DATE: March 12, 2014

TO: Auke Bay Plan Steering Committee
FROM: Sarah Bronstein, Planner
       Community Development Department

FILE No.: CSP2014 0006

SUBJECT: Local Consistency Review: Glacier Highway roadway and pedestrian improvements, Fritz Cove Road to Seaview Avenue

This memorandum outlines the statutory and local ordinance authority and standards for local consistency review of state Capital Improvement Projects. The local ordinance governing consistency review is at CBJ 49.15.580:

CBJ 49.15.580 State project review.
The commission shall review proposed Alaska State Capital Improvement Projects for consistency with this title [CBJ 49] pursuant to AS 35.30.010, and may impose conditions on and modifications to such projects.

CBJ 49 does not include standards that apply directly to reconstruction of existing roadways, but does include the CBJ Comprehensive Plan, which includes many Policies and attendant guidelines against which development proposals, including roadway reconstruction projects, are evaluated.

CBJ 49.05.200 Comprehensive plan.
(a) The City and Borough comprehensive plan is designed to lessen congestion in the streets; secure safety from fire, panic and other dangers; promote health and the general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population; and facilitate adequate and cost-effective provision for transportation, water, sewerage, schools, parks and other public requirements.

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

(1) Plan adopted. There is adopted as the Comprehensive Plan of the City and Borough of Juneau, that publication titled "The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2013 Update," including the following additions:

... 

(H) Juneau Non-Motorized Transportation Plan, dated November 2009;
CBJ 49 refers to the controlling Alaska Statute, AS 35.30:

AS Chapter 35.30 CONSISTENCY WITH LOCAL GOVERNMENT PLANS AND ORDINANCES

Sec. 35.30.010. Review and approval by local planning authorities.
(a) Except as provided in (b) of this section, before commencing construction of a public project,
(1) if the project is located in a municipality, the department shall submit the plans for the project to the planning commission of the municipality for review and approval;

(b) Prior approval by a municipal planning commission may not be required before the commencement of construction of a highway or local service road if... [various exceptions rely on a formal agreement between DOT&PF and the community]
(c) If final disapproval by resolution of the governing body of the affected municipality or village is not received within 90 days from the date the project was submitted to the municipality or village, the department may proceed with the project.

Sec. 35.30.020. Compliance with municipal ordinances. A department shall comply with local planning and zoning ordinances and other regulations in the same manner and to the same extent as other landowners.

Sec. 35.30.030. Waiver. If a department clearly demonstrates an overriding state interest, waiver of local planning authority approval and the compliance requirement may be granted by the governor. The governor shall issue specific findings giving reasons for granting any waiver under this section.

Accordingly, the CBJ Planning Commission has 90 days from the date of state application to make a finding of consistency or inconsistency with locally-adopted planning and zoning ordinances under CBJ 49.15 and AS 35.30.

Staff requests that the Auke Bay Steering Committee review the applicable sections of the 2013 Comprehensive Plan, attached, and make recommendations to the Planning Commission on the following:

1) Is the Alaska Department of Transportation and Public Facilities proposed project Glacier Highway Roadway and Pedestrian Improvements, Fritz Cove Road to Seaview Avenue, consistent with locally adopted planning and zoning ordinances? and,
2) Which conditions or modifications, if any, should be placed on the project for it to be consistent with locally adopted planning and zoning ordinances?
Chapter 3: Community Form

Existing Character
The 1984 and 1995 Comprehensive Plans were based in part on an anticipated 3 to 4 percent annual increase in population through the late 1990’s. In fact, the rate of growth in both population and jobs hovered around 1 percent and is expected to continue at this pace over the 2013 Plan’s 20-year planning horizon. This is based on state revenue projections and projected employment in the community’s basic economic sectors of government, mining, tourism and food processing. However, with the slow rate of housing production over the past few years, relative to the increase in population (Table 2), there is a need for new residential development in areas that are provided with public sewer, water, and road access. The CBJ government seeks to guide development patterns in order to assure the following results:

- Protection of the scenic beauty, fish and wildlife habitat, watersheds and outdoor natural recreation resources that all Juneauites and visitors value and enjoy;
- A balanced economy with a vibrant value-added export industry that provides a livable wage and medical benefits to its employees;
- Sufficient development opportunities to meet a broad range of residents’ needs and lifestyles; and
- Compact development within the urban service area (in-fill development) to make the most efficient use of vacant land that is already provided with water, sewer, roads and other utilities and community services, particularly transit, schools and shopping. The CBJ’s land area has four distinct community forms that appeal to a diverse population. Each type of community form satisfies the lifestyle of the residents living therein and those residents have expressed a strong desire to protect and enhance this community form.

Urban: Urban areas are represented by downtown Juneau and Douglas, West Juneau, medium-density areas of Lemon Creek and Switzer Village, the mixed use area around and between the Mendenhall Mall and Nugget Mall, and the village area around Auke Bay Harbor and the University. In these urban areas, residential, commercial, mixed use and and/or public facilities share land and utilities in a compact area. Urban areas are characterized by low- to mid-rise residential and commercial structures, often with the uses mixed within the same structure or with commercial uses lining the edges of residential neighborhoods. Typical mass and scale of these urban neighborhoods are 2 to 3-story structures separated by parking lots, roads, sidewalks and landscaping or small yards. Medium to high residential densities of 10 to nearly 400 residential units per acre can be found in the downtown Juneau area; densities of 14 units per acre can be found in the West Juneau Area; densities of seven units per acre can be found in the Lemon Creek and Switzer Creek areas and in the Auke Bay area.

New Development
New development within the 20-year planning horizon of this Plan should occur as in-fill development on vacant or underutilized parcels within the Urban Service Area. In the future, new development could occur as new towns or satellite communities in the Echo Cove and West Douglas New Growth Areas designated in this Plan.
Compact "In Fill" Development Within the Urban Service Area: This Plan designates an approximately 23.9 square mile area within the urban and suburban areas of the City and Borough of Juneau boundaries as an Urban Service Area, within which water, sewer, access roads and other community services are provided or will be in the near future. Providing community services to this compact area is efficient and convenient for users. There are over 100 vacant parcels within the Urban Service Area boundary (USAB) of which from 30 to 60 can be deemed vacant buildable parcels, ranging in size from 1 to 150 acres. Buildable land is considered to be vacant or underused land that is relatively flat and dry; that is, with slopes of less than 18 percent and without high value (Class A and B) wetlands. Land within the USAB should be efficiently developed before its boundaries are extended to properties outside of the USAB. An efficient development would build to the maximum density allowed by the zoning district within which the property lies, provided that road and intersections serving the new development have adequate capacity and levels of service to accommodate the proposed intensity of development. Buildable lands should be developed as medium- to high-density affordable housing or mixed residential and commercial developments wherever possible and practicable. This is particularly true for lands located within walking distance (approximately one quarter mile) of public transit service.

**Adequate Development Opportunities**

Private and public land ownership patterns within the borough have a significant impact on the location of future urban development. Most of the community's flat, dry parcels within the USAB or the roaded area have been developed. Due to its location at the intersection of a steeply sloped rainforest and the sea, most of the undeveloped land is constrained by steep slopes, avalanche hazards, anadromous fish streams, and wetlands and are either unbuildable or are very costly to build upon.

One of the primary responsibilities of the CBJ government is to facilitate future growth by ensuring that adequate land is available when needed and in providing a level of public services and facilities sufficient to promote public health, safety, and convenience. Typically, it is advisable to have more than a 15-year supply of vacant land for commerce, industry, housing and public utilities and facilities to facilitate choice in location, price and size of development. The CBJ government is no longer in a position to provide this inventory of land zoned for those uses, as most of the undeveloped land in the borough is dominated by wetlands, forests, steep slopes, variable terrain and/or is inaccessible by roads. Very few land uses can effectively use this type of terrain and, if they could, the costs to engineer development on those lands, while mitigating environmental impacts, is, today, cost-prohibitive to all but high-priced, low-density residential uses. The CBJ government needs to be very efficient and prudent in how it allocates land uses on the few remaining vacant buildable parcels within the USAB.

Due to this paucity of flat, dry land within the sewered USAB, it is critical that the CBJ government identify the most buildable lands within the USAB and make the most efficient use of those limited resources by increasing residential densities along public transit corridors and, in exchange for these economic benefits to private developers, require the inclusion of long-term low- and moderate-income affordable housing units throughout the new development.
Transit Oriented Development

There are over 100 vacant parcels, ranging in size from one to 113 acres and totaling about 600 acres of land that are located within one-quarter mile of an express bus route and are served by municipal water and sewer service. Some of these parcels contain wetlands. At a minimum, about 30 privately-owned vacant or underutilized parcels are located within walking distance, or one-quarter mile, of existing and proposed public transit routes and should be designated for medium-to high-density residential or mixed use development.

Vacant and underutilized lands within walking distance of new routes with short headways and transfer points can be designated for high-density residential or mixed use Transit Oriented Development (TOD) district within the area shown in the Bonus-Eligible Area Overlay District map.

Transit Oriented Development consists of dynamic, livable developments and/or neighborhoods focusing on compact, walkable communities centered on convenient express public transit systems. Depending on the location of the property, a dynamic mixed use development or higher-density wholly-residential development would be appropriate.

Typical Elements of a Transit Oriented Development:

- Safe, convenient pedestrian and bicycle connections from home and/or work to the bus station(s) with no more than two bus transfers to reach a final destination. Transit stations or bus shelters would provide adequate shelter, seating, lighting and signage.
- The urban design of the development in terms of block size, building height and massing building orientation and ground-level frontage treatments would be pedestrian oriented. The ground-levels of commercial space would provide multiple entrances or have their only entrance onto a sidewalk, and transparency, that is, a ratio of windows and doors to the total frontage area should be at least 40 percent.
- Density should be medium-to high with three or more levels of housing; in some locations this may be located above ground-floor commercial space;
- A mix of housing types, sizes and price is important;
- Buildings should be oriented to provide “eyes” on public spaces and gathering places;
- Lower-than-normal parking requirements met on one or two levels with entries from a side street or the rear of the building. Typically, the parking demand and subsequent requirement is reduced to as low as one space per four dwelling units;
- A mix of pedestrian-oriented land uses and convenient shopping and personal service uses within walking distance;
- Walkable design of the public spaces and interior courtyards with pedestrian-scale architecture/building massing, lighting, circulation patterns and landscaping;
- Direct connections to express public transit services within a 5 to 10 minute walking distance from each development or to collector transport systems; and,
- Support systems and facilities to encourage non-motorized transport as well as carpools, car-sharing programs and non-fossil fuel-burning vehicles (covered, secure bicycle storage and parking spaces with metered electric outlets).

Principles for Creating Livable Mixed Use Communities

- Design on a Human Scale
Compact, pedestrian-friendly communities allow residents, workers and visitors to walk to shops, services, cultural venues, and jobs, reduce traffic congestion and improve people’s health. Commercial space should face the street and should mimic a traditional Main Street development pattern with clear display windows, multiple entrances, all weather canopies and seating areas. There should be no blank walls facing public streets or walkways. Parking should be provided in the rear of structures with access roadways limited to side streets. Pedestrian pathways should be well-lit and protected from rain and snow.

- **Provide Choices**
  People want variety in housing styles and size and want conveniently accessible shopping, recreation, entertainment, transportation and employment. A variety of pedestrian-friendly uses creates dynamic neighborhoods and accommodates residents in different stages of their lives. Residential densities should be a minimum of 10 dwelling units per gross acre of land within the development with higher densities of 30 to 80 units per acre encouraged. These densities facilitate the efficient provision of frequent transit service, convenient shops and services, affordable development, and help create a vibrant street life.

- **Adapt to Urban Centers**
  Take advantage of the presence of adequate municipal water and sewer services, other utilities, roads and infrastructure by pursuing in-fill development on vacant land within the urban service area, adaptive re-use of vacant buildings and/or redevelopment of underutilized or older, obsolete buildings. In-fill and redevelopment structures should respect the overall character of the existing neighborhood, although building heights and densities will be greater. New developments should provide vehicular, pedestrian and viewshed connectivity to adjacent established neighborhoods.

- **Provide Transportation Options**
  Design safe, well-lit and convenient all-weather pedestrian pathways, separated bicycle lanes, sheltered bus stops; give preferential parking to carpool vehicles and car-sharing vehicles and provide preferential and metered electric energy stations for electric vehicles. Parking should satisfy the customer/patron needs of the non-residential space with minimal parking provided for residents and workers who are encouraged to take transit. Parking for businesses should be designed as parallel or angled parking along the storefronts rather than a sea of surface parking facing the roadway. Internal vehicle roadways should be designed for slow speeds to minimize hazards to pedestrians and cyclists. Pull-off lanes for transit, taxi cabs and school buses should be provided at convenient locations.

- **Provide a Central Public Gathering Space**
  Provide distinct entries to new developments and well-defined and safe public spaces that facilitate public gathering, celebrations, and face-to-face interaction and the viewing of public art. Cluster commercial uses around a common plaza or gathering space that could be integrated with the transit station for the development.

- **Protect Environmental Resources**
  Provide a balance of preservation of natural systems and new development; ensure that urban runoff and snow storage does not pollute waterways and nearby habitat; mitigate to eliminate or minimize noise, fumes and other air quality impacts; provide facilities to support non-fossil fuel-burning vehicles and buildings; provide convenient facilities to encourage recycling of solid waste materials; and encourage
the reduction of the use of packaging materials and shopping bags by businesses, workers and residents of the area.

Chapter 4: Housing Element

POLICY 4.3. TO DESIGNATE ON LAND USE MAPS AN ADEQUATE SUPPLY OF BUILDABLE LAND WITHIN THE URBAN SERVICE AREA, AND PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE HOUSING AFFORDABLE TO ALL ECONOMIC GROUPS.

Standard Operating Procedure
4.3 - SOP1 Monitor and, when necessary, designate an adequate amount of vacant land for residential development on the Comprehensive Plan Land Use Maps. Densities within the USAB and New Growth Areas should foster compact development at medium- to high-densities. As a target goal for compact development, a minimum density of ten dwelling units per acre for residentially zoned lands within the USAB would make prudent and efficient use of these limited land resources. A density of 30 dwelling units per acre, or greater, along major transit corridors is recommended to produce affordable housing and to make efficient use of transit services therein.

Implementing Actions
4.3 - IA2 Amend the Land Use Code to provide for an Affordable Housing Overlay District (AHOD) as a zoning map amendment that could lie upon any parcel located within the Urban Service Area. The AHOD would allow higher densities than the underlying zoning designation and may adjust development standards, where appropriate, for projects that include housing affordable to low income households—Below Market Rate (BMR) units. [See “Bonus Eligible Area” in Chapter 11]

4.3 - IA3 Designate suitable land within one-quarter mile distance from public transit routes from Auke Bay to downtown Juneau as a Transit Oriented Corridor (TOC) overlay zoning district within which medium-to high-density housing in wholly residential or mixed use developments and with lesser parking requirements would be allowed. [See “Bonus Eligible Area” in Chapter 11]

Chapter 5: Economic Development

POLICY 5.4. TO ENCOURAGE AND SUPPORT REGIONAL ECONOMIC DEVELOPMENT IN OTHER CITIES AND LOCATIONS IN SOUTHEAST ALASKA TO CREATE A LOCAL ENVIRONMENT OF SERVICES AND OFFERINGS ATTRACTIVE TO COMMERCE ORIGINATING FROM OUTSIDE THE CBJ, AND TO ACTIVELY PARTICIPATE IN DEVELOPMENT AND IMPLEMENTATION OF REGIONAL SUSTAINABLE DEVELOPMENT GOALS.

Standard Operating Procedures
5.4 - SOP6 Strengthen and expand the partnership between communities, Alaska Native corporations, and UAS in Southeast Alaska, using the Southeast Conference and other regional entities.
5.4 - SOP7 Strengthen Juneau’s role as a regional services hub for such things as fisheries research, medical, retail, tourism, transportation, and education.

POLICY 5.6. TO ENCOURAGE TOURISM, CONVENTION AND OTHER VISITOR-RELATED ACTIVITIES THROUGH THE DEVELOPMENT OF APPROPRIATE FACILITIES AND SERVICES, WHILE PROTECTING JUNEAU’S NATURAL, CULTURAL AND ECONOMIC ATTRACTIONS FOR LOCAL RESIDENTS AND VISITORS ALIKE, AND TO PARTICIPATE IN THE ACCOMMODATION OF THE FUTURE GROWTH OF TOURISM IN A MANNER THAT ADDRESSES BOTH COMMUNITY AND INDUSTRY CONCERNS.

Standard Operating Procedures
5.6 - SOP1 Strengthen the local economy by enhancing and marketing Juneau as a year-round visitor destination.

5.6 - SOP2 Encourage recognition of the value of historic resources and their preservation to tourism in the community and promote accurate representation of the Juneau area’s unique cultures. Utilize the Juneau-Douglas City Museum, and work with the Alaska State Museum and other groups such as the Gastineau Historical Society and Juneau Convention and Visitor’s Bureau for dissemination of accurate Juneau area history.

5.6 - SOP3 Focus primary marketing efforts on cultivating over-night leisure and convention visitors.

Development Guidelines
5.6 - DG1 Develop a long-range plan to ensure that areas that are unique or locally important, such as Treadwell, Last Chance Basin and Perseverance Trail, Mendenhall Glacier, and the Auk Village area are not adversely impacted by commercial use.

5.6 - DG2 When considering capital improvements and when reviewing permit applications for tourism-related developments, assess the costs and benefits of the proposed projects against the policies of this Comprehensive Plan and any CBJ-adopted Tourism Management Plan or BMPs.

University of Alaska Southeast
The University of Alaska Southeast (UAS) is an important contributor to the educational, social, cultural, and economic vitality of the community. Through cooperative efforts, UAS will be able to expand to accommodate its needs and develop in a manner consistent with the planning and development objectives adopted by the CBJ government. One of the attractions of the UAS campus to students and faculty is its proximity to natural areas and marine environments. Although campus facilities and student and faculty housing have made good use of the natural and scenic assets of Auke Bay and its environs, new development to accommodate expansion of UAS should be carefully designed to maintain and protect its scenic and natural surroundings.

POLICY 5.8. TO SUPPORT EXPANSION AND DEVELOPMENT PLANS OF THE UNIVERSITY OF ALASKA SOUTHEAST WHILE PROTECTING THE NATURE OF ITS SETTING, WHICH IS AN INTEGRAL PART OF ITS UNIQUE ADVANTAGE.

Standard Operating Procedures
5.8 - SOP1 Work with representatives of the University of Alaska Land Trust and State Office of Land Management and other agencies, as appropriate, to facilitate partnerships in land development for UAS facilities expansion and the development of student and faculty housing in and near the university campus.

5.8 - SOP2 Encourage UAS to provide a full range of university programs that take advantage of the local environment, both natural and governmental, to attract students from other Alaska communities as well as from outside of Alaska.

5.8 - SOP3 Work with the University of Alaska Southeast in the development of additional student and faculty housing, including designating lands near the university for high-density, family-size affordable student and faculty housing as well as for the smaller Single Room Occupancy (SRO) units.

Implementing Actions

5.8 - IA1 Allocate CBJ staff to work with UAS to develop and maintain a GIS modeling project to forecast the land needs for the expansion of UAS to accommodate 3,000 full-time students within the next 25 years.

5.8 - IA2 Support the provision of affordable housing for the UAS students and faculty on or near the campus through appropriate zoning and land management.

Port Facilities

Historically, port development in the Juneau-Douglas area has been a significant factor in the layout and physical form of the community's built environment. Typically, port facilities are low scale, water-borne structures with low scale land-side support structures facing the water. This results in scenic vistas of the water from the uplands and scenic vistas of the townscape from the water. Shoreline port facilities are very well utilized and additional development of the Juneau and Auke Bay areas is expected to support commercial fisheries, maritime shipping and tourism industries. Care should be taken to ensure water access to such water-dependent land uses on port properties, rather than allocate these limited shoreline lands to commercial or residential uses that can be accommodated adequately on upland areas. Port development issues are interwoven into many sections of the Comprehensive Plan including waterfront development; downtown Juneau and Douglas; tourism/visitors; mining development; regional transportation; and commercial, industrial and public facilities.

The major port facilities for commercial and industrial goods and materials are located on the waterfront at Salmon Creek, at the Rock Dump east of downtown Juneau and in Auke Bay. Marine support facilities at Auk Nu Cove continue to add to activity levels in and near Auke Bay. Two privately-owned facilities near the northern terminus of Glacier Highway have gained in importance as the Kensington Mine has developed and placed additional shipping demands on Northern Lynn Canal. Because of the geography, water depth, and development patterns of those areas, room for expansion is limited. Due to sedimentation and uplift, travel across the Mendenhall Bar from Gastineau Channel to Fritz Cove is impossible for most marine traffic except at the highest tides. Heavy truck traffic to and from the downtown port and the barge terminal at the rock dump adds to the noise and congestion in the downtown Juneau and downtown Douglas areas.
Port development continues to be of importance for both commerce and recreation throughout the borough. Cruise ship visits are increasing again, and vessel lengths are increasing, as are the number of passengers carried. Moorage for cruise ships and upland support areas have become extremely important to the tour industry and local private enterprise. Recreational boat use is also on the increase and the CBJ Harbormaster has a long waiting list for berths in the most popular size categories. Summer season private boat visits are also on the increase with small ocean-going yacht visits becoming more familiar in the Juneau area.

Ferry traffic in the Auke Bay area has remained fairly level for nearly ten years, with the system operating as frequently as aging equipment, inclement weather, and the transportation needs of the rest of the region allow. Even as the Alaska Marine Highway adds one or more new Alaska-Class ferries to its fleet, these vessels will likely replace existing main-line vessels and not add to service frequency or capacity. Seasonally, with fast ferry vehicles available for use in calmer seas, the Alaska Marine Highway system expands the number of voyages to accommodate increasing numbers of drive-on tourists during the summer. From time to time, Auke Bay is also visited by ore ships serving Skagway, Kensington, and Greens Creek Mines.

Government vessels and their related support activities also play an important role in port and harbor traffic and development. The U.S. Coast Guard maintains a fleet of small vessels at its downtown Station Juneau, where U.S. and Canadian buoy tenders congregate annually, and with a substantial number of employees working nearby at the Federal Building year-round. Additional Coast Guard vessels are based out of Auke Bay, and Coast Guard administrators have expressed interest in utilizing a deep-water port on the west side of Douglas Island, if and when a north crossing of Gastineau Channel is developed. Although the Coast Guard is the largest federal government employer in Juneau, they are not the only government agency that requires good access to port facilities. The National Oceanic and Atmospheric Administration (NOAA), the National Marine Fisheries Service (NMFS), U.S. Fish & Wildlife Service (USFWS), and State of Alaska Department of Fish & Game (ADF&G) all maintain research and/or enforcement vessels in Juneau throughout the year. U.S. and Canadian Navy, as well as Canadian Coast Guard vessels also visit Juneau on occasion, and require secure port facilities during their visits.

In the short term, it is important to expand and improve on existing waterfront industrial sites. Juneau currently does not have marine support facilities commensurate with demand from the commercial fishing and recreational sectors. A larger capacity vessel lift (at least 150 tons) is required along with additional uplands work areas. In the long term, development of new port facilities that would be more accessible to marine traffic of Southeast Alaska should be located along the western shore of Douglas Island, if deep water ports, breakwater facilities, adequate roads, and a channel crossing were made available to support this development. An appropriate West Douglas site should provide protected docking space and adequate land for storage and industrial facilities.

POLICY 5.9. TO FACILITATE AVAILABILITY OF SUFFICIENT AND SUITABLE WATER-BASED FACILITIES AND ASSOCIATED LAND-BASED ACREAGE TO SUPPORT WATER-DEPENDENT USES, AND TO WORK CLOSELY WITH THE PUBLIC AND PRIVATE SECTORS TO FACILITATE SUSTAINABLE MARINE COMMERCE, COMMERCIAL FISHING, SEAFOOD PROCESSING, RECREATION, PUBLIC ACCESS TO THE SHORELINE, AND
ENJOYMENT OF THE WATERFRONT THROUGH DEVELOPMENT OF WELL DESIGNED PORT FACILITIES.

Standard Operating Procedures
5.9 - SOP1 Protect from land use conflict and/or displacement, potential new, existing, or expanded port and water-dependent industrial, commercial, governmental, and recreational facilities.

5.9 - SOP2 Encourage the expanded use of, and home porting in, Juneau by state and federal government vessels, including NOAA oceanographic and fisheries research vessels, and cooperate with those agencies in the development of adequate water dependent port and related upland facilities to meet present and future needs.

5.9 - SOP3 Evaluate the effect of changes in state and federal laws on water-related and water-dependent facilities such as fuel docks, tidal grids, upland boat storage and repair yards, and seafood processing plants, and the role of the CBJ government in facilitating compliance with those laws through the planning and zoning process.

5.9 - SOP4 Utilize the Capital Improvement Program to prioritize and schedule improvements or acquisitions necessary to the sustainable waterfront development and use called for in Policy 5.9.

Development Guidelines
5.9 - DG1 Assure public access to the shoreline and water when reviewing development applications.

5.9 - DG2 To the greatest extent practicable, orient new structures and facilities located on the waterfront in such a way as to preserve views of the water from public roadways and vista points.

5.9 - DG3 Deep water ports and navigable waters are valued assets and are critical to the sustainability of our economy and livability. New development along the shoreline should ensure that deep water navigable lanes and deep water port sites for marine vessels critical to the local economy are protected from encroachment from incompatible uses or obstructions.

Implementing Actions
5.9 - IA1 Develop neighborhood plans and create Marine Mixed Use zoning districts for Auke Bay and downtown Douglas that assure provision of adequate port, docks and harbor facilities and support land side facilities and services [see Guideline 1 and 2 for Subarea 3 and Guideline 6 for Subarea 9 in Chapter 11].

5.9 - IA2 Evaluate methods for assuring shore-side security without using fencing or security gates on CBJ-owned docks, harbors and recreational facilities used by residents and visitors.

5.9 - IA3 Assist with coordination of cruise ship traffic and commercial fishing operations to minimize conflicts.
5.9 - IA4 Investigate acquiring a larger capacity vessel lift (at least 150 tons) along with additional uplands work areas along Juneau's waterfront.

5.9 - IA5 Docks & Harbors should work closely with the commercial fishing and seafood packaging industries to ensure that the unique needs of these groups are met at local facilities.


**Standard Operating Procedure**
5.14 - SOP1 Encourage the location and expansion, as envisioned in Alaska Department of Fish & Game regional plans, of hatcheries and remote release projects in Juneau to support the local fishing industry.

**Implementing Actions**
5.14 - IA1 Assist in the development and provision of facilities suitable for commercial fishing vessels, repair facilities and land for businesses that repair fishing vessels and gear.

5.14 - IA2 Assist in the development of a large-capacity ice plant in the Auke Bay area.

5.14 - IA3 Assist in the location and permitting of suitable sites for additional seafood processing activities.

5.14 - IA4 Support mariculture that does not have unacceptable impacts on important fish and wildlife habitat and other maritime-related activities and ensure adherence with state law and protocols on mariculture practices. Use of invasive species or harmful food or waste products in these operations should be prohibited.

5.14 – IA5 Continue to support seafood industry activities as part of a diversified working waterfront in Juneau.

5.14 – IA6 Support educational and safety programs that are targeted to the fishing industry.

5.14 – IA7 Maintain and enhance local rivers and streams that support fish vitality and sustainable fish populations.

**Chapter 7: Natural Resources and Hazards**

**Coastal Resources Planning**
Coastal resources are clearly important to the environmental quality and economic vitality of the community. They provide natural habitat for valued species, recreation, view corridors, food sources, and a sense of well-being for residents and visitors. Environmentally-sensitive habitats and waterfront areas that are particularly subject to intense development pressures, such as downtown Juneau, Auke Bay, North Douglas Island, and Echo Cove, merit special attention.
POLICY 7.2. TO PRESERVE AND PROTECT FISH AND WILDLIFE HABITAT, SCENIC CORRIDORS AND PUBLIC ACCESS TO THE WATER, AS WELL AS WATER-DEPENDENT USES IN PLANNING FOR USE OF COASTAL AREAS.

Implementing Actions
7.2 - IA1 Designate areas for water-dependent uses on the Comprehensive Plan Land Use Maps, the CBJ GIS maps, and the Land Use Code Maps. Identify and designate on these maps publicly-owned shoreline areas that are appropriate for publicly-accessible open space/natural areas or recreational use, for fish and wildlife corridors for fishing and hunting, and/or for view corridors.

Chapter 8: Transportation

Vehicle Transport
It is critical that the community be served by an efficient roadway system that facilitates traffic flow within and between major population centers, including the Valley, Auke Bay, and Douglas Island, as well as to and within downtown Juneau, the community’s employment, cultural, and tourist center.

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

Standard Operating Procedures
8.5 - SOP1 Provide a safe, convenient, reliable and low-cost public transit and rapid transit system within the Urban Service Area to ensure that within that area, everyone has the ability to access work, school, services, shopping and leisure activities by public transit, with stops located so as to be within ½ mile of each other along routes.

8.5 - SOP2 Maintain area-wide and subarea transportation plans and ensure their consistency with other relevant CBJ-adopted Plans, including the Comprehensive Plan, the Parks and Recreation Comprehensive Plan and the Capital Improvement Plan and Program.

Implementing Actions
8.5 - IA8 Construct or complete the improvements and planning documents called for in the Area Wide Transportation Plan as funding becomes available. Where there is a public need for those improvements in the immediate future, actively pursue the funding needed to complete those improvements.

POLICY 8.6. TO PROMOTE AND FACILITATE TRANSPORTATION ALTERNATIVES TO PRIVATE VEHICLES AS A MEANS OF REDUCING TRAFFIC CONGESTION, AIR POLLUTION AND THE CONSUMPTION OF FOSSIL FUELS, AND TO PROVIDE SAFE AND HEALTHY MEANS OF TRANSPORTATION TO ALL PEOPLE.
Development Guidelines
8.6 - DG1 Require sidewalks and bicycle paths or lanes along newly constructed arterial and collector streets where appropriate, and provide or work with ADOT&PF to provide such amenities along existing roads to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

8.6 - DG2 Provide sidewalks and bicycle paths in and around the expanded campus of the University of Alaska Southeast, particularly in conjunction with the construction of student housing in the Auke Bay area.

8.6 - DG3 Require sidewalks and bicycle paths along roadways where higher-density housing is to be provided as a condition of a rezoning application for higher densities.

8.6 - DG4 Provide secure, weatherproof bike parking and storage facilities at public buildings and in private developments, particularly developments located along transit corridors.

8.6 - DG5 Require that cul-de-sacs and other dead-end streets be connected to neighboring dead-end streets and through-streets with pedestrian and bicycle paths wherever practical in new developments in order to create non-motorized transportation networks for neighborhood residents.

8.6 - IA2 Work with the Alaska Department of Transportation and Public Facilities (ADOT&PF) to construct sidewalks and/or separated paths. If these are not practical, a wide shoulder of at least 48” along roads that lack such improvements, with a priority given to those corridors which have Average Annual Daily Traffic (AADT) of 4000 vehicles or more. According to ADOT&PF 2010 data, these corridors are:

... 2. Glacier Highway – Auke Bay to Ferry Terminal – 5,480 to 6,724 AADT
...

8.6 - IA3 Implement the pedestrian and non-motorized improvements called for in the Area Wide Transportation Plan as funding becomes available. Where there is a public need for those improvements in the immediate future, actively pursue the funding needed to complete those improvements.

8.6 - IA4 Work with the Juneau School District and other agencies to identify opportunities for improved pedestrian and bicycle access to schools.

8.6 - IA5 Design or re-design of transportation corridors should consider the Policies, Development Guidelines, Standard Operating Procedures, and Implementing Actions of this Chapter so as to ensure that all potential users and all available modes of transportation are considered within the context of the neighborhood and transportation network. Early involvement of stakeholders and residents of the project area are critical to this approach.
8.6 – IA8 Prioritize snow removal from sidewalks and separated paths so as to provide safe walking routes for school children, where high numbers of pedestrians are present, or where no alternative routes are available.

8.6 – IA9 Identify discontinuous sections of bicycle lanes and prioritize improvements to connect them.

Subarea Transportation Needs
To ensure a smoothly functioning transportation system, the CBJ government and ADOT&PF must address some serious transportation problems within and between major concentrations of population. The areas most affected by past and projected growth and, therefore, most affected by congestion, include downtown Juneau, Lemon/Switzer/Salmon Creeks, Mendenhall Valley, Auke Bay, and Douglas Island.

POLICY 8.8. TO RESPOND TO THE SPECIAL TRANSPORTATION NEEDS OF EACH SUBAREA OF THE CBJ AND TO INTEGRATE THEM INTO A BOROUGH-WIDE COMPREHENSIVE TRANSPORTATION PLAN. THIS SYSTEM SHOULD SEEK TO REDUCE THE CONSUMPTION OF FOSSIL FUELS BY FACILITATING EFFICIENT ROUTES OF TRAVEL, CONVENIENT AND RAPID TRANSIT, AND SAFE MOTORIZED- AND NON-MOTORIZED TRAVELWAYS.

Implementing Actions
8.8 – IA2 Develop a coordinated planning process between the city and state regarding transportation plans.

Auke Bay and “Out the Road”
West of Auke Bay, the two-lane paved Glacier Highway provides vehicular access to about 600 residents of the rural areas referred to as “Out the Road,” as well as recreational enthusiasts, hunters, fisherpersons, and boaters. ADOT&PF maintains this road year-round to milepost 40; the northernmost parts of it are snowbound and inaccessible during winter months.

Implementing Actions
8.8 - IA15 Work with ADOT&PF to undertake transportation improvements to state right-of-ways within the Auke Bay area pursuant to recommendations included in a CBJ-adopted Auke Bay neighborhood plan. The plan should address existing and anticipated travel demands generated by the ferry terminal, marina, commercial fisheries facilities, affordable housing, expansion of the University of Alaska Southeast, and other destinations located further out the road, and should incorporate the improvements identified in ADOT&PF’s 2003 ABCOR (Auke Bay Corridor) study. Extension of existing sidewalks, provision of additional sidewalks, and other safety projects should be high priorities.
8.8 - IA16 Continue to explore the feasibility of constructing a bypass road above Auke Bay from the Mendenhall Valley as envisioned in the 2003 ABCOR study’s Alternative Concepts report.

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

8.8 - IA18 Implement the subarea improvements for Auke Bay and “Out the Road” called for in the Area Wide Transportation Plan as funding becomes available. Where there is a public need for those improvements in the immediate future, actively pursue the funding needed to complete those improvements.

8.8 – IA19 Crosswalks across Glacier Highway in mid-block or unsignalized locations should utilize medians for mid-crossing pedestrian refuges; where present, the existing center turn lane should be eliminated except where it is needed for vehicles to queue for left turns off of Glacier Highway at major intersections. Medians should be used to reduce the number of locations where left turns onto Glacier Highway are possible. Snow removal and storage need to be considered in redesigning the roadway.

8.8 – IA20 Work with ADOT&PF to provide public and improve non-vehicular access to the Alaska Marine Highway System ferry terminal in Auke Bay. Improved wayfinding signage is an important component to these improvements.

Chapter 10: Land Use

POLICY 10.12. TO DESIGNATE AND RESERVE WATERFRONT LAND WITH ADEQUATE SERVICES AND IN APPROPRIATE LOCATIONS FOR WATER-DEPENDENT RECREATION, PUBLIC ACCESS AND COMMERCIAL/INDUSTRIAL ACTIVITIES WHILE PROTECTING IMPORTANT FISH AND WILDLIFE HABITAT AND OTHER COASTAL RESOURCES.

Standard Operating Procedures
10.12 - SOP1 As part of a careful planning analysis of the uses of shoreline areas, designate lands on the Comprehensive Plan Land Use Maps that are suitable for water-dependent uses such as new or expanded docks, harbors and port facilities, marine drayage facilities, cruise ship facilities, recreation and tourism boat facilities, marine fuel depots, fisheries gear and vessel repair facilities, ice plants, landing and loading facilities, marine gear sales and service outlets, and public access to the water and shoreline facilities. Designate these areas as Marine Commercial (MC) or Waterfront Commercial/Industrial (WCI) lands on the Land Use maps in this Plan, and as appropriate zones in the zoning maps, to prohibit non-water-dependent uses such as office or non-maritime-related commercial uses within those districts. Allow residences above water-dependent uses in MC-designated lands, and prohibit permanent residences other than caretaker units in WCI-designated lands. Assure public access to the shoreline and waters for passive and active recreation uses.

10.12 - SOP2 Within the Capital Improvement Program (CIP), identify special infrastructure needs for port and water-dependent development.
10.12 - SOP3 Maintain and improve design review procedures to assure that proposals for waterfront development are evaluated with regard to site design, building placement, protection of view corridors from the sea and to the sea, exterior lighting, public access, water quality, and other factors related to surrounding properties, land uses and public facilities.

Development Guideline
10.12 - DG1 Deep water ports and navigable waters are valued assets and are critical to the sustainability of our economy and the livability of Juneau. New development along the shoreline should ensure that deep water navigable lanes for barges, the Coast Guard, commercial fishing vessels, research vessels, and other marine vessels critical to the local economy are protected from encroachment from incompatible land uses or physical obstructions.

Mixed Use Development

Mixed use development is ... seen as an avenue to implement several Comprehensive Plan policies, notably those pertaining to compact development, energy efficiency/sustainability, efficient transit services, and affordable housing. Locations outside of the downtown core that are suitable for mixed use development include downtown Douglas, the village center of Auke Bay near the University, and areas in and around shopping malls and near major employment centers. It should be noted that in mixed use areas around the airport, owners should be required to notify prospective tenants and buyers of aircraft noise impacts.

POLICY 10.13. TO PROVIDE FOR AND ENCOURAGE MIXED USE DEVELOPMENT THAT INTEGRATES RESIDENTIAL, RETAIL AND OFFICE USE IN DOWNTOWN AREAS, SHOPPING CENTERS, ALONG TRANSIT CORRIDORS, AND IN OTHER SUITABLE AREAS.

Standard Operating Procedures
10.13 - SOP1 Maintain one or more categories on the Comprehensive Plan Land Use Maps and the Zoning Maps that allow high density residential and retail and office uses as mixed use developments. Provision of public transit services to mixed use developments would justify lower parking requirements, particularly for housing to be occupied by students, seasonal workers, the elderly and/or mobility-impaired persons.

10.13 - SOP2 Maintain and improve provisions in the Land Use Code that include performance standards covering building height, site coverage, landscaping, buffering from incompatible uses, access, signage, parking and other design standards in the Mixed Use zones. Maintain and improve design review procedures to assure that proposals for mixed use development are evaluated with regard to site design, building placement, parking, landscaping, exterior lighting, and other factors ensuring privacy and livability of the project residents as well as factors to ensure the project is compatible with, and a good neighbor to, surrounding properties, land uses, and public facilities.

Implementing Actions
10.13 - IA1 Rezone the land areas so designated in this Plan for appropriate mixed use designations.
10.13 - IA2 Establish development standards and design guidelines for new mixed use developments patterned on the Transit Oriented Development guidelines cited in Chapter 3 of this Plan.

10.13 - IA3 Conduct an area plan for the Auke Bay community to create an attractive, pedestrian-oriented marine mixed use village that promotes affordable housing and accommodates the space and livability needs and objectives of residents, University students and faculty, recreational enthusiasts, fishermen and women, business operators, property owners, and area fish and wildlife.

Chapter 11: Land Use Maps

[See Maps D and Land Use Designations, attached]

Subarea 3: Auke Bay, Mendenhall Peninsula, & West Mendenhall Valley (Maps E, F, & G)

Community Form:
- Urban for Auke Bay
- Suburban portions of the West Mendenhall Valley that are serviced by both sewer and water.
- Transition from rural to urban in the remainder of the West Mendenhall Valley.
- Rural on the Mendenhall Peninsula.

Land use designations on the Subarea map range from open space/natural areas to industrial. Much of this subarea is a Transition area, where higher density development will be considered once public sewer is available and intersections are improved to LOS D or better. Greenbelts are shown for Mendenhall River, Montana Creek, and Auke Lake.

Guidelines and Considerations for Subarea 3:
1. Conduct an area plan or neighborhood plan for the Auke Bay area that would address residential and non-residential uses in the vicinity of the cove, harbor and University with the goal of creating a Marine Mixed Use, transit and pedestrian-oriented village in Auke Bay. Marine Mixed Use land uses could include: Water-related recreation, eco-tourism, commercial fisheries, sport fisheries, marine-related research and aquaculture, and other private and public use of the waters; shoreline and inland areas of Auke Bay including the University of Alaska Southeast (UAS) campus, student and faculty housing, neighborhood-commercial needs, transportation systems, habitat protection, educational facilities, careful urban design, and viewscape protection measures. This study should address the needs of and should include the participation of all stakeholders including property owners, residents, business operators, University administration, student and faculty, the Alaska Department of Transportation and Public Facilities, all relevant CBJ Departments and Divisions, NOAA staff and researchers and residents of neighborhoods who regularly traverse the Auke Bay area.

2. Protect and provide for continued water-dependent development at the Ferry Terminal and in Auke Bay. Identify suitable areas for float homes, boat houses,
and/or live-aboards as affordable housing options; this may include dedicated portions of the harbor for these residences. Adopt design guidelines and development standards for the proposed Auke Bay neighborhood plan and Marine Mixed Use District.

3. Encourage high-density, transit-oriented residential and/or mixed use developments in the Auke Bay “village” area and around the University, particularly for student and faculty affordable housing.

4. Preserve valuable public tidelands, shorelines, creek and stream corridors as fish and wildlife habitat and public open space/natural areas. ... Identify and protect a series of un-fragmented fish and wildlife habitat corridors along anadromous fish streams from the uplands to the sea.

5. ...

6. ...

7. Encourage UAS and private property owners to dedicate new public rights-of-way to create an interconnected Auke Bay neighborhood street system.

8. ...

9. ...

10. ...

11. Provide for expansion of the UAS campus, including student and faculty housing and athletic facilities.

12. ...

13. The Parks and Recreation Comprehensive Plan, Chapter 8, recommends a number of parks, trail, community garden and stream corridor improvements for this subarea. Those recommendations include: (a) develop a cultural park at Auke Cape/Indian Point that would include trails, interpretative panels and other low-impact structures; ...(e) reserve stream and trail corridors on CBJ-owned land behind Windfall Avenue; ... (g) develop a Master Plan for the Auke Lake area; (h) develop a master plan for trail connections around Auke Lake; (i) develop a trail from Auke Bay Elementary School to Spaulding Meadows Trail; (j) provide direct and safe access to the Auke Bay park and shelter across from Auke Bay School; ...(p) create a neighborhood park for the subarea; (q) investigate the feasibility of creating cross-country running and skiing loops on CBJ land; (r) identify and protect fish and wildlife habitat and game travel corridors; ...(t) retain trail access to Spaulding Meadows and to beaches; and (u) acquire high-value University of Alaska Southeast (UAS) wetlands and designate as Open space/natural areas.

14. The sewer system is being expanded to include the industrial area in the southerly part of the West Valley and to the Pederson Hill area. It should also be extended to other areas around the University to accommodate higher density, affordable student and faculty housing. Areas served by newly extended public sewer systems should be up-zoned to accommodate higher density development. Extend municipal water and sewer service to all properties within the Urban Service Area boundary.

15. ...

16. Consider the transportation improvements recommended in Chapter 8 of this Plan. Investigate the feasibility of a roadway extending from Glacier Highway
and running east of Auke Lake through the Pederson Hill area to the Mendenhall Back Loop Road; this may be designed as a collector street serving development of the Pederson Hill area and could also be considered as a possible bypass of the Auke Bay area.

17. Encourage beautification and buffering along major roadways.

18. Identify scenic view corridors as seen from public vista points and preserve them through building height restrictions, building massing and orientation restrictions as conditions of a rezoning, subdivision easements and careful building spacing requirements.

19. Identify historic and cultural resources within the subarea. Projects that may impact historic resources identified within this subarea are to be reviewed by the Historic Resources Advisory Committee (HRAC) prior to issuance of a permit. Where new historic or cultural resources are discovered or identified, the Juneau-Douglas City Museum should be contacted immediately for documentation and technical assistance toward preservation and/or curating of the resource. The demolition or removal of historic resources should be avoided and should only occur when no other option for its preservation or relocation to a suitable site exists.

20. Work with ADOT&PF to provide sidewalks, bicycle paths, and/or trails separated from the road travelway along existing and newly-constructed arterial and collector roadways to provide safe and efficient access and to reduce pedestrian and bicycle/motor vehicle conflicts.
CHAPTER 11
LAND USE MAPS

The Comprehensive Plan Land Use Maps, generally called the "Comprehensive Plan Maps" or "Land Use Designation Maps", display land use designations for various subareas of the borough. The Comprehensive Plan Maps render the policies of the preceding chapters into specific land use designations for residential, commercial, industrial, natural areas, resource protection and institutional/public uses.

The land uses shown are expressed in a range of development intensities. In some cases, the Comprehensive Plan Map will provide a range of densities that can be allowed, which means that the corresponding zoning classification could be one of several selections within that range. For example, an "Urban Low Density Residential" (ULDR) Comprehensive Plan Land Use designation describes residential development with densities ranging from one to six dwelling units per acre. At the time of the drafting of this update, there are four Land Use Code residential zoning district designations that fall within this density range, and which could be chosen as consistent with the Comprehensive Plan.

In considering re-zoning requests, the Planning Commission and Assembly should aim to promote the highest and best use of the land under consideration and all new zoning or re-zoning designations are required to be substantially consistent with the Comprehensive Plan and associated land use maps. In some cases, the highest and best use may be increased density or more intensive use of the land; in other cases, the highest and best use may be preservation in an undisturbed state for purposes of habitat preservation, flood control, or providing a buffer between development and areas subject to natural hazards.

Encompassing over 3,000 square miles, the CBJ is difficult to depict unless its components are broken down into more easily mapped and displayed units. Thus, a study area was drawn from within the borough. The study area was in turn divided into subareas. The primary presentation of land use and related policies appear in Chapters 4 (Housing), 5 (Economic Development) and the Subarea Maps and related Guidelines described later in this Chapter.

Methodology and Criteria

The Comprehensive Plan Maps were prepared after analyzing each subarea in terms of its relationship to the existing community form, adopted policies, existing natural resources, habitat value, development patterns, suitability for additional development, and other characteristics. The steps taken to prepare the subarea maps are discussed below.

Vacant and potentially buildable land was located in each subarea and physical development constraints such as steep slopes and wetlands were evaluated. Road access, intersection capacity, utilities, adjacent land uses and existing development patterns were also analyzed. In most cases, existing patterns were reinforced with a compatible designation on the subarea maps. Most publicly-owned land within sensitive areas was designated for very low density development or resource conservation in accordance with the Natural Resource and Hazards policies described in Chapter 7 of this Plan. Designation of residential land was based on the level of existing or planned urban services, the pattern of existing subdivision(s), and compatibility with adjacent land uses.

For each subarea, the designated intensity of future development was determined in large part by whether the subarea is located in the Urban Service Area, rural areas, or New Growth Areas. For example, a key determinant for the use of land in the downtown Juneau and downtown Douglas areas are their characteristically urban form. The Lemon Creek, Switzer Creek, and East Mendenhall Valley areas are, overall, characteristically suburban in scale, form and density, although there are areas of high density apartments and manufactured home parks therein. Small areas around the University and Auke Bay share urban form and densities. The area west of the Mendenhall
River, however, is rural in character although it is provided sewer service that, typically, warrants a suburban or urban density of development. Likewise, North Douglas is in the process of being provided sewer service that warrants denser residential development. Areas that are planned for sewer service are designated so as to allow appropriate re-zoning to higher residential densities when services and road improvements are provided. The more remote roaded areas of Thane and Out the Road are rural and are not proposed for municipal water or sewer service within the 20 year planning horizon of this Plan.

Commercial uses were generally designated in or adjacent to existing commercial areas if the latter are accessible to major population centers. Water-dependent commercial uses were designated for shoreline areas characterized by adequate services and marine access. Mixed use or "Traditional Town Center" style development was designated in areas near existing shopping areas, along transit corridors, in downtown Juneau and Douglas and the village center of Auke Bay, based on existing development patterns, access and location.

Industrial districts were designated according to the type of industrial use therein or based on the location criteria of industrial businesses. Due to the incremental, yet significant, encroachment of commercial retail, office and service uses into industrially-zoned districts in Lemon Creek and near the airport, these areas were re-designated from industrial use to light industrial use. Other lands that had previously been designated for future park use near the airport (an abandoned sand and gravel pit) and for resource development in Lemon Creek (an active gravel pit) were designated for Resource Development; these areas are expected to be available for development in the long-term.

Waterfront areas were designated for water-dependent development, mixed with compatible commercial and residential uses, provided that public access to the water and valued view corridors are preserved.

The public/institutional designations reflect existing uses. In downtown Juneau they allow for expansion and redesign of municipal facilities and the State Capitol Complex. Public shoreline access is considered to be an important land use. The Comprehensive Plan Maps indicate existing public shoreline access points. The locations of potential small boat harbors are shown, as are potential roadway corridors.

Descriptions of Land Use Categories

The following descriptions should guide the development of Land Use Code zoning district permissible land uses, development standards and guidelines. These descriptions are intended to describe the overall character of development for each land use category and are not intended to be firm or restrictive definitions, such as with zoning district permitted and conditional uses. The Community Development Department (CDD), Planning Commission and the Assembly will use these descriptions of the character of the land use categories and zones to guide their formation of the zoning regulations for each. These land use categories and their uses reflect cultural values and economic and societal needs and, over time, the Comprehensive Plan descriptions of land use categories will change to reflect changing values and circumstances. Rezoning requests should be considered carefully by the CDD, Planning Commission, and Assembly in light of the existing character of the neighborhood, the community’s vision for the area as it is described by the land use categories shown on the Comprehensive Plan Land Use Maps, and the particular dimensional standards and uses permitted in the adopted zoning designations available for use at that time.

Conservation Area (CA)

Conservation Areas consist of CBJ-owned Parks and Recreation Department-managed lands with recognized high value environmental qualities that are set aside for the protection and management of the natural environment with recreation, such as fishing, hiking and non-motorized boating, as a secondary objective. These may be non-anadromous fish waterscourses or areas adjacent to anadromous fish streams that have been designated Stream Protection Corridors (SC), greenbelts, or high value wetlands. No development should be permitted other than structures, roads and trails necessary for the maintenance and protection of the resources or for managed public access for education and passive recreation purposes. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities.
Stream Protection Corridor (SC).

On CBJ-owned lands, a SC-Stream Protection Corridor designation serves to protect anadromous fish streams and their tributaries from development that could cause pollution, erosion, depletion of groundwater infiltration or otherwise could degrade the stream corridor and its biological functions. Upon first designation, a 200 foot wide corridor on both sides of the bank would be included within the designated corridor along anadromous fish water bodies included within the Alaska Department of Fish and Game Inventory adopted by the CBJ Assembly. However, this “base” designation should be revised and the length and breadth of the specific corridor should be determined by a scientific/biological assessment of the functionality and habitat value of the particular stream segment; the width and length of the protected corridor may be more or less than the 200-foot base protection zone. No development should be permitted other than passive, non-motorized trails, their support systems and, under special circumstances, roads and parking areas necessary for the maintenance and protection of the resources therein or to facilitate managed non-motorized public access for education and passive recreation activities. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities. The CBJ should retain ownership of these lands.

On publicly-owned lands that are not owned by the CBJ, a SC-Stream Protection Corridor designation is fixed at 200 feet from the ordinary high water mark of the shorelines of the anadromous fish creeks, streams, and lakes listed in the most recently CBJ-adopted Alaska Department of Fish and Game (ADF&G) inventory of anadromous fish streams.

Natural Area Park (NP).

Natural Area Parks are CBJ-owned lands characterized by areas of natural quality designed to serve the entire community by providing fish and wildlife habitat, open space/natural areas, access to water, and opportunities for passive and dispersed recreation activities. No development should be permitted other than structures, roads and trails necessary for the maintenance and protection of the resources or for managed public access for education and passive recreation purposes; this may include parking areas, educational kiosks, cabins, rest stations and similar convenience services for the recreational enthusiast. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities. The CBJ should retain ownership of these lands.

Recreational Service Park (RS).

Recreation 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. 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.

Federal Park (FP).

Federal Parks are public lands owned by federal agencies and managed for recreational use.

State Park (SP).

State Parks are public lands owned by state agencies and managed for recreational use.

Recreational Resource [REC].

Land primarily under federal or state management for a range of resources, such as timber, minerals, fish and wildlife and recreation uses, including recreation cabins. Uses may include small-scale, visitor-oriented, and/or seasonal recreational facilities. These lands should be zoned to prevent residential, commercial, and industrial development.
Watershed (WS).

Watersheds are in natural, largely undisturbed states that provide, or could in the future provide, water supplies for domestic water consumption. Any development within WS-designated lands should be designed and/or use Best Management Practices to avoid negative impacts to water quality. Watersheds are overlay land use designations that transcend other land use designation boundaries.

Hazard Area (HA).

Hazard Area lands have characteristics that could pose hazards to the general public and, therefore, development therein should be prohibited or, if allowed, should be designed and operated in such a way as to ameliorate any adverse impacts associated with the identified hazard. Examples of hazardous lands include areas with moderate to high potential for avalanche or mass-wasting/landslide events. Lands within Hazard Area designations may be zoned for a mix of zoning districts, most particularly the same district as the surrounding lands. CBJ-owned lands in hazard areas should be retained in CBJ ownership.

Hazard areas are overlay land use designations that transcend other land use designation boundaries. Although any zoning district could be overlaid by the HA land use designation, residential densities should be kept low in areas designated as within hazard areas in regulatory maps, unless substantial effort to protect residents is made in project design and construction. The Hazard Areas shown on the Comprehensive Plan Land Use Maps are general in nature; regulatory maps must be based on careful scientific review of site-specific conditions, and will be more specific.

Scenic Corridor/Viewshed (SCV).

This designation is suitable for CBJ-owned and other public lands whose views of, or whose near and/or distant views from the locale, are deemed as spectacular and/or represent a significant and important representation of the visual character of the CBJ. The views of, or from, the designated SCV land area toward public vista points or viewscapes:

1. demonstrate a scenic view of great natural beauty, a spectacular landscape, an important historic building or site;
2. provide views of the aurora borealis, sea, harbors, or of a cityscape that is a "signature" viewscape of the CBJ; and,
3. is valued by residents and visitors alike and conveys the Juneau area as a special place.

Lands within the scenic corridor or viewshed should be protected from visual intrusion or obstructions from structures, night light and glare, invasive flora, and/or other similar elements that would diminish the visual prominence of the viewscape. Lands within SCV designations may be zoned for a mix of zoning districts, most particularly the same district as the surrounding lands; however, any new zoning request or rezoning application should identify specific view corridors that would be protected by any new development therein. Land uses that do not require view-blocking structures should be permitted, such as public vista plazas and seating areas, community gardens, boat launch facilities, fishing areas or utility poles.

In)

Lands that are in public ownership and dedicated for a variety of public uses, such as the University of Alaska Southeast; local, state and federal government uses; and for such public facilities as community gardens, schools, libraries, fire stations, treatment plants, and public sanitary landfills. Included are potential sites for future boat harbors, schools, parks, farmers markets, publicly-supported arts events, permitted arts or food-service kiosks or sales activities, parking facilities and road and public transit system easements. Also included are public aircraft facilities.

The public use of these lands will vary widely, so IPU-designated lands can be under any zoning district, with the uses thereon appropriate for that zone as regulated in the Table of Permissible Uses (CBJ 49.25.300); the zone of any particular public use should be the same district as the surrounding or abutting lands.

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Resource Development (RD).

Land to be managed primarily to identify and conserve natural resources until specific land uses are identified and developed. The area outside the study area of this Comprehensive Plan is considered to be designated Resource Development. As resources are identified or extracted from these lands, they should be re-designated and re-zoned appropriately.

Rural Dispersed Residential (RDR).

These lands are characterized by dispersed, very low density development not provided with municipal sewer or water. Densities are intended to permit one dwelling unit per acre or larger lot sizes, based on existing platting or the capability of the land to accommodate on-site septic systems and wells. Uses may also include small-scale, visitor-oriented, seasonal recreational facilities.

Rural/Low Density Residential (RLDR).

Rural residential land at densities of one to three dwelling units per acre, based on existing platting and capability of the land to accommodate on-site septic systems and wells or whether the land is served by municipal water and sewer service.

Urban/Low Density Residential (ULDR).

These lands are characterized by urban or suburban residential lands with detached single-family units, duplex, cottage or bungalow housing, zero-lot-line dwelling units and manufactured homes on permanent foundations at densities of one to six units per acre. Any commercial development should be of a scale consistent with a single-family residential neighborhood, as regulated in the Table of Permissible Uses (CBJ 49.25.300).

Medium Density Residential (MDR).

These lands are characterized by urban residential lands for multifamily dwelling units at densities ranging from 5 to 20 units per acre. Any commercial development should be of a scale consistent with a residential neighborhood, as regulated in the Table of Permissible Uses (CBJ 49.25.300).

Medium Density Residential—Single Family Detached (MDR/SF).

These lands are characterized by single-family detached homes at densities ranging from 10 to 20 units per acre. Only single-family detached homes, single-family detached homes with an accessory apartment, cottage houses and bungalow houses are permitted within this zone. Any commercial development should be of a scale consistent with a single-family residential neighborhood, as regulated in the Table of Permissible Uses (CBJ 49.25.300).

High Density Residential (HDR).

These lands are characterized by urban residential lands suitable for new, in-fill or redevelopment housing at high densities ranging from 18 to 60 units per acre. Commercial space may be an element of developments on properties under this designation, as regulated in the Table of Permissible Uses (CBJ 49.25.300).

Traditional Town Center (TTC).

These lands are characterized by high density residential and non-residential land uses in downtown areas and around shopping centers, the University, major employment centers and public transit corridors, as well as other areas suitable for a mixture of retail, office, general commercial, and high density residential uses at densities at 18 or more residential units per acre. Residential and non-residential uses could be combined within a single structure, including off-street parking. Ground floor retail space facing roads with parking behind the retail and housing above would be an appropriate and efficient use of the land.
Marine Mixed Use (M/MU).

These lands are characterized by high density residential and non-residential land uses in areas in and around harbors and other water-dependent recreational or commercial/industrial areas. Typically, neighborhood-serving and marine-related retail, marine industrial, personal service, food and beverage services, recreational services, transit and transportation services should be allowed and encouraged, as well as medium- and high-density residential uses at densities ranging from 10 to 60 residential units per acre. Ground floor retail space facing roads with parking behind the retail and housing above would be an appropriate and efficient use of the land. Float homes, live-a-boards, and house boats, if necessary services (such as sewer) are provided to berthing locations, are appropriate for these areas.

**Bonus-Eligible Area (BE).**

Bonus-Eligible areas are shown on the Bonus-Eligible Area Overlay District Map. Areas within the Bonus-Eligible Overlay District may be considered for inclusion in bonus-eligible overlay districts adopted into the zoning maps; such bonus-eligible overlay districts may be designed to achieve a particular purpose, such as the Affordable Housing Overlay District (AHv) Transit Oriented Development Overlay District (TOD). Regardless of the name given to such an overlay district in the zoning map set, the intent of the BE designation is to encourage the development of relatively dense, mixed use, pedestrian-oriented land uses in close proximity to high levels of transit service. Particular details of how both the AHOD and TOD Overlay Districts are envisioned are included throughout this Plan, and with particularity in Chapters 4 (AHOD) and 3 (TOD). The goals, objectives, and bonuses that are relevant or applicable to either AHOD or TOD have a high degree of overlap, and a single bonus-eligible area and associated set of land use permitting requirements may suffice to meet the need for both overlays that are expressed in this Plan. The BE area is defined as that portion of the Urban Service Area that is, at the time of m%

1. Within ½ mile distance of, and not separated by a water body from, a public transit route with regular service that is ½ hour or less on average;
2. Not within the Mendenhall Wetlands State Game Refuge;
3. Not within the Juneau International Airport; and,
4. Not within a Light Industrial (LI), Heavy Industrial (HI), or Waterfront Commercial/Industrial (WCI) land use designated-area on the Land Use Maps in this chapter.

**Commercial (C).**

Lands devoted to retail, office, food service or personal service uses, including neighborhood retail and community commercial centers, such as shopping centers and malls, office complexes or other large employment centers. Mixed retail/residential/office uses are allowed and encouraged. Residential and non-residential uses could be combined within a single structure, including off-street parking. Residential densities ranging from 18- to 60-units per acre are appropriate in this area, with even higher densities appropriate in mixed-use or transit-oriented developments. Ground floor retail space facing roads with parking behind the retail and housing above would be an appropriate and efficient use of the land.

**Light Industrial (LI).**

Land to be developed for heavy commercial or light industrial uses such as small- to medium- scale food processing; printing and other business services; wholesale trade; research and development laboratories; light manufacturing processes; metal fabrication; warehousing, trucking; animal kennels; crematoria; indoor and outdoor storage; car, boat, and heavy equipment sales; and repair and maintenance activities. Residential units should be limited to caretaker units where the occupant works directly for or owns the business for which the occupant is caretaking.
Heavy Industrial (HI).

Land to be developed for heavy industrial uses such as large scale food production and/or processing; large-scale or industrial-related repair activities; metal fabrication; wholesale trade; manufacturing processes; warehousing; outdoor storage; trucking; animal kennels; crematoria; repair and maintenance uses; resource extraction and processing such as gravel pits, rock crushing facilities, cement batch plants, asphalt plants, fuel tanks, stump dumps, salvage yards, landfill sites; aircraft facilities; and other similar large-scale or noisy and/or noxious industrial activities. Some recreational uses should be permitted, including sport vehicle, All Terrain Vehicle (ATV) or snowmobile motor-course facilities, shooting ranges, and other similar noise-generating uses. Residential, office, retail, and personal service uses are not to be allowed, except that residential caretaker facilities should be permitted.

Marine Commercial (MC).

Land to be used for water-dependent commercial uses such as marinas/boat harbors, marine vessel and equipment sales and 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 shops, small-scale fish processing facilities, hotels and motels, and similar goods and services to support mariners and their guests. Float homes, house boats, and live-aboards would be residential uses to be allowed within an MC district.

Waterfront Commercial/Industrial (WCI).

Land to be used for water-dependent heavy commercial and industrial uses such as marine transportation terminals, large or small boat marinas, boat repair, shipyards, marine freight handling areas, fish buying and processing plants, ice plants, marine hatcheries, and marine parks. Residential uses would not be allowed in Waterfront Commercial/Industrial Districts, with the exception of caretaker units.

Subarea Maps and Subarea Guidelines and Considerations

The Subarea Maps section describes subarea land use on maps and with text. It lists the particular guidelines and considerations that should influence land use decisions for the Subareas. Resources and hazards are shown for each subarea and are intended to be informational. For each subarea there is also a discussion of factors that will influence the future direction of the subarea. Finally, guidelines for future subarea planning, including CAA improvements and permit review considerations that emerged from the 2008 Comprehensive Plan update process are listed.

The nine subareas are shown on the Land Use Map Index.