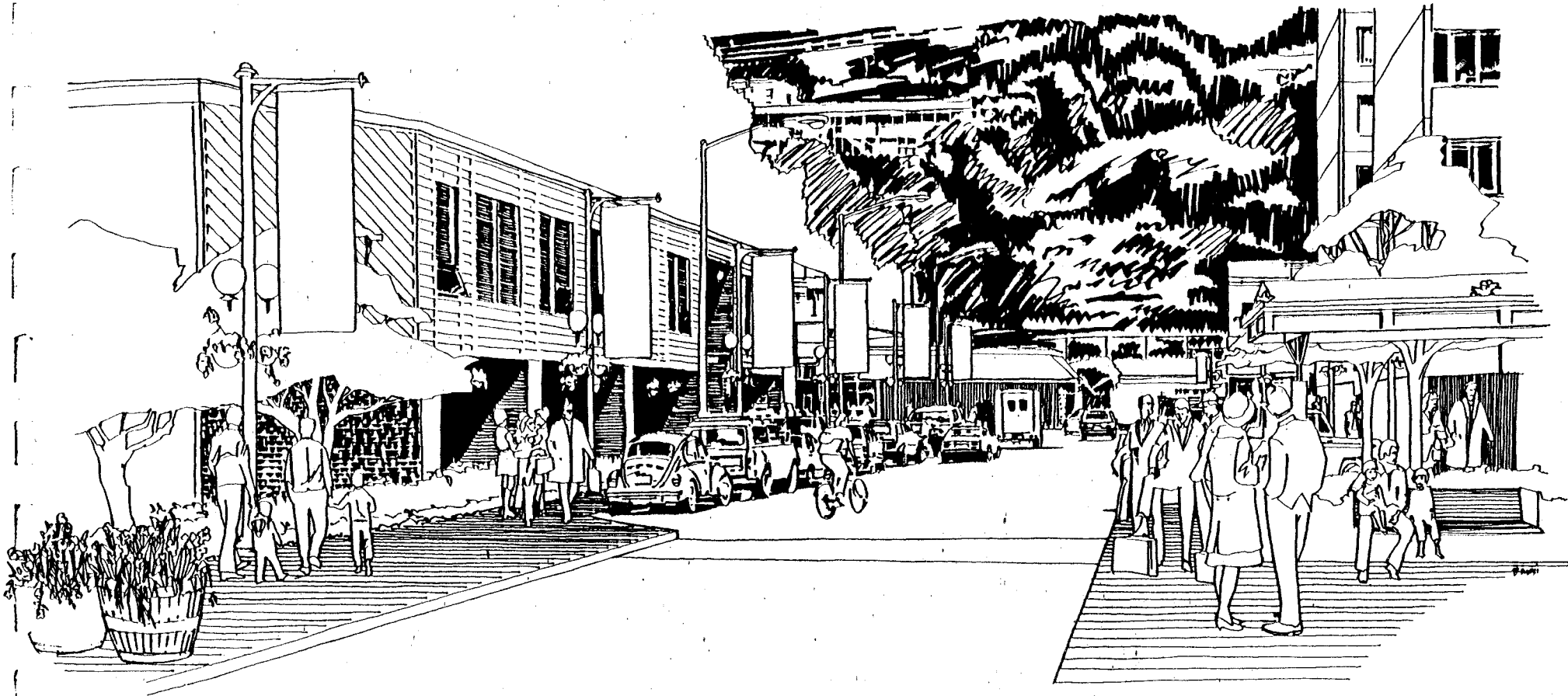
DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY

City and Borough of Juneau

FERRY WAY



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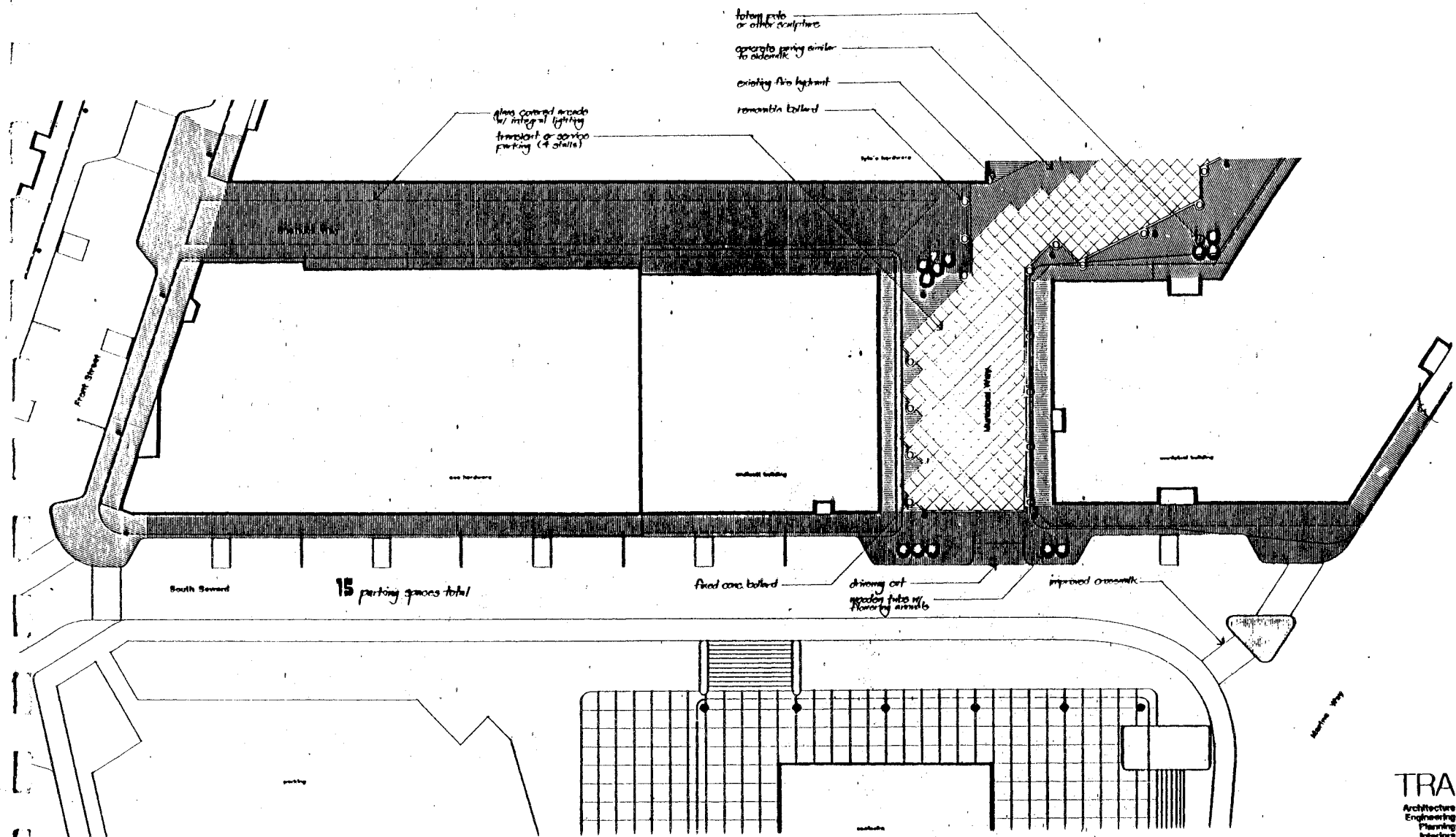


DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

FERRY WAY

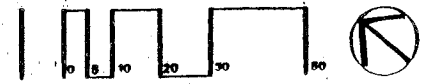
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DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

SHATTUCK WAY / MUNICIPAL WAY
SOUTH SEWARD



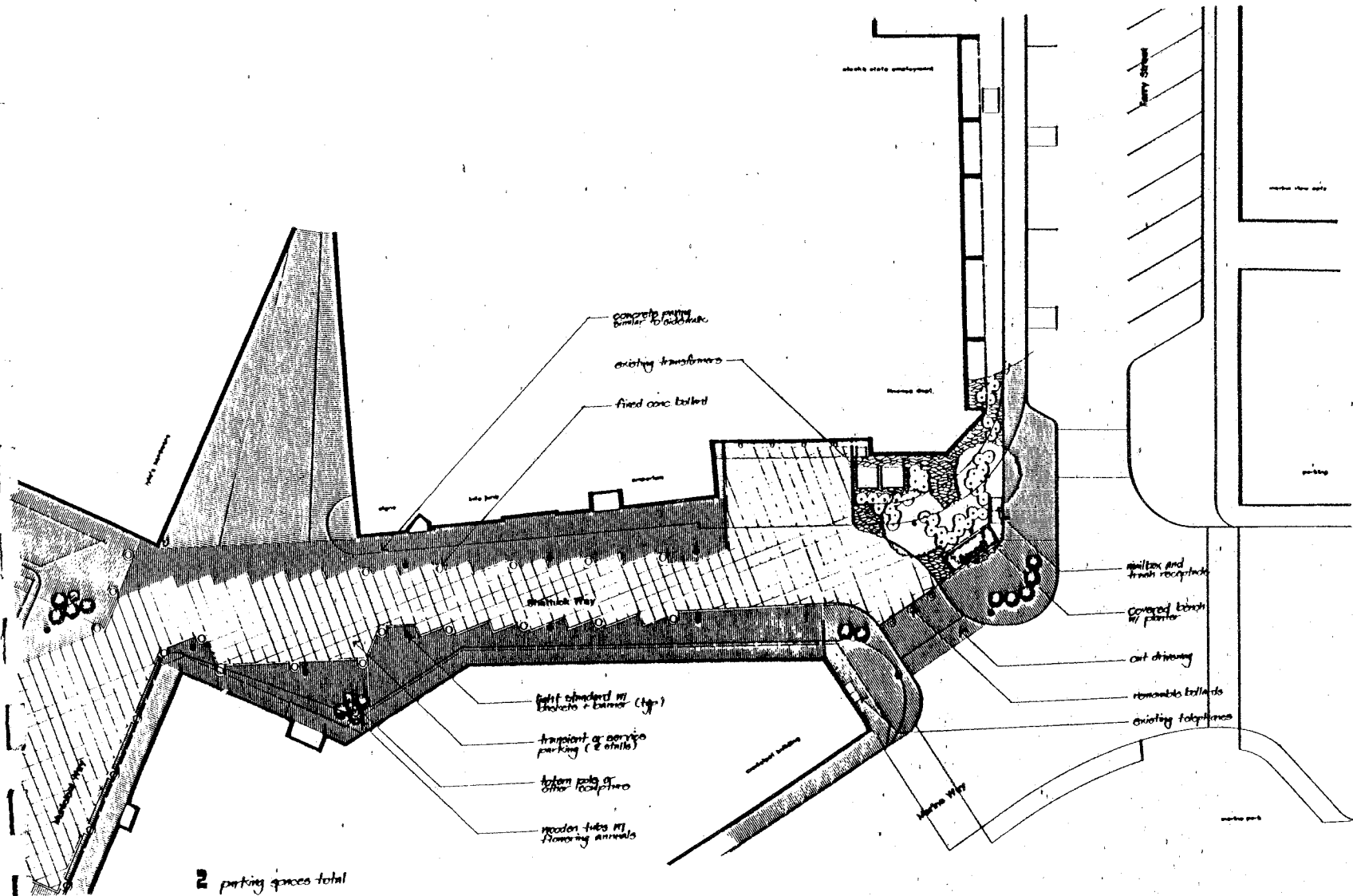
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DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

SHATTUCK WAY MARKET

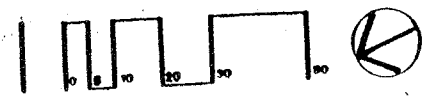
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2 parking spaces total

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

SHATTUCK WAY
 MUNICIPAL TO MARINE WAY



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City and Borough of Juneau

SHATTUCK WAY AT MUNICIPAL BUILDING

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and activities therein. Covered seating within the west midblock bulb at the alley would also enhance this location. A bus stop is provided at the bulb on the east side of South Franklin at the Ferry Way intersection.

A typical cross-section of this block would include two 12-foot north-bound traffic lanes, two 8-foot lanes of parallel parking (18 spaces total) on either side (with sections reserved for service deliveries during off-peak hours and 30-minute limits to the parking), and 5-foot sidewalks on each side of the street, for a total of 50 feet from building to building.

FERRY WAY

Ferry Way will accommodate one lane of eastbound traffic with a free left turn onto South Franklin. Sidewalks will be improved and slightly enlarged on the south side of the street. Bulbing is provided at the intersections, but not at midblock due to the block's short length. Light standards with baskets and banners would occur on both sides of the street. The bulbs at the west end of Ferry can be substantial and provide the opportunity for improving the turning conditions from Marine Way on to Ferry and Shattuck Ways, a situation that is presently unclear, if not dangerous. In addition, the large bulbs offer the additional opportunity of creating a substantial planting area at a very significant location by enhancing and adding to existing landscaping at the 210 Ferry Way Building at the northwest corner. This concentration of landscaping would create another entryway image into the downtown area at a point of significant auto access. It would also identify a major pedestrian entrance to the downtown and historic district at a location directly opposite Marine Park with its landing dock for cruise ship shuttle passengers.

A typical cross-section of Ferry Way would include a single 18-foot traffic through lane (wide enough to handle access to and egress from

angular parking) flanked by an 8-foot lane of parallel parking and a 6-foot sidewalk on the north side, and 19 feet for angular parking and a 9-foot enlarged sidewalk on the south side, for a total right-of-way of 60 feet from property line to property line. A total of 20 parking spaces are provided.

SOUTH SEWARD STREET

At present, plans provide for improving only the sidewalks on the eastern side of the street. The scheme provides for the replacement of sidewalks to a width of 6 feet (to match improvements at the Endicott Building) with bulbing at intersections with Front, Municipal, and Marine Way. No light standards are provided at this time because of the extremely narrow sidewalks. The intersection with Marine Way has been slightly reconfigured to introduce a traffic island to facilitate left-and right-hand turns and to provide a pedestrian haven within a long and busy crosswalk. Two transient parking places are provided adjacent to the Municipal Building.

A typical cross-section of this block provides for a single 14-foot through traffic lane with a single 8-foot parking lane on the east side of the street and two 6-foot sidewalks on each side of the street for a very narrow total of 34 feet from property line to property line.

SHATTUCK WAY

There are two distinct segments to Shattuck Way, each with its own design requirements and subsequent solution.

Municipal Way to Front Street. This segment will be completely closed to automotive traffic and secured as an exclusively pedestrian precinct. The scheme calls for repaving the right-of-way to match the new sidewalks and thereby establishing its pedestrian character, and

covering it with a translucent, lighted canopy appropriate to the character of the historic district. This new area could then be used to accommodate street vendors during the majority of the time as well as to house specially programmed events, such as weekend markets, art fairs, etc., relatively protected from the weather. This special event area would be announced by a banner across Front Street at the midblock bulb by the entry to Shattuck Way and identified by a focal point of planters and indigenous sculpture (totem pole) at its southern terminus at Municipal Way.

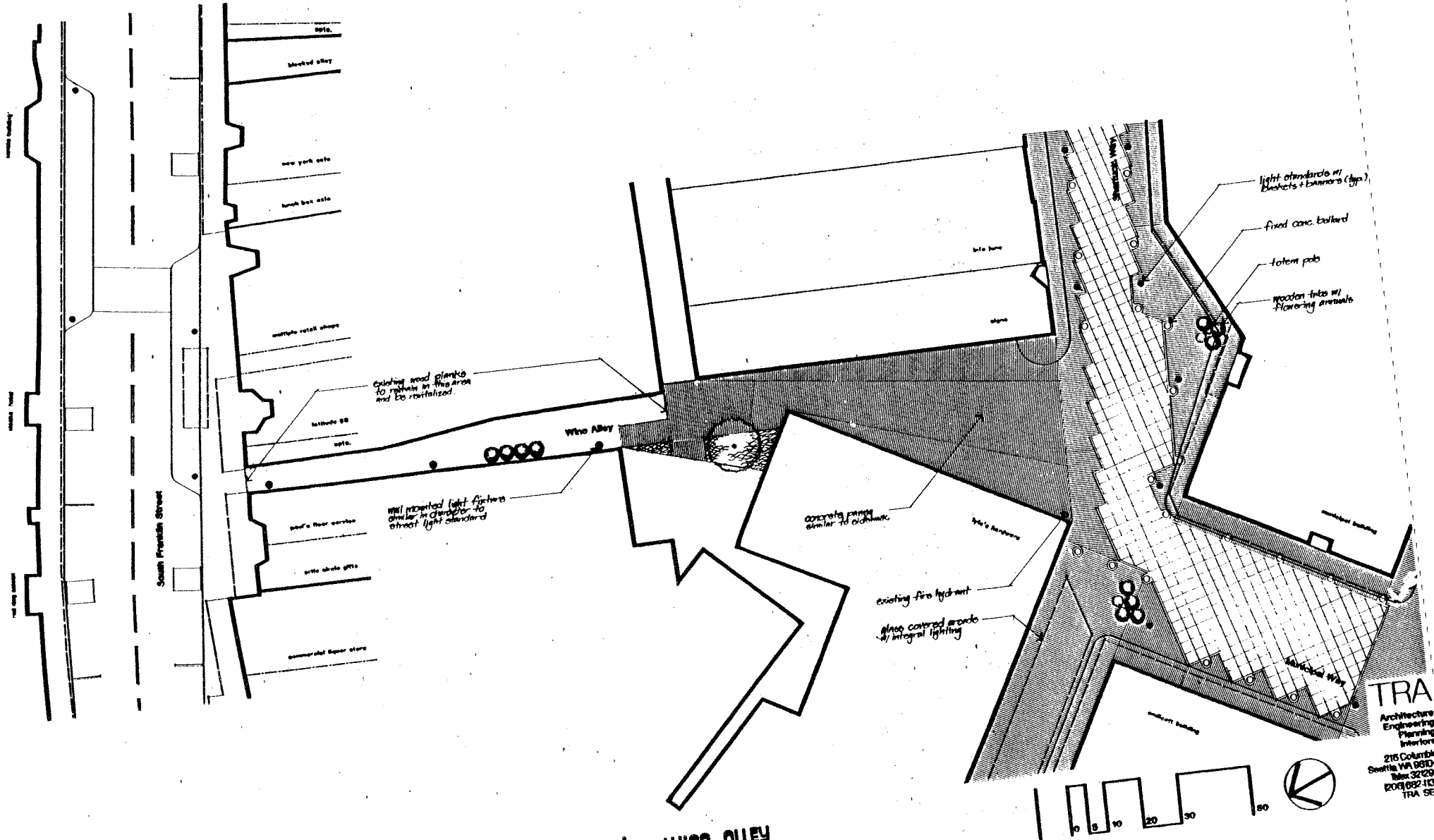
Marine Way to Municipal Way. Access to this segment would be discouraged to through vehicles, but with provisions for transient parking at the Municipal Building. The intent is to establish this area "behind" the Municipal Building as primarily a pedestrian precinct, yet provide for service access for bordering businesses, including the transient parking for municipal functions. The entire right-of-way would be repaved to sidewalk elevation to establish the pedestrian priority. A one-way vehicular route through the area would be identified and directed by a series of bollards and a change in the paving pattern. Vehicular access into the precinct would be by a driveway-like curb cut at Marine Way proceeding in a one-way direction and exiting at Municipal and South Seward through a similar curb cut. Signing will identify the route as service and municipal access only, and removable bollards will prevent any vehicular access during special events. Lighting standards with baskets and banners will line the route. The now "rear" entry to the Municipal Building will be reinforced by establishing a small entry plaza adjacent to it highlighted by a focal point of planters and indigenous sculpture (totem pole), as well as graphic enhancement. Two transient parking spaces are provided.

MUNICIPAL WAY

Municipal Way will be treated in a manner very similar to the design scheme described for the south segment of Shattuck Way. The two streets will actually form a continuum of space and visual image from the entrance at Marine Way to the exit at South Seward. Transient parking (four angular spaces) for the Municipal Building will be provided along the north side of the block.

WINO ALLEY

Wino Alley is a public access easement from South Franklin to approximately midblock. From there to Shattuck Way, the route traverses private property without benefit of an easement. Improvements to this route will have to be accomplished in close coordination with property owners. The design scheme calls for maintaining and improving the "boardwalk" from South Franklin to midblock with a small pocket of dense landscaping at that transitional location. Wall- or deck-mounted light fixtures are proposed along the way for security and consistency with street improvements. Planters would provide aesthetic enhancement. A banner across South Franklin at the midblock bulb would announce the entrance to the alley and the activities of Shattuck Way and the Municipal Building. The remainder of the route (from midblock to Shattuck Way) will simply be repaved in a pattern to match the new sidewalks in order to improve the visual quality and provide design consistency with other improvements. Additional landscaping or street furniture are not appropriate due to service access requirements to bordering businesses and the need to facilitate vehicle movement.



DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

WINE ALLEY

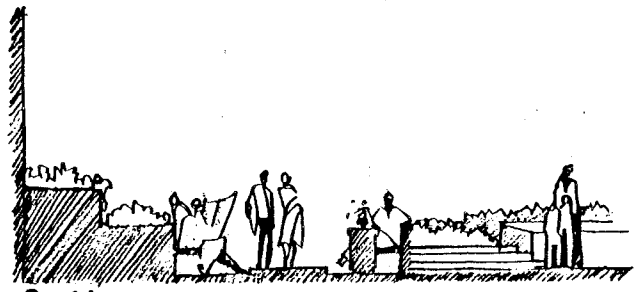
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GOVERNORS' PARK

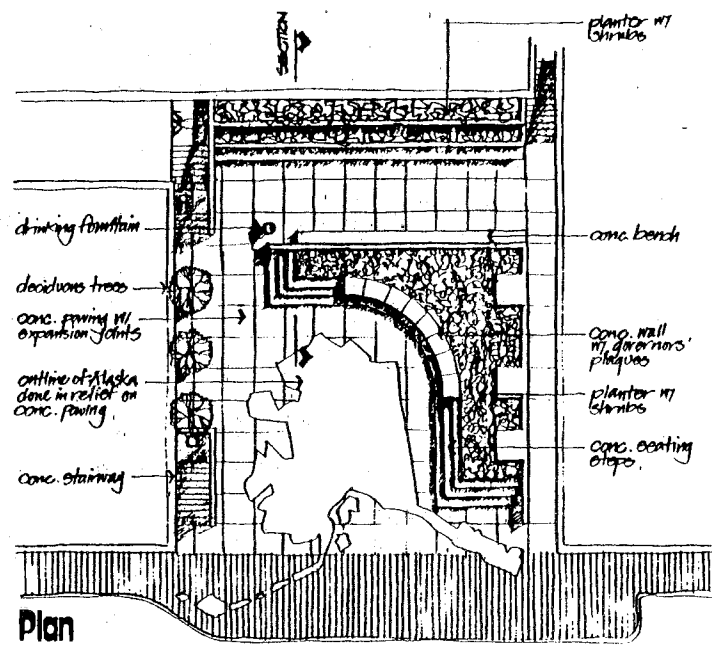
The parking lot next to the Gastineau Hotel at the intersection of Front and South Franklin Streets has been proposed for development of an urban mini-park celebrating the collective governors of the State of Alaska. The design scheme calls for display of a series of plaques highlighting past and present governors with room for future additions. A relief map of the State of Alaska will be integrated into the paving with bronze inserts highlighting key places and events throughout the state. Planting will consist of a cluster of trees to mask the blank walls and a series of large flower beds providing an array of colors in spring and summer. Public seating will be integrated.

STREET RIGHT-OF-WAY SUMMARY TABLE

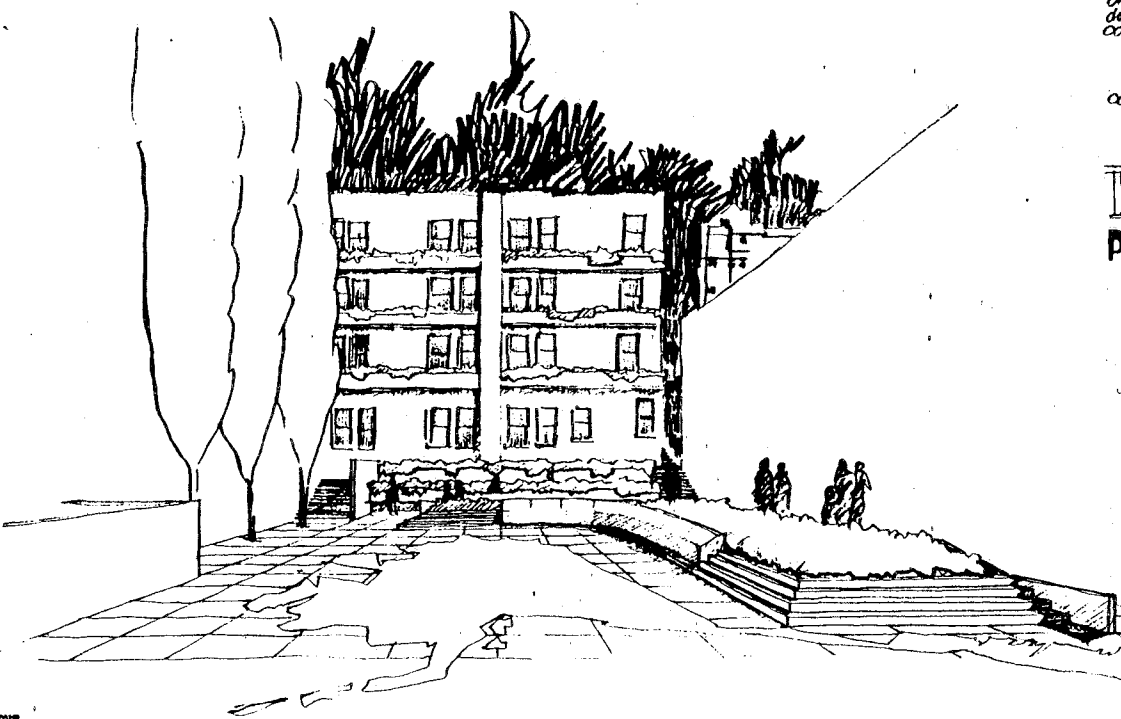
STREET/BLOCK	ROW	TRAFFIC LANES	PARKING LANES	SIDEWALKS
Front Street - Franklin to Shattuck	50'	1-12 feet	1-8 feet on south	north - 19 feet south - 11 feet
Front Street - Shattuck to Seward	50'	1-12 feet	2-8 feet each side	2-11 feet each
South Franklin Street - Admiral to Ferry	45' to 60'	1-12 feet	2-8 feet each side	varies from 5 feet to 25 feet
South Franklin Street - Ferry to Front	50'	2-12 feet each	2-8 feet each side	2-5 feet each side
Ferry Way	60'	1-18 feet	north - 19 feet (60°) south - 8 feet	north - 6 feet south - 9 feet
South Seward Street	34'	1-14 feet	1-8 feet on east	2-6 feet each



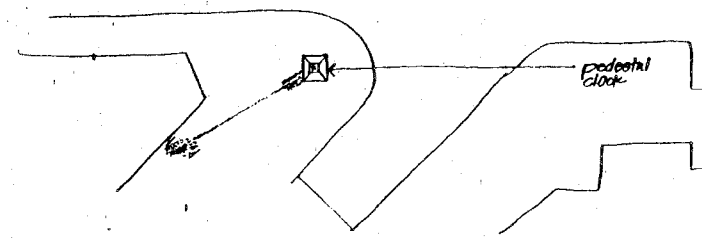
Section



Plan

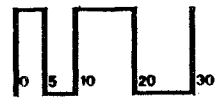


SOUTH FRANKLIN ST.



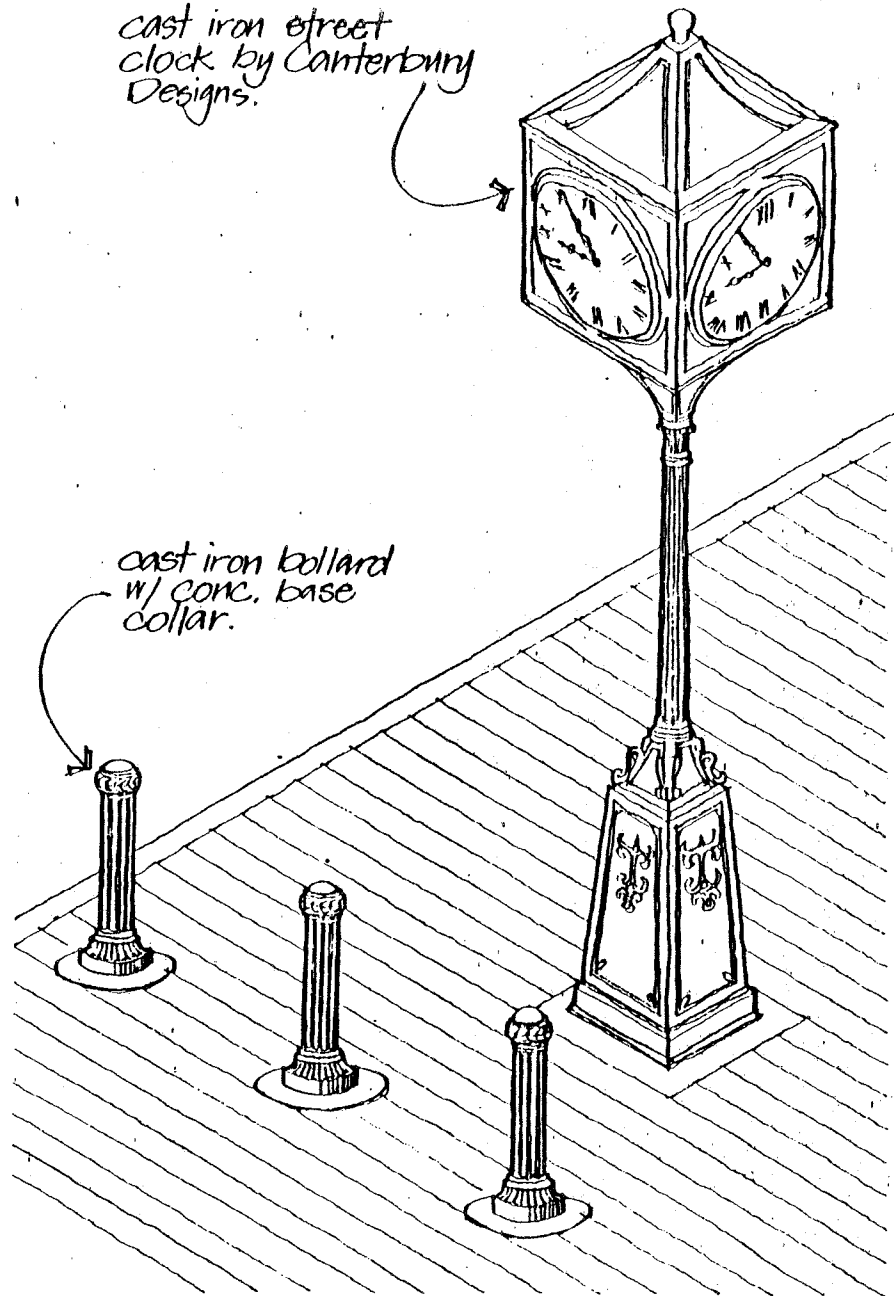
Design No. 3

GOVERNORS' PARK



DESIGN DETAILS

cast iron street clock by Canterbury Designs.



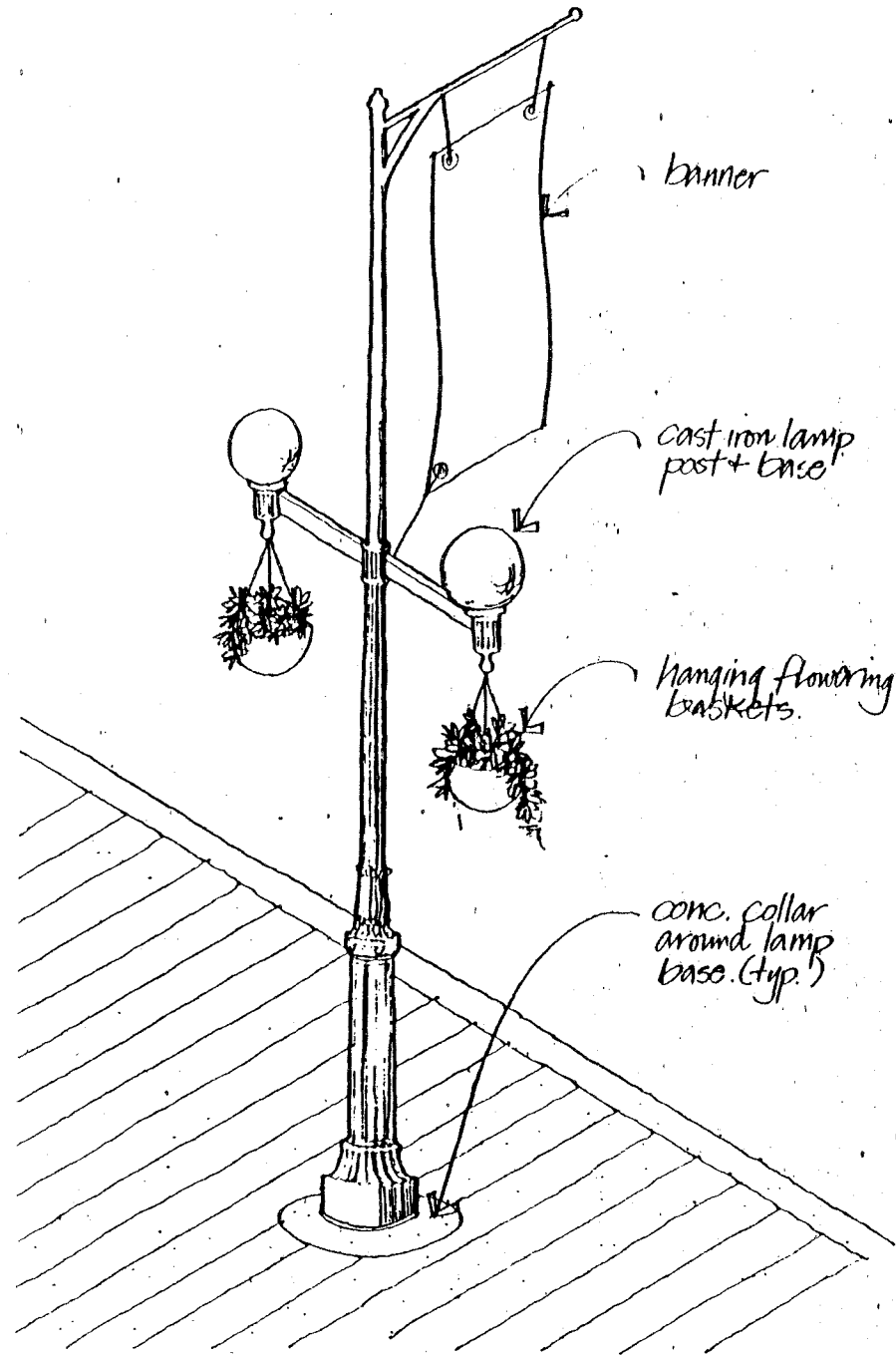
cast iron bollard w/ conc. base collar.

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

Street clock & bollards

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TRA SEA



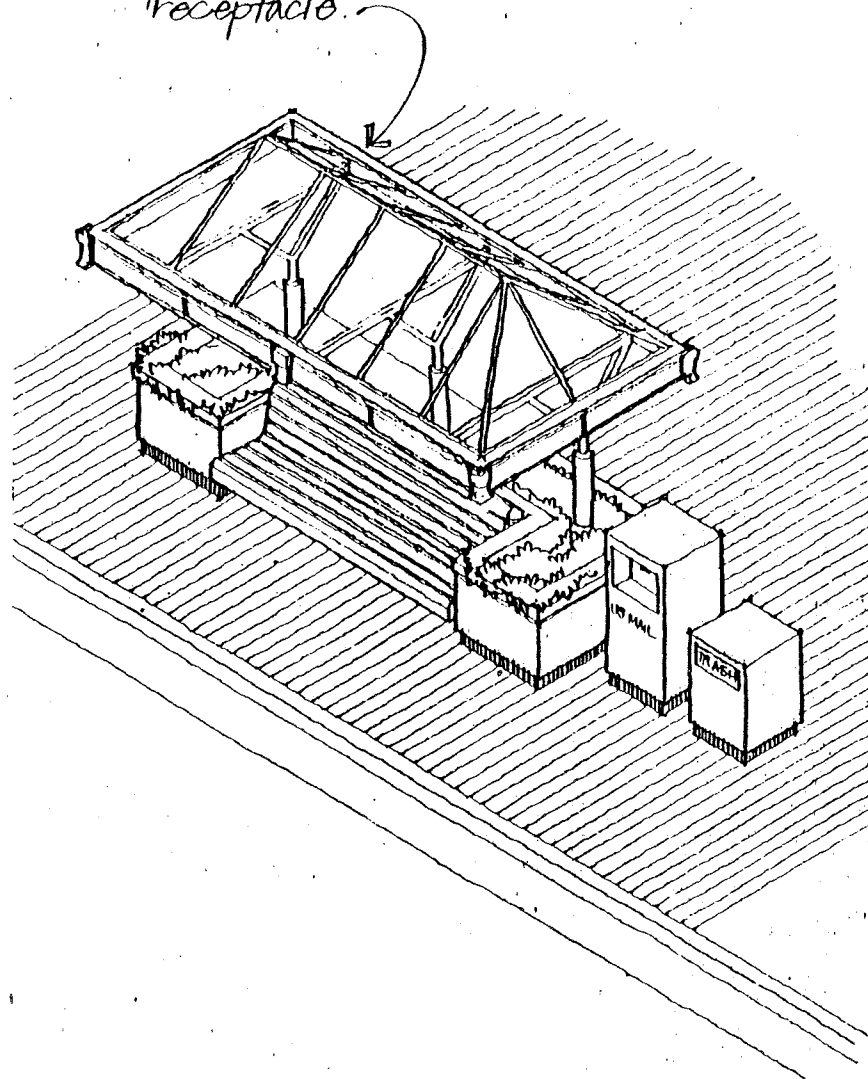
DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
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Light standard & baskets

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*bench w/ shelter +
planter, mailbox, trash
receptacle.*

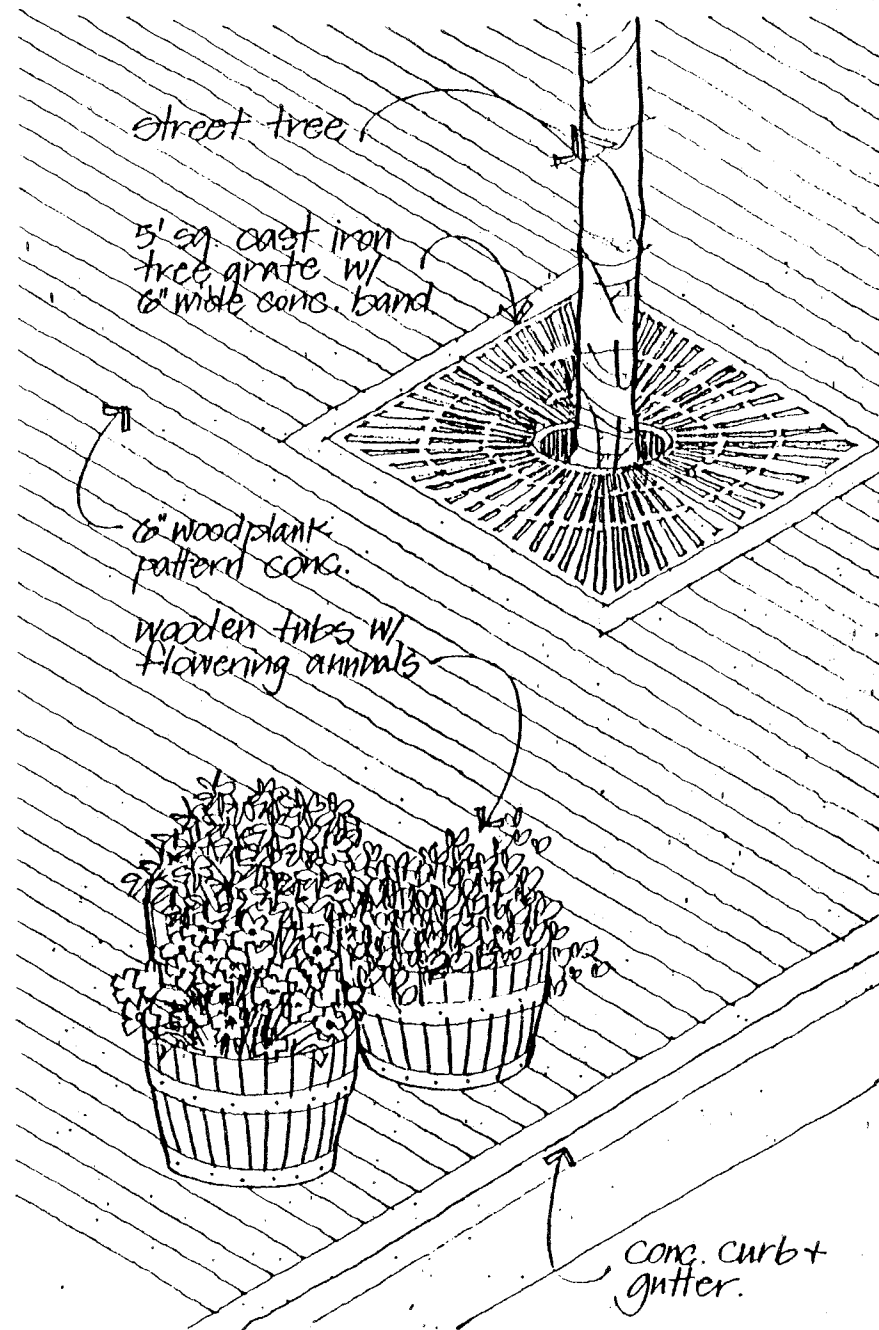


DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
City and Borough of Juneau

Covered bench & planter

TRA

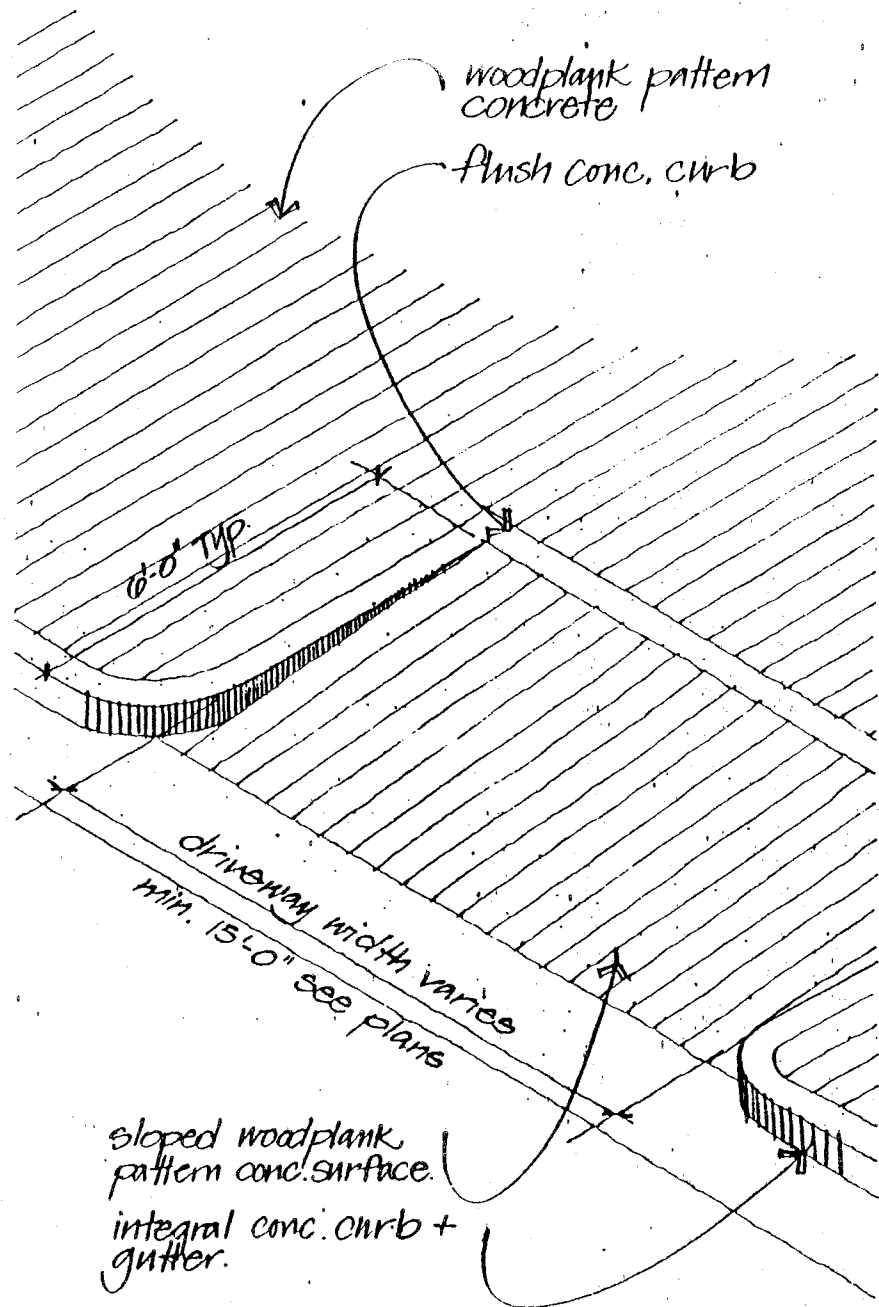
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DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
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Street tree planting &
 flowering tubs

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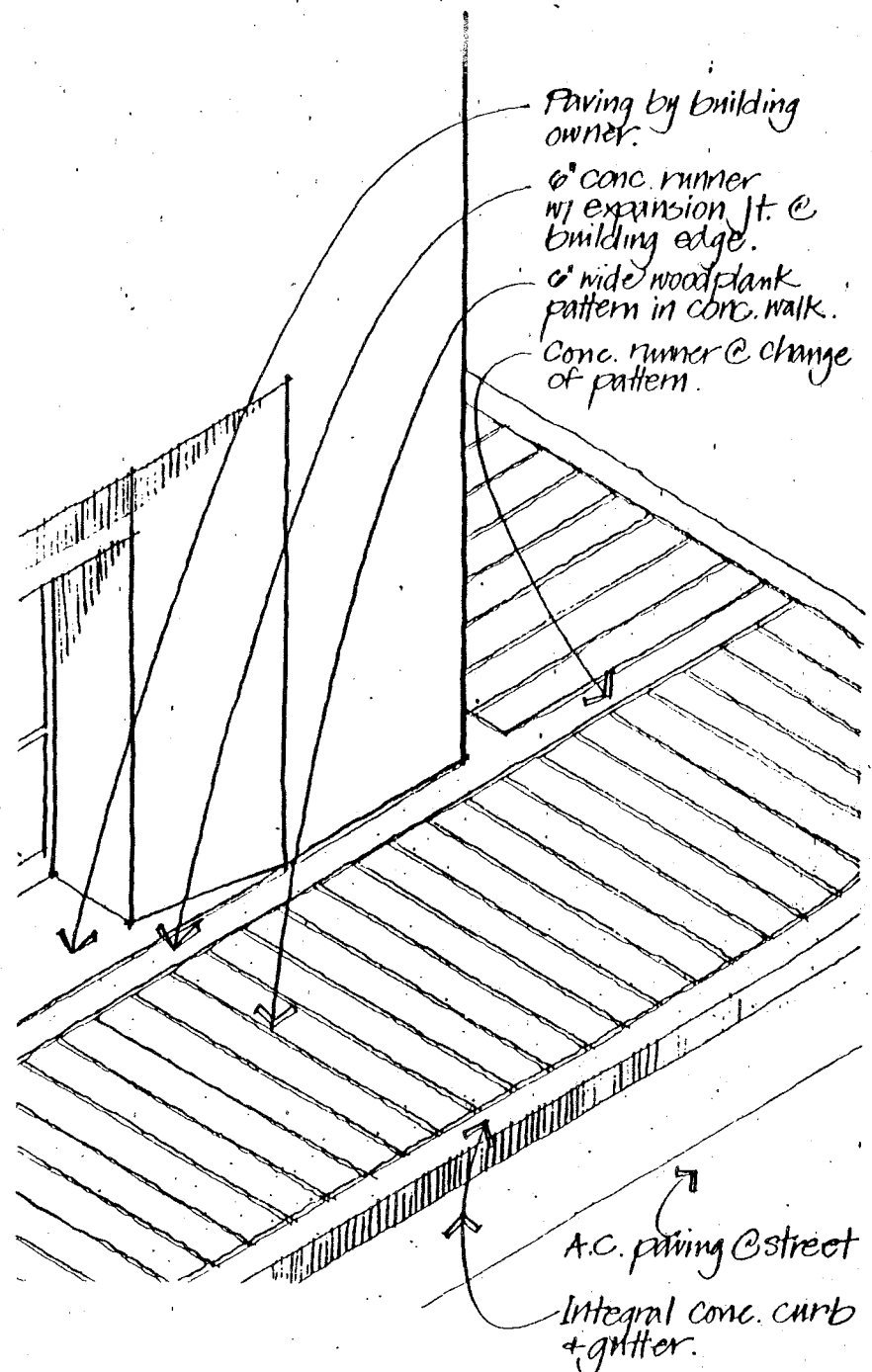
woodplank pattern
concrete

flush conc. curb

6'-0" TYP

driveway width varies
min. 15'-0" see plans

sloped woodplank
pattern conc. surface.
integral conc. curb +
gutter.



Paving by building owner.

6" conc. runner w/ expansion jt. @ building edge.

6" wide wood plank pattern in conc. walk.

Conc. runner @ change of pattern.

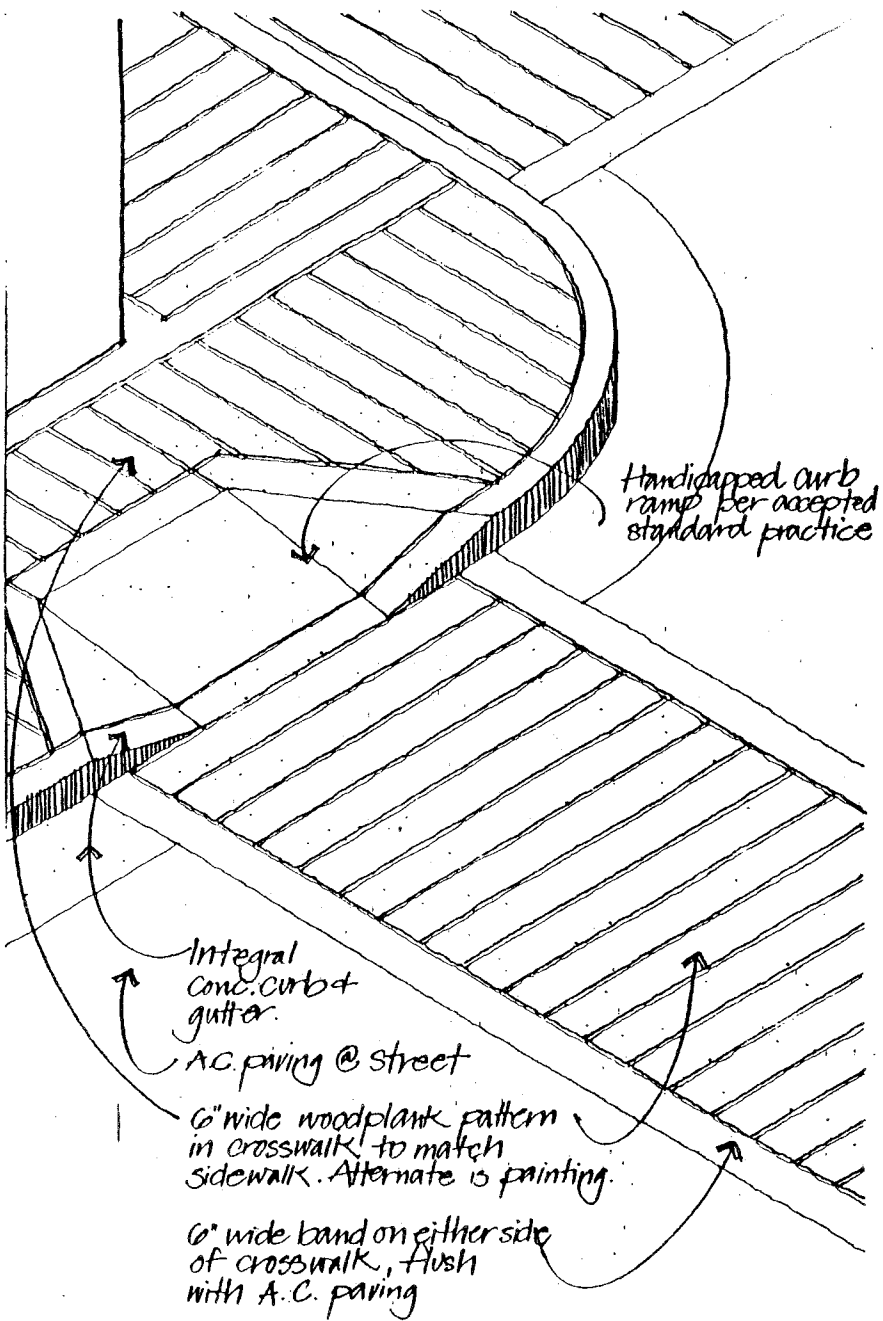
A.C. paving @ street

Integral conc. curb + gutter.

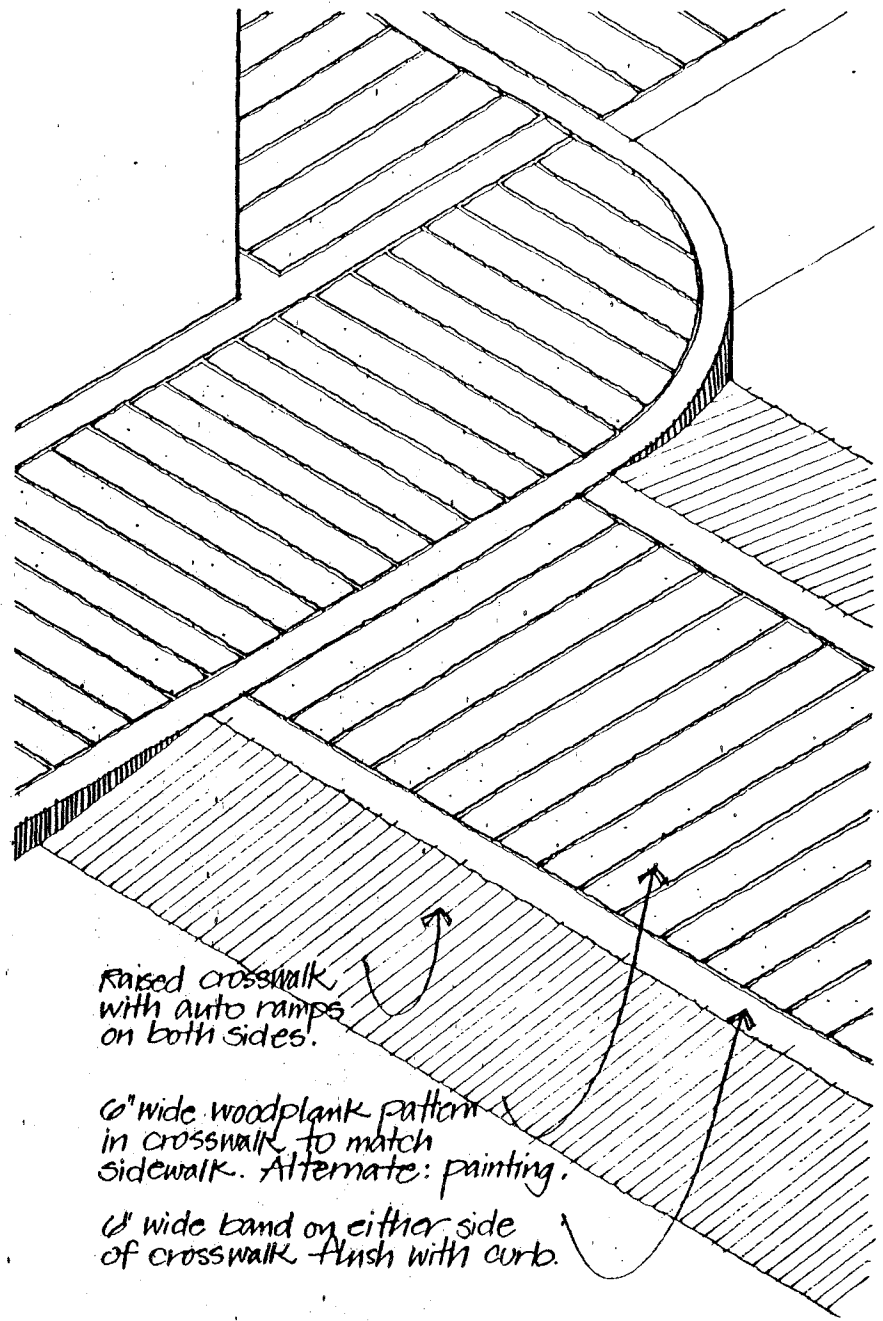
DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

Sidewalk paving pattern

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Option 1

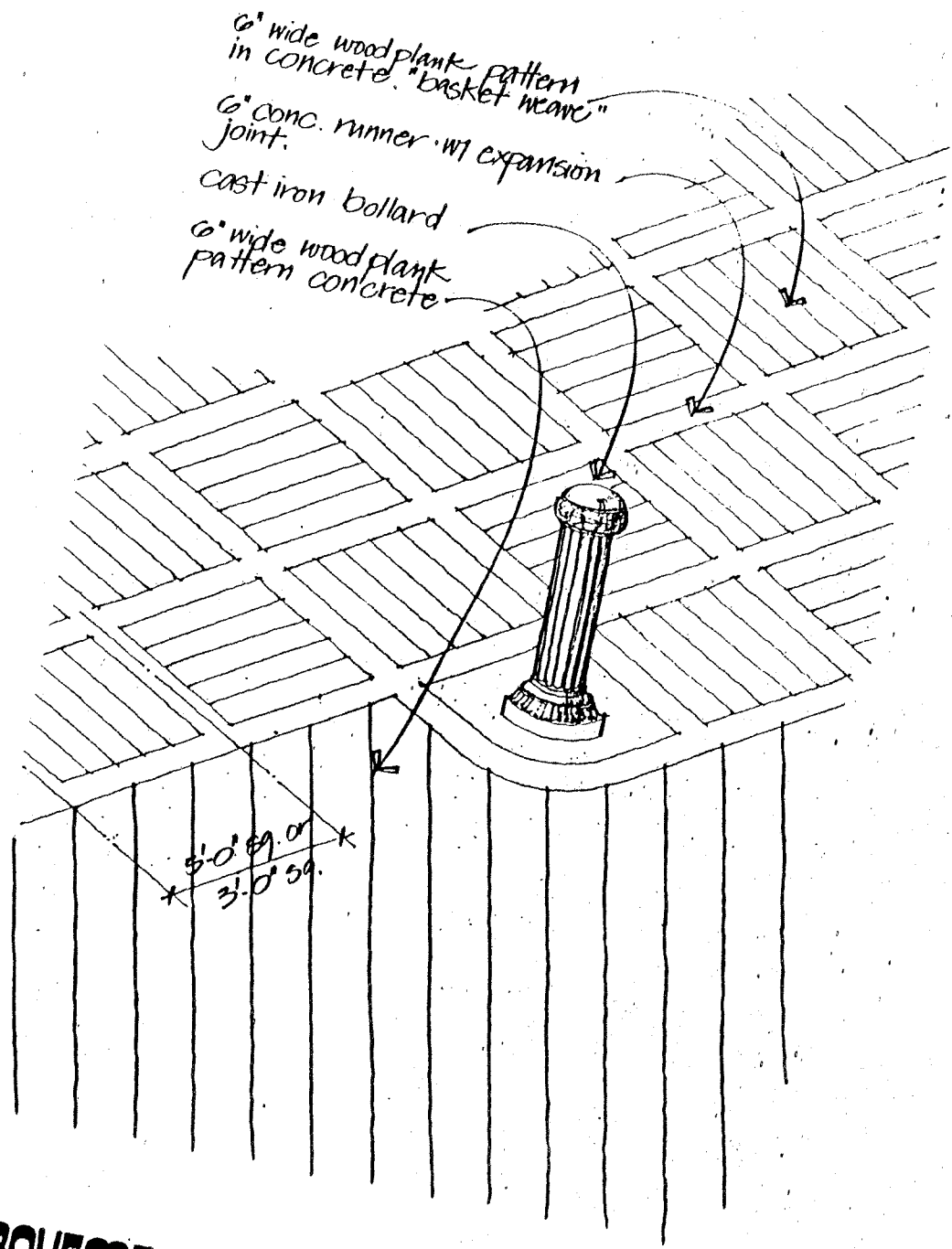


Option 2

DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
 City and Borough of Juneau

Pedestrian crosswalk

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DOWNTOWN STREET IMPROVEMENTS DESIGN STUDY
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Shattuck Way
 paving pattern

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