

CHAPTER 5. ECONOMIC DEVELOPMENT

The economic circumstances of an area help determine the amount, rate, and type of land development; they also influence the demand for housing, public facilities, and services, and have a strong relationship to the overall quality of living. Over the last decade, economic development has been pursued publicly and privately. Private-sector efforts include the development and operation of precious metal mining; expansion of the seafood processing industry; development and expansion of local manufacturing of goods; development and expansion of retail and service industries; and a tremendous increase in tourism-related businesses. Public efforts include the expansion of the National Oceanic and Atmospheric Administration (NOAA) and University of Alaska facilities; continued program development by the Juneau Economic Development Council (JEDC); upgrades and improvements to the waterfront and docks; upgrades to pedestrian and vehicle circulation in Downtown Juneau; the sale of CBJ land for commercial development; and the further extraction of CBJ gravel to support road and utility infrastructure.

The economy of the CBJ developed originally to support mining activities in the area. Since Juneau became the territorial Capital in 1906, there has been an increasing reliance on government as the major support for the CBJ economy. The commercial fisheries industry has also contributed greatly to Juneau's economic growth in past years. Much of CBJ's economic and population growth since Alaska became a state in 1959 occurred in large part as a result of State government expansion. The increased State role is most evident in resource management and community development activities financed by the State's share of revenues from oil originating in the Prudhoe Bay area. This revenue has declined and will continue to decline as the amount of oil extraction declines. Potential natural gas extraction in the same area of the state bodes well for future revenues, although the revenue stream from this source would be years away. It is of critical importance that the CBJ focus on keeping and expanding the State employee base in order to maintain its current economic base.

Economic sectors in the CBJ can be categorized as "basic" and "support." Basic sector industries are those businesses who sell goods and services to customers from outside of the local area. These businesses create economic growth by bringing new jobs and money into the community. The bulk of basic sector employment in Juneau comes from mining, commercial fishing and fish processing, tourism, and State and Federal government. Support sector industries earn revenue by providing goods and services to local residents, and create economic growth by keeping local money from leaving the community. These industries include retail and wholesale trade, medical and business services, construction, local government, and many others.

Some industries are both basic and support sector depending on who purchases their goods and services. CBJ residents patronize local retail and service businesses. However, visitors to Juneau also shop and obtain services locally. In addition, Juneau's role as a regional center attracts residents of surrounding communities to Juneau to shop, and to obtain medical, financial, repair, transportation and other services, thereby bringing new money into the community.

Opportunities for expanding the economic base in Juneau have increased due to modest growth potential in basic sector industries such as mining, commercial fishing and seafood processing,

and tourism. State government is not expected to grow in the CBJ due to reductions in State spending pending natural gas or other statewide economic development. No such development is envisioned with any certainty over the period to the year 2020. ~~The 2008 Plan anticipates a “slow growth” scenario, assuming an annual population and job growth rate of one percent over the next 12 years. [Please also see the Land Use chapter (10) of this Plan]~~

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POLICY 5.1. IT IS THE POLICY OF THE CBJ TO DEVELOP AND SUSTAIN A DIVERSE ECONOMY, PROVIDING OPPORTUNITIES FOR EMPLOYMENT FOR ALL RESIDENTS.

Implementing Actions

5.1.IA1 Work with private-sector industries and businesses and public sector agencies that are interested in locating or expanding in the CBJ, and consider offering land, tax incentives, or other benefits to encourage new development.

5.1.IA2 Monitor the effects of economic drivers on the community.

State Capital

Juneau’s position as the State Capital of Alaska is not only a major source of identity for the community but represents its major economic activity; nearly one-quarter (24%) of the CBJ work force is employed by the State of Alaska. Development of new facilities or replacement of existing structures necessary to accommodate the State work force should be planned with careful coordination between State and local officials. This growth will have significant impacts on all other development within the CBJ, including housing, transportation, public services, and cultural, commercial, and recreational activities. The CBJ must continue efforts to make itself as attractive and functional as possible to serve the special needs of a Capital City.

Other sections of the Comprehensive Plan address economic development issues; these are found in Chapters 15 (Cultural Arts Resources), 10 (Land Use) and 11 (Land Use Maps and Subarea Guidelines).

POLICY 5.2. IT IS THE POLICY OF THE CBJ, THROUGH A COOPERATIVE EFFORT WITH THE STATE OF ALASKA, TO PLAN FOR AND SUPPORT DEVELOPMENT OF AN ATTRACTIVE SETTING, FACILITIES, AND OTHER SERVICES TO ENHANCE THE STATE CAPITAL AND TO STRIVE TO PROVIDE AN ATMOSPHERE CONDUCIVE TO GOOD LEADERSHIP IN THE STATE, ACCESSIBLE TO AND SUPPORTIVE OF ALL PEOPLE OF THE STATE OF ALASKA.

Standard Operating Procedures

5.2.SOP1 Monitor and strengthen the health and well-being of the Capital functions in the CBJ and continue to seek improvements to meet the needs of legislators, their support staff and residents.

5.2.SOP2 Support efforts to promote leadership and participation in legislative affairs by supporting affordable accessibility to the Capital for all State residents.

5.2.SOP3 Reach out to the residents of the rest of the State to ensure that the CBJ is seen as an effective location for, and a fair host of, the State Capital.

Implementing Actions

5.2.IA1 Initiate joint planning, with representatives of the State Legislature and appropriate State agencies, for the Capitol Complex. The following issues should be discussed when siting and designing this complex:

- A. Defining the physical boundaries of the State Capital planning area consisting of the Capitol site and its surrounding sphere of influence;
- B. Formulating a facilities plan that identifies the nature, timing, cost, and local/state government roles and responsibilities for all needed improvements;
- C. Integrating new structures into the streetscape of the neighborhood, taking special care to preserve view corridors as well as the visual dominance and character of adjacent historic structures; and,
- D. Ensuring that the new complex is universally accessible, pedestrian-friendly and is well-linked to public transit.

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5.2.IA2 Work collaboratively with, and request that Federal agencies coordinate their plans for expansion or modification of Federal facilities in the downtown area with CBJ and State plans for the Capitol complex.

5.2.IA3 Encourage coordinated or joint planning efforts to address the need for alternative transportation and parking opportunities for State workers and Legislative personnel. All government agencies should participate in a coordinated Downtown Transportation Management Program per the elements described in Chapter 8 of this Plan (see 8.1.IA6).

5.2.IA4 Seek ways and means to encourage housing for legislative personnel, such as high-density housing along transit corridors, SRO dwellings Downtown, and extended-stay hotels or other lodging in the Downtown and around the airport, provided that this does not result in the net loss of year-round rental housing.

5.2.IA5 Seek ways to expand State and Federal workforce presence in the CBJ.

5.2.IA6 Assume a leadership role in the encouragement of transportation links into and out of the CBJ. Consider all affordable energy-efficient transport alternatives to improve transportation links between the CBJ and other areas of Southeast Alaska, including improved air passenger and cargo service, roadways, ferries, and fixed-guideway systems.

Downtown Juneau

Downtown Juneau is the traditional economic, civic, historical and cultural center of the CBJ. Over the years, shifts in population to the Valley, changes in retail and commercial activity in the Downtown, and growth in the cruise ship industry concentrated in the Downtown area have presented challenges to the Downtown core. Identified concerns include pedestrian and traffic congestion along Egan Drive and South Franklin Street; lack of parking for retail and residential units Downtown; lack of seasonal housing for visitor-related employment in the summer and for Legislators and their staff in the winter/spring; and the poor aesthetics of closed storefronts on South Franklin Street between October and April. Additional concerns include consistency of new building aesthetics with the historic character of the Downtown, potential fire hazards within the historic districts, nighttime security, and the noise and congestion of public inebriants in the South Franklin area.

To secure the sustainability of Downtown, the area needs to create reasons to draw people to the area on a year-round basis. The CBJ seeks a 24-hour, year-round, safe, attractive and dynamic neighborhood in the Downtown. This can be accomplished by increasing the supply of year-round housing for artists, government workers, along with seasonal housing for Legislators and summer workers, as well as by encouraging year-round commercial and arts activities. The creation of an arts district in and around a new performing arts center and an expanded convention center would stimulate year-round visits to the Downtown by Juneau residents and regional visitors.

It is important that new development positively address community objectives for the Downtown, including strengthening public access to the waterfront, enhancing the Capitol Complex, preserving historic structures and neighborhoods, creating new housing downtown, accommodating summer tourism, providing adequate parking and transit facilities, and preserving scenic vistas and view corridors. Careful planning for public facilities and development of an urban design concept and development standards for the Downtown are necessary.

New housing opportunities and commercial facilities should be designed to protect the visual prominence of the historic Downtown. Building height, scale and orientation should be incorporated into Downtown design guidelines, and land use regulations for the Downtown should be established to facilitate new housing above retail and cultural arts activities while strengthening the visual prominence of historic structures and scenic corridors and strengthening the multi-cultural character of the area. Steps should be taken to identify historically significant buildings throughout the Downtown and encourage, via tax relief or other incentives, building maintenance and preservation, including installation of sprinkler systems, before historic structures become economically beyond salvage. Increased building heights within the Historic District should not be allowed if it could result in the demolition of historic structures in favor of taller buildings.

[See also Subarea 6 Guidelines and Considerations in Chapter 11 of this Plan]

POLICY 5.3. IT IS THE POLICY OF THE CBJ TO MAINTAIN AND STRENGTHEN DOWNTOWN JUNEAU AS A SAFE, DYNAMIC AND PLEASANT CENTER FOR

GOVERNMENT AND LEGISLATIVE ACTIVITIES, PUBLIC GATHERINGS, CULTURAL AND ENTERTAINMENT EVENTS, AND RESIDENTIAL AND COMMERCIAL ACTIVITIES IN A MANNER THAT COMPLEMENTS ITS RICH HISTORIC CHARACTER AND BUILDING FORMS.

Standard Operating Procedures

5.3.SOP1 Work with the CBJ Historic Resources Advisory Committee (HRAC), other federal and state agencies and private volunteers, as appropriate, to promote historic and cultural preservation within the CBJ's historic districts and neighborhoods.

5.3.SOP2 Work with the Juneau Arts and Humanities Council and other cultural organizations to develop year-round cultural arts venues, resources and events in Downtown Juneau.

5.3.SOP3 Coordinate, and possibly combine, planning for the Downtown with any development effort for the Capitol Complex.

5.3.SOP4 Encourage development and retention of year-round businesses in Downtown.

Development Guidelines

5.3.DG1 When reviewing applications for new Downtown Juneau development, consider the visual impacts on the Downtown building form, urban design and view corridors, as well as impacts to the livability of the Downtown area with regard to circulation, housing accommodations, air quality, noise and hazard abatement and provision of convenience goods and services, to ensure that the Downtown provides a clean, safe, attractive, dynamic, interesting, enjoyable, walkable, culturally diverse and affordable neighborhood within which to live, work and play.

5.3.DG2 Consider the policies, guidelines and development recommendations of plans like the CBJ Long Range Waterfront Plan and the Capital Transit Development Plan when reviewing capital improvement programs and development permits for, or applicable to, the Downtown Juneau area.

Implementing Actions

5.3.IA1 Encourage new high-density residential development as in-fill housing above ground-floor commercial space or as adaptive re-use of historic commercial or other non-residential buildings. Encourage development of housing for residents who would not own or need to park automobiles in the Downtown area, such as student, elder and Downtown workers. Encourage Single-Room-Occupancy (SRO) units, loft-style housing and live-work space in the Downtown area.

5.3.IA2 Develop a comprehensive multi-modal (pedestrian, bicycle, bus, vessel, vehicle) transportation plan for the Downtown area that addresses the need to emphasize, provide for and/or improve non-private-vehicle transportation facilities throughout the Downtown while assuring adequate short-term parking to support business and government activities. This plan should be a key element of a larger transit system between the Ferry Terminal and Downtown with

convenient stops and bus transfer stations in-between, with dispersed park and ride facilities as components of this system, along with high-density, affordable housing.

5.3.IA3 Facilitate the pedestrian usage of Downtown with physical improvements, Land Use Code amendments, or other programs or initiatives which could include:

- A. Encourage development that improves year-round safe, convenient and dry pedestrian facilities;
- B. Extend the waterfront seawalk;
- C. Repair and widen sidewalks and provide a network of canopies throughout the Downtown;
- D. Separate pedestrian ways from vehicular traffic, where practical;
- E. Encourage development of dry, secure bicycle storage throughout the Downtown; and
- F. Consider revising the parking requirements in the CBJ Land Use Code to eliminate or drastically reduce the parking requirement for residences.

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5.3.IA4 Work with the State of Alaska and UAS to determine the feasibility of reconstructing the State Office Building parking garage or using the Bill Ray Center, respectively, to provide additional parking as part of a parking management program for Legislators, their staff and other State employees. This parking could be shared with nighttime and evening patrons and customers of cultural arts, dining, shopping and entertainment activities and venues concentrated in a nearby Cultural Campus district.

5.3.IA5 Encourage continued public and private redevelopment of the Downtown waterfront area pursuant to the CBJ Long Range Waterfront Plan and considering the following:

- A. Create additional buildable sites bordering the waterfront while protecting view corridors;
- B. Encourage redevelopment for mixed uses and incorporate architectural guidelines to ensure aesthetic and harmonious building styles;
- C. Expand dock facilities for small boats. Any expansion of docking facilities for cruise ships should be reviewed pursuant to the procedure outlined in the Long Range Waterfront Plan Section 3.9;
- D. Promote cultural and historic preservation within the CBJ's historic districts and neighborhoods; and
- E. Promote heritage tourism by continued support of Downtown historic interpretive signage.

5.3.IA6 Amend the Land Use Code to establish design guidelines for the South Franklin area of the Downtown to require appropriate year-round outdoor lighting, sidewalk snow and ice clearing and maintenance, and display window treatments to avoid the blighted appearance and effects of summer-season storefronts closed from October to May each year.

5.3.IA7 Work with the CBJ Historic Resources Advisory Committee (HRAC) to advise on historic district design guidelines.

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5.3.IA8 Support and facilitate the abatement of fire hazards in Downtown.

5.3.IA9 Facilitate the development of a cultural campus arts district by establishing zoning regulations that would support its development [see 5.4.IA2].

Tourism and Visitors

Tourism is the CBJ's largest private industry. It plays a major role in diversifying the economy and requires partnerships and collaboration between tour operators, suppliers, retailers, service providers and residents in order to thrive. The scale of operations involved in the tourism industry varies widely and serves several different types of visitors. There are several market segments with different characteristics and needs, such as: cruise, convention, over-night independent, and group travelers, along with private yacht and small cruise ship users. Long-range planning efforts should focus on strategies to promote and accommodate each type of use, while mitigating any associated adverse on- and off-site impacts.

It is important to develop and encourage visitor facilities and services that reflect and strengthen the CBJ's identity as a unique historical, cultural, and outdoor recreation community in a way that assures the CBJ's long-term sustainability as a visitor destination.

Facilities that serve visitors, such as the Juneau International Airport, docks and harbors, are important gateway points into the CBJ. These facilities should be maintained and aesthetically designed to strengthen the CBJ's reputation as an outstanding visitor destination and Capital City.

Cruise Ship Passengers

The CBJ had approximately one million visitors in 2006, over 90% of whom are represented by cruise passengers, an increase of over half a million since 1992. The rate of growth of cruise passenger volume has slowed considerably over the past 5 years to 1 to 4% annually. Cruise ship passengers and crew have shown an increase in numbers due, in part, to the building of larger ships, better docks in Downtown Juneau and the market demand for cruise vacations. Future growth is contingent upon ship sizes, dock facilities, shore-side infrastructure and continued market demand. The scarcity of cheap oil to fuel aircraft and marine vessels could also reduce visitor traffic within the 12 year planning horizon of this Plan.

Public and private facilities have endeavored to keep pace with this growth with the addition of the Marine Park deck-over, South Franklin Street vehicle round-about and sidewalk widening, Seward Street upgrades, and the addition of the South Franklin Street and the A-J dock facilities. Concerns associated with the current and future cruise ship growth include: The physical carrying-capacity of the harbor area for larger ships and for CBJ destinations for more passengers; pedestrian and vehicle congestion; view blockage by ships; visitor satisfaction due to congestion of destinations and the over-concentration of same or similar retail outlets in the Downtown; and the CBJ's changing character as a tourist rather than a fishing port city.

Convention and Business Travelers

Convention and business travelers are an important sector of the year-round visitor traffic in the CBJ. As the Capital City, general government and judicial services center, increasingly diverse regional shopping hub, and business and trade center, the CBJ also hosts business travelers and constituents who come to lobby or work with colleagues and the government, and to hold conventions and meetings—which is especially important during the fall/winter/spring months. Summer convention and business travelers often extend their trips to take advantage of the CBJ's summer tourism experiences. Centennial Hall Convention & Civic Center is a key facility for supporting conventions and community events. It is important that the Center continue to be maintained and upgraded in order to remain competitive and sustain its ability to attract regional, state and out-of-state meetings. Convention-related visits should be encouraged to ensure continued growth of the segment. New and improved facilities and services to serve its needs should be provided.

Independent and Over-night Group Travelers

Independent travelers are a diverse group. They may arrive in the CBJ via air, ferry, private boat or plane and engage in a variety of activities in the community. Over-night group travelers are those associated with tour itineraries that include one or more nights in the CBJ. The distinguishing factor of these markets is their tendency to utilize the CBJ's various lodging and camping facilities and their higher per-person-per-day spending pattern compared to a day visit cruise passenger. In general, independent travelers are not part of a packaged cruise tour and include overnight visitation in the CBJ. As cruise experiences diversify with the addition of optional land tours, the definition blurs. This segment of the industry is primarily a summer market and should continue to be cultivated, while development that supports year-round visitor services and activities should also be encouraged.

Private Yachting and Small Cruise Ship Tourism

Private yachting and small cruise ship visitors are another primarily summer market. The economic benefits come in the form of the use of air service, food service and overnight lodging as well as support services throughout town. As a major marine town along the Inside Passage, Capital City, retail center and airline connection, the CBJ is a coveted port to visit by these visitors. Their time in the CBJ generally ranges from overnight to multi-week stays. These modes of transportation also allow many of their guests to spend time in the CBJ twice, as both a starting and ending location for their itinerary. These guests tend to be higher dollar-spent-per-person-per-day additions to the economy than day visitors.

Winter Tourism

Efforts have been made to promote Eaglecrest as a year-round outdoor recreation destination in the CBJ and the surrounding region. Improvements have been made to upgrade the lodge building, the parking area, and the ski trails, all of which have increased Eaglecrest's appeal as a winter destination. Private-public partnerships have been developed recently - and should continue to be cultivated - to provide summer season activities to extend enjoyment of the area year-round. Development of additional diverse winter venues and activities in the CBJ (hockey/cross-country trail/snowmobile course) could be a draw for additional regional visitors.

Arts and Cultural Tourism

A new performing arts complex in the Downtown area would be an additional asset for the CBJ as a visitor destination and would provide a much-needed year-round venue for arts and cultural performances for residents and visitors to enjoy. A performing arts center could also be an anchor facility that might spur supporting development in the surrounding area for additional residential and commercial services. A performing arts center could also provide auxiliary exhibition and meeting space for events, conventions and meetings held at Centennial Hall or at the State Capitol.

Visitor Information Center

Visitor information centers are an integral part of the community infrastructure and provide an important service for in-state and out-of-state visitors and CBJ residents. Properly located and staffed, information centers increase visitor expenditures by educating visitors on activities and services available, serve as an outward expression of the CBJ's hospitality, and serve as a resource for community events, activities and services.

The visitor industry is a major contributor to the economic diversity of the CBJ and the strength and vitality of the Downtown area. On the other hand, some tourism-related activities impact the quality of life for local residents due to noise, dust, fumes and congestion from buses, aircraft and marine vessels and crowded streets and sidewalks in the Downtown and other tourist destination areas. As a result of such community concerns, the volunteer Tourism Best Management Program was developed in 1996 to improve operational activities related to tourism in order to better balance the needs of local residents and support the established policy of protecting our natural attractions. Although Juneauites are wonderfully friendly and accommodating to their million plus annual visitors, there is a challenge to providing a quality and unique experience for the visitor while minimizing impacts to the resident population, natural habitat and infrastructure. Long-range tourism planning is needed in order to provide a quality and unique experience for the visitor while minimizing adverse impacts to the resident population, fish and wildlife habitat, infrastructure and the scenery that makes the CBJ a unique and enjoyable visitor destination and experience.

POLICY 5.4. IT IS THE POLICY OF THE CBJ 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

5.4.SOP1 Strengthen the local economy by enhancing and marketing the CBJ as a year-round visitor destination.

5.4.SOP2 Encourage recognition of the value of historic resources and their preservation to tourism in the CBJ and promote accurate representation of the CBJ's unique cultures. Utilize the Juneau-Douglas City Museum for dissemination of accurate CBJ history.

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

5.4.SOP4 Develop Eaglecrest as a year-round local and regional recreation and tourist facility.

5.4.SOP5 Work with the tourism industry to create and market shoulder season (October through May) activities and recreational opportunities CBJ-wide.

Development Guidelines

5.4.DG1 Ensure that areas ~~that are unique or locally important, such as Treadwell, Last Chance Basin and Perseverance Trail, Mendenhall Glacier, and Auke Nu village area~~ are not adversely impacted by commercial use.

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5.4.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 adopted CBJ Tourism Management Plan or BMPs.

Implementing Actions

5.4.IA1 Adopt a Tourism Management Plan or Best Management Practices (BMPs) for Tourism and maintain an entity to carry out its provisions. This Plan should outline a process by which the comprehensive impacts of tourism, as identified by the Assembly and its subcommittees, will be evaluated, and negative impacts mitigated on: (1) an individual project or service basis to address the impacts of specific undertakings; (2) a sector basis such as the cruise sector, the convention sector or other sector if the negative impact is attributable to a particular sector; and (3) an industry-wide basis if the impact is attributable to the entire industry. The Tourism Best Management Practices Program is an example of a sector-wide mitigation program.

5.4.IA2 Expand the Centennial Hall Convention and Civic Center facilities as needed in coordination with a combined or separate performing arts complex within a cultural campus area of Downtown Juneau generally bounded by Gold Creek, Willoughby Avenue and Egan Drive. This cultural campus would provide a much-needed venue for arts and cultural performances for residents and summer visitors to enjoy as well as additional exhibition and meeting space for events, conventions and meetings held at Centennial Hall and additional space for Legislators, staff and visitors to the Capital City.

5.4.IA3 Work with representatives from the cruise line and yachting industries, private developers, Juneau Convention and Visitors Bureau, and other tourism-related businesses to plan and develop additional or improved moorage and berthing facilities for private yacht charters and large pleasure craft, including additional lightering and short-term moorage facilities.

5.4.IA4 Establish a covered walkway network throughout the Downtown.

5.4.IA5 Conduct frequent appraisals of public and private transportation facilities to ensure they meet local and tour-related uses and demands.

University of Alaska Southeast

The University of Alaska Southeast (UAS) is an important contributor to the educational, social, cultural, and economic vitality of the CBJ. Through cooperative efforts, the UAS will be able to expand to accommodate its needs and develop in a manner consistent with the planning and development objectives of the CBJ. 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 constitute an urban environment surrounded by the natural and scenic assets of Auke Bay and its environs, new such development to accommodate expansion of the University should be carefully designed to maintain and protect its scenic and natural surroundings.

POLICY 5.5. IT IS THE POLICY OF THE CBJ TO SUPPORT EXPANSION AND DEVELOPMENT PLANS OF THE UNIVERSITY OF ALASKA SOUTHEAST (UAS) WHILE PROTECTING THE NATURE OF ITS SETTING, WHICH IS AN INTEGRAL PART OF ITS UNIQUE ADVANTAGE.

Standard Operating Procedures

5.5.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 expansion and the development of student and faculty housing in and near the university campus.

5.5.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.

5.5.SOP3 Assist 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

5.5.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.

5.5.IA2 Support the provision of affordable housing for the University of Alaska Southeast (UAS) students and faculty on or near the campus.

5.5.IA3 Seek opportunities to facilitate communication between the Juneau School District, employers, UAS, and the State Department of Labor to develop training programs to address regional employment needs.

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 are 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 harbor. Because of the geography, water depth, and development patterns of those areas, room for expansion is limited. Due to low tides, glacial sediments and uplift, traveling up the Gastineau Channel is difficult for most marine traffic. Heavy truck traffic to and from the Port and the barge loading at the rock dump add to the noise and congestion in the Downtown Juneau area.

Port development continues to be of importance to both commerce and recreation throughout the CBJ. Tour ship visits are increasing every year; tour vessel lengths are increasing as well as the number passengers carried. Moorage for tour ships and upland support areas has 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. Summer season private boat visits are also on the increase with small ocean-going yacht visits becoming more familiar in the CBJ area.

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Ferry traffic is increasing in the Auke Bay area as the Alaska Marine Highway expands the number of voyages to accommodate increasing numbers of drive-on tourists during the summer season. From time to time, Auke Bay is also frequented by ore ships serving Skagway and Greens Creek Mine.

In the short term, it is important to expand and improve on the existing waterfront industrial sites within the CBJ. 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 water's edge of West Douglas Island, if deep water ports, breakwater facilities and adequate roads and a channel crossing (bridge or tunnel) were available to support this development. An appropriate West Douglas site should provide protected docking space and adequate land for storage and industrial facilities.

POLICY 5.6. IT IS THE POLICY OF THE CBJ 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, RECREATION, PUBLIC ACCESS TO THE SHORELINE AND ENJOYMENT OF THE WATERFRONT THROUGH DEVELOPMENT OF WELL DESIGNED PORT FACILITIES.

Standard Operating Procedures

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

5.6.SOP2 Encourage the expanded use of, and home porting in, the CBJ by State and Federal government vessels and cooperate with those agencies in the development of adequate water-dependent port and related upland facilities to meet present and future needs.

5.6.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 in facilitating compliance with those laws through the planning and zoning process.

Development Guidelines

5.6.DG1 Assure public access to the shoreline and water when reviewing development applications.

5.6.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.

5.6.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

5.6.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 for Subarea 3 and Guideline 16 for Subarea 9 in Chapter 11].

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

Commercial and Industrial Development

The CBJ features several shopping centers (including two malls), a downtown Juneau shopping district, a commercial center featuring a Costco and a Home Depot, and several stand-alone retail stores, including Fred Meyer and a new Wal-Mart. Although local businesses provide a wide

variety of goods and services to CBJ residents, visitors and businesses, there still exists some retail sales “leakage” - the purchase of many goods via the internet, by mail, and in Anchorage and Seattle due to a greater variety and, perhaps, lower prices.

Commercial and industrial activity requires sufficient and suitable land. Careful attention to the spatial requirements and locational considerations of potential uses is necessary to promote and maintain the local economy. CBJ staff conducted a survey of all business types as part of this Plan Update and found a need to expand the land available for retail and office uses, particularly in areas with high proximity to, and visibility from, major thoroughfares. Industrially-zoned areas in Lemon Creek (near Costco) and near the airport have been encroached upon by non-industrial uses that have generated traffic congestion, higher land prices and lease rates, and commercial neighbors who are intolerant of the noise, odors, glare, dust, and other impacts of industry. For industry to grow, including food processing and heavy material handling or manufacturing, a new industry-only zoning district category with parcels ranging in size from 5 to 20 acres each, is needed at a location near utilities and heavy load-carrying capacity roads, but distant from residential and general commercial uses. A West Douglas Conceptual Land Use Plan has been adopted by the CBJ for the West Douglas New Growth Area that identifies a 50 to 70 acre “Development Area 2” that would provide opportunities for marine-related industry when access to and from the mainland is provided. Areas around gravel extraction activities can convert to industrial districts once the land is leveled and gravel extraction on those lands are complete.

POLICY 5.7. IT IS THE POLICY OF THE CBJ TO DESIGNATE SUFFICIENT AND SUITABLE LAND FOR ANTICIPATED COMMERCIAL AND INDUSTRIAL DEVELOPMENT AS PART OF ITS OVERALL ECONOMIC DEVELOPMENT PROGRAM.

Standard Operating Procedures

5.7.SOP1 Follow the specific land use policies of this Plan that establish criteria for designation of commercial and industrial lands, including those cited in Chapters 3, Community Form and 10, Land Use.

5.7.SOP2 When additional land is needed for commercial or industrial uses or when there are particular locational requirements for certain activities, initiate appropriate amendments to the Comprehensive Plan and Zoning maps to accommodate this need. These new commercial and industrial zones should be evaluated in relation to all applicable policies of the Comprehensive Plan.

POLICY 5.8. IT IS THE POLICY OF THE CBJ TO ENCOURAGE THE LOCATION AND GROWTH OF LOCALLY-BASED BASIC SECTOR INDUSTRIES THAT PROVIDE YEAR-ROUND, FULL-TIME EMPLOYMENT AND PROVIDE TAX REVENUES THAT SUPPORT PUBLIC SERVICES.

Development Guidelines

5.8.DG1 When requests are made to rezone industrially-zoned land to a non-industrial use district, assess and consider the impacts of the loss of this land for industry on the CBJ economy as a whole as well as on current needs for industrial land for expansion of existing industrial

businesses. An industrial lands inventory and needs assessment may be required as part of such a rezoning application. Lands designated for Industrial Use on the Comprehensive Plan Land Use Maps should not be converted to uses not allowed in the Industrial land use definition of Chapter 11 unless an essential public purpose, as deemed by the Planning Commission and CBJ Assembly, warrants such conversion.

5.8.DG2 When allocating public lands, infrastructure, tax benefits or other public benefits for new commercial or industrial activities, the CBJ should consider favoring locally-based basic sector industries that provide employment with medical benefits over non-local candidate businesses that do not provide those benefits.

Implementing Actions

5.8.IA1 Establish a new zoning district category for heavy industry in which light industrial and heavy industrial uses are permitted as-of-right and retail, office and residential uses are not permitted. Identify current Industrial zoning districts or other suitable area(s) that should be designated as this heavy industry zoning district and so designate those lands [see the Land Use definition for the Industrial (IND) land use category in Chapter 11].

Comment [bs13]: Staff is recommending a change to this Land Use Designation title and acronym, adjust this if approved.

5.8.IA2 In an effort to avoid further encroachment on industrially-zoned lands by retail, office and other non-industrial uses, identify lands within current industrial districts that meet the location criteria for office and retail use and that have been predominantly encroached upon by these uses and rezone those lands for retail, office and heavy commercial uses. Any existing light or heavy industrial uses therein should be allowed to remain and, even, expand and relocate therein, if necessary to support that business [see the Land Use definition for the Heavy Commercial/Light Industrial (HC/LI) use category in Chapter 11].

Comment [bs14]: Again, staff is recommending a change to this title and acronym. Change if approved.

Mining

Along with our brewery and seafood processing plants, mining is an important private sector industry that provides well-paid full-time, year-around employment with benefits. The one active mine and one under development located within the CBJ would each provide about 200 such jobs and would contract with local businesses for materials, transportation, repair services and food service for mine operations. Additionally, smaller gravel extraction operations offer a critical resource to the CBJ's private- and public-sector development and maintenance operations.

POLICY 5.9. IT IS THE POLICY OF THE CBJ TO SUPPORT THE EXTRACTION AND PROCESSING OF MINERAL RESOURCES IN AN ENVIRONMENTALLY-SOUND MANNER, GIVING PROPER RECOGNITION TO THE UNIQUE VALUES OF THIS COMMUNITY.

Development Guidelines

5.9.DG1 Implement the CBJ Mining Ordinance, which provides for review of mining permit applications and ensures that information is gathered and analyses are performed in a manner that satisfies the needs of the CBJ and the operator of the mining operation.

5.9.DG2 Encourage the mining entity to develop the necessary roads, ports, worker housing and other infrastructure and facilities needed to adequately service the mining operation.

5.9.DG3 If necessary, encourage mining operators to partner with local housing developers to produce long-term worker housing in the existing Urban Service Area, thereby maximizing economic benefits and avoiding sprawl. This Guideline would not preclude the provision of rustic camps that provide short-term housing and minimal services on or near the mine operations as a means to reduce worker commuting and to conserve fossil fuels.

5.9.DG4 Encourage coordination and cooperation among the mining, tourism, fishing and recreation industries in both development and operation of mining activities. Mining operations should not operate in a manner that would be detrimental to the natural environment needed by these other industries or to human and wildlife neighbors.

5.9.DG5 Where gravel resources have been depleted by extraction activities, utilize these land resources to the most efficient extent possible by filling open pits with construction debris or other non-toxic materials and engineering the lands to be suitable for other uses, such as habitat mitigation, public facilities, recreation resources or residential, commercial, or industrial development.

Implementing Action

5.9.IA1 Identify and map on the GIS system all abandoned, depleted or nearly-depleted gravel pits in the CBJ and identify suitable adaptive reuse strategies and land use designations for those lands.

Seafood Industry and Commercial Fishing

The commercial and sport fishing industry is an important sector of the CBJ economy. Segments of the tourist economy rely on charter sport fishing. Salmon hatcheries assure a healthy and viable commercial fishing sector. The State-collected raw fish processing tax goes back to the community in which the fish are brought ashore, not where they are caught. Care should be taken to ensure that suitable shoreline land is available to accommodate repair and maintenance facilities needed for the fishing and maritime tourism businesses; this would include vessel haul-out facilities, space for repair of nets, an ice plant in Auke Bay, and facilities to fast-freeze fresh fish. Fast and affordable air cargo transport of fresh fish, crab and other seafood is also important to the commercial fishing industry.

The CBJ has lost some prominence as a source of support and service to the commercial fishing fleet over the decades, and there is a clear need to re-establish maritime services of several types in order to rebuild the resident commercial fishing fleet. On the positive side, there is a very active and growing private sector effort to process fish locally and an increasing level of success in producing more fish as the result of hatcheries and habitat protection. Commercial fishing and other forms of commercial marine activity combine with sport and pleasure marine activity to create a stronger market for facilities and services.

POLICY 5.10. IT IS THE POLICY OF THE CBJ TO SUPPORT THE DEVELOPMENT AND EXPANSION OF THE SEAFOOD INDUSTRY AND OF SERVICES AND FACILITIES THAT BENEFIT COMMERCIAL FISHING ACTIVITY AND TO ATTRACT AND RETAIN HARVESTERS, PROCESSORS, AND SUSTAINABLE AQUACULTURE ACTIVITIES IN JUNEAU.

Standard Operating Procedure

5.10.SOP1 Encourage the location and expansion, as envisioned in Alaska Department of Fish & Game regional plans, of hatcheries and remote release projects in the CBJ to support the local fishing industry.

Implementing Actions

5.10.IA1 Assist in the provision of facilities suitable for commercial fishing vessels, repair facilities and land for businesses that repair fishing vessels and gear.

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

5.10.IA3 Assist in the location of suitable sites for seafood processing activities.

5.10.IA4 Support aquaculture that does not have unacceptable impacts on important fish and wildlife habitat and other maritime-related activities such as fisheries, tourism, the Coast Guard and marine research. Use of invasive species or harmful food or waste products in these operations is to be prohibited.

Regional Economics and Services

The CBJ is a political/commercial/transportation hub for central and northern Southeast Alaska. There are many examples of regional economic interchange including: regional participation at the University of Alaska Southeast; commercial-retail shopping by outside residents; regional marketing of special events; regional participation in sporting and cultural events; manufacture of goods for outlying communities; supply and shipping for outlying resource development activities; participation of the regional populace with State and Federal agencies including the Alaska State Legislature; financial, insurance, medical, clerical, consulting, and communications services provided to residents of outlying communities as well as many others.

Transportation is particularly significant to the development of regional commerce as the CBJ is accessible only by marine and air transport. Goods, customers and information rely on the ability to travel in and out of the community rapidly, safely, and at the lowest cost to achieve maximum participation.

The CBJ has a unique and important role to play in helping the region achieve a successful future. Finding an equitable balance between the CBJ's contribution to solving the region's problems and the benefits that CBJ will receive for participating in regional solutions has been an ongoing challenge. Only by fully participating in regional development planning efforts will the CBJ see its economic development goals fulfilled. Clearly, the CBJ has responsibilities and

opportunities as a provider of regional services and as a significant political, cultural, and economic presence in southeast Alaska.

The CBJ should strengthen its regional planning and coordination efforts with municipalities and communities throughout the region and should offer residents of those communities ease in transport and accommodations when traveling here for legislative, judicial, medical care, sports and recreation, arts and entertainment, and shopping activities.

POLICY 5.11. IT IS THE POLICY OF THE CBJ 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

5.11.SOP1 Maintain a current Overall Economic Development Plan related to both local and regional economic development.

5.11.SOP2 Encourage regional marketing for locally-made goods and locally-provided services and encourage partnerships in producing and marketing regionally-made goods and services.

5.11.SOP3 Participate in regional planning processes.

5.11.SOP4 Consider the impact of local activities on regional systems. Coordinate with other regional communities and jurisdictions to avoid, minimize or reconcile intergovernmental and/or private-sector conflicts.

5.11.SOP5 Encourage economic development; in particular, industries that represent regional economic strengths and that support the production and distribution of renewable energy sources.

5.11.SOP6 Strengthen and expand the partnership between communities in Southeast Alaska, using the Southeast Conference and other means.

5.11.SOP7 Strengthen Juneau's role as a regional services hub for such things as fisheries research, medical, retail, tourism, transportation, and education.

Implementing Actions

5.11.IA1 Host symposia on fisheries management, research, and other topics.

5.11.IA2 Host symposia on medical topics.

5.11.IA3 Encourage continued and expanded transportation systems that serve the Southeast Region while retaining those systems currently serving the region.

5.11.IA4 Evaluate the CBJ Charter and Code, and pursue adoption of an amendment to the appropriate document in order to allow the CBJ to participate in private/public partnerships in constructing new facilities and supporting economic development in the CBJ.

CHAPTER 6. ENERGY

The topic of energy is pervasive in every element of human activity, interaction and comfort. The economic impacts associated with fossil fuel consumption, and the unique potential of the CBJ's renewable hydroelectric sites, presents policy makers with an enviable opportunity for guiding future community growth toward renewable energy sources. There is also the need to balance the needs of the consumers with the sustainability of our energy sources.

Access to affordable, secure supplies of energy is necessary for almost every activity of government, business and private residents. The overall goal of an energy policy should be to assure least cost alternatives to energy sources. Costs could be classified as broadly as actual out of pocket costs to the consumer, impact costs to the City budget or impact costs on our environment. Given the ways in which communities are affected by, and affect the global arena, energy policy should reflect the need to establish a fair degree of independence from uncertain international energy markets, and to ensure responsible contributions of our community to the global human and natural environment. The ultimate goal needs to be creation of an energy system that is sustainable, locally and globally. Energy policies can play a crucial role in the development of a local, regional, and national energy system that can help assure the long-term economic viability of the CBJ, and the Southeast Alaska region.

Further development of renewable energy sources will be needed to convert energy systems from fossil fuels for both local and regional use. The CBJ is blessed with significant hydro opportunity as well as tidal and other potential renewable energy sources, all of which should be elements of a comprehensive energy program. Least-cost, or integrated-resource planning, in which investment in energy conservation is weighed against investment in energy purchase, and in which life-cycle costs are included in all decision making, can provide a framework for cost-effective, responsible energy planning and conservation. Working capital must also be equally weighted as it is likewise a scarce resource economically defined. Education is an important element in giving direct assistance to energy users and for maintaining an informed citizenry. As used below, "near-term" means one to five years; and "long-term" means five years or longer.

Energy Planning

For many reasons, energy production, conservation, and use have come to the forefront of world consciousness in recent times. In Juneau, the disruption of the supply of hydroelectric energy to the community in the spring of 2008 has made energy issues even more relevant to the well being of the community. New energy sources are being discovered and new technologies for energy generation, transmission, and conservation are being developed. Federal and State funding sources are becoming available for renewable and/or efficient energy planning and projects. It would be beneficial to the CBJ to examine these emerging sources, technologies and funding sources for potential use in the community and as a revenue source to external communities.

Understanding where energy is used in the CBJ (internal and external uses), its sources, and the financial and social implications of our energy use is fundamental to establishing a sound policy

for energy development and use. In order to implement the policies outlined in this Chapter it will be necessary to establish a plan for the future use of energy resources in the CBJ.

POLICY 6.1. IT IS THE POLICY OF THE CBJ TO ANALYZE THE CBJ ENERGY SYSTEM, POTENTIAL RENEWABLE ENERGY SOURCES, AND EMERGING TECHNOLOGIES; ESTABLISH A LONG-TERM ENERGY PLAN; AND IMPLEMENT THAT PLAN FOR THE AFFORDABLE AND SUSTAINABLE USE OF ENERGY IN THE CBJ.

Implementing Actions

6.1.IA1 Analyze Juneau's internal and external energy economies and systems throughout system life-cycles.

6.1.IA2 Develop and implement a long range energy plan for Juneau that addresses both private-sector and CBJ energy conservation and management goals, objectives, and an action plan. The plan should consider renewable energy sources, emerging technologies, and other plans being developed within the region and the state.

6.1.IA3 Host research projects that identify energy sources that use renewable resources such as hydro, tidal, solar, wind, and energy from organic waste (e.g. cellulosic ethanol) that can be used by households, businesses and the public sector.

6.1.IA4 (i) Develop and examine scenarios for alternative long-term energy plans, including a risk management plan.
(ii) Based on alternative scenarios, identify courses of action for each scenario.
(iii) Implement actions that maintain flexible energy strategies that best meet Juneau's future energy needs.

6.1.IA5 Work with the State of Alaska, Southeast Conference, Tlingit Haida Central Council, and other entities in planning for energy resource development and use in the Southeast Alaska Region.

6.1.IA6 Conduct public meetings to explain and develop the CBJ long range energy plan.

6.1.IA7 Once an energy plan is developed, undertake an immediate reconsideration and rewrite of the policies and actions in this chapter for approval of the Borough Assembly.

POLICY 6.2 IT IS THE POLICY OF CBJ TO SUPPORT THE DEVELOPMENT OF RENEWABLE ENERGY RESOURCES IN THE CBJ AND SOUTHEAST ALASKA REGION.

Implementing Action

6.2.IA1 Work with the State of Alaska, Southeast Conference, Tlingit Haida Central Council and other interested entities toward the planning, funding and development of renewable resources in CBJ and the region.

POLICY 6.3 IT IS THE POLICY OF CBJ TO SUPPORT THE DEVELOPMENT OF A SOUTHEAST ALASKA INTERTIE.

6.3.IA1 Work with the State of Alaska, Southeast Conference, Tlingit Haida Central Council and other interested entities toward the planning, funding and development of a regional electrical intertie.

Support State Capital Functions

As Alaska's Capital, it is vital for the CBJ to offer modern transport and communications systems and facilities to Alaskan residents who wish to participate in State legislative affairs. Over the years, the CBJ has invested in such facilities, systems and infrastructure and will continue to support effective citizen participation in State affairs. As the availability of fossil fuels decreases throughout the world, it will be increasingly important to identify energy-efficient means of assuring cost-effective electronic and physical access to the Capital.

POLICY 6.4. IT IS THE POLICY OF THE CBJ TO PROVIDE COST-EFFECTIVE AND ENERGY-EFFICIENT FACILITIES, SYSTEMS AND INFRASTRUCTURE THAT STRENGTHENS ITS ROLE AS THE STATE CAPITAL.

Standard Operating Procedure

6.4.SOP1 Invest in energy-efficient technologies and equipment that provide affordable electronic and physical access to State legislative, courts and other governmental agencies for Alaskan residents.

6.4.SOP2 The City must weigh the additional costs of investment up front with the long term savings over the life of the improvement and it must at least generate a positive return.

Energy Efficient CBJ Buildings and Projects

In addition to keeping costs to CBJ's taxpayers as low as possible and conserving energy in general, it is the role of the CBJ to set an example for businesses and individuals in adopting cost effective energy saving technologies and operating procedures.

POLICY 6.5. IT IS THE POLICY OF THE CBJ TO INCORPORATE TECHNOLOGIES AND OPERATING PRACTICES THAT WILL PROMOTE EFFICIENT AND COST EFFECTIVE ENERGY USE INTO ALL OF ITS NEW AND EXISTING BUILDINGS AND ENERGY-USING PROJECTS.

Standard Operating Procedure

6.5.SOP1 Replace inefficient street lighting and lighting in CBJ buildings and facilities with efficient fixtures upon replacement cycle.

Implementing Actions

6.5.IA1 Establish and fund a revolving energy conservation investment fund, to invest in energy-saving public projects that meet CBJ return-on-investment criteria.

6.5.IA2 Invest in necessary metering equipment to produce monthly project energy reports.

6.5.IA3 Conduct energy audits and establish energy management goals for CBJ buildings.

6.5.IA4 Develop and implement a system for rewarding CBJ employee initiative and responsibility in good energy management.

6.5.IA5 Incorporate LEED, or other similar principles and standards when designing public structures and facilities. The LEED or other standards should be adapted for local climate and materials resources and should include life-cycle cost analyses (including long-term operational costs) with appropriate fuel cost sensitivity analyses over the long term life of the Project.

6.5.IA6 When designing new facilities or major renovation of CBJ facilities, analyze life-cycle costs of energy applications.

6.5.IA7 Analyze the workings of the CBJ water and wastewater facilities and incorporate energy saving methods and technologies where appropriate.

Maximize Use of Local Energy Resources

The CBJ's fossil fuel supply is subject to disruption due to a variety of reasons: embargoes, price hikes, shipping disputes, or disasters, among others. Use of local energy resources reduces these risks. As the Snettisham avalanches of 2008 showed, however, dependence on exposed, remote transmission lines for delivering electricity to users exposes the electrical system to unforeseen disruption. Most of the money used to purchase fossil fuels leaves the CBJ. The CBJ can have a much healthier local economy if we develop and encourage the use of our own energy resources that are adequately protected from disruption by relatively predictable natural disasters such as avalanches.

POLICY 6.6. IT IS THE POLICY OF THE CBJ TO MAXIMIZE THE RATIO OF LOCAL, RENEWABLE-SOURCE ENERGY TO IMPORTED FOSSIL-SOURCE ENERGY IN JUNEAU'S INTERNAL ENERGY ECONOMY.

Standard Operating Procedure

6.6.SOP1 Encourage energy conservation to reduce the amount of money leaving the community to pay for fuels.

Implementing Actions

6.6.IA1 Seek federal and state funding to convert the CBJ fleet and, particularly, public transit vehicles, to dual-fuel, hybrid, or other fuel technologies with reduced carbon footprints and enhanced sustainability over fossil-fuel burning vehicles.

6.6.IA2 Where practicable in large industrial operations, encourage co-generation processes to transform by-product heat to electrical energy for use by the operation and adjacent uses or for transmission to a nearby electrical grid.

6.6.IA3 Where practicable and where there are no significant adverse impacts to marine or other ecosystems, encourage the use of tidal, geothermal, wind and other renewable energy sources to generate energy for adjacent uses or for transmission to the electrical grid.

6.6.IA4 Encourage dual fuel systems that are cost effective for buildings.

6.6.IA5 Coordinate with the University of Alaska, other research organizations, and companies to identify potential renewable energy sources to power vehicles, vessels, aircraft, and structures. Analyze both the short-term and long-term costs and environmental impacts of energy production and distribution systems giving preference to dependable, cost-competitive, renewable sources that do not adversely affect natural resources and wildlife habitat when choosing a source of energy.

6.6.IA6 Amend the Land Use Code to create a new land use category for small-scale energy production facilities, such as solar panels and residentially-scaled wind turbines, so that they are not held to the same permitting requirements as industrial-scale energy production facilities.

Maximize Efficient Use of Renewable Energy Resources

In 1995, about 85 percent of the energy used in the CBJ was provided by fossil fuels. Conservation and renewable resources could displace much of this fossil fuel and greatly reduce both the dependence on these fuels and the export of capital from the CBJ and Alaska.

POLICY 6.7 IT IS THE POLICY OF THE CBJ TO MAXIMIZE THE EFFICIENT USE OF RENEWABLE ENERGY RESOURCES.

Implementing Actions

6.7.IA1 Coordinate efforts with the University of Alaska and other research organizations and entities to identify potential renewable energy sources to fuel vehicles, vessels, aircraft, structures and utilities and to heat structures. Analyze both the short-term and long-term costs and environmental impacts of energy production and distribution systems and give preference to dependable, cost-competitive, renewable sources that do not adversely affect natural resources and ecosystems when choosing a source of energy.

6.7.IA2 When designing new facilities or major renovation of CBJ facilities, analyze life-cycle costs of energy applications with consideration of renewable sources given priority.

Full-Cost Analysis

The very real environmental and social costs, now and in future generations, of relying completely on fossil fuels are not included in the prices we pay for fossil fuel-based energy.

Wise local and global energy production and use requires these external costs to be internalized into energy prices, in order to conserve energy and to encourage its production from renewable, low impact sources. Additionally, the Federal, State and City budgets are strained with less funds trickling down to the City. Working capital or funds available for investment are therefore a scarce resource not unlike energy. Therefore, careful consideration of impact on the local citizenry must include how redirecting those scarce dollars to renewable energy or conservation may have a very real impact. Because national and state policies, where they exist, have not been implemented to do this, the CBJ should take the initiative to protect the long-term interests of its residents. The exact dollar value of these costs is always hard to determine, yet they must not be ignored since they ultimately have a major economic impact on the quality of our lives.

POLICY 6.8 IT IS THE POLICY OF THE CBJ TO INCLUDE THE FULL COSTS (DIRECT AND INDIRECT) OF ENERGY USE IN ITS ECONOMIC ANALYSES.

Standard Operating Procedure

6.8.SOP1 Use quantifiable external and indirect costs in establishing the cost of energy when conducting life-cycle cost analyses of CBJ facilities, projects, and operations.

Implementing Action

6.8.IA1 Incorporate energy costs into scenario analyses conducted as part of long term energy planning. [see 6.11A.4(iii)]

Minimize Utility Investment

The peak rate of energy use (peak load) determines the size of generators, transformers, wires, backup generators, and other equipment needed to provide that peak load. The cost of these capital investments has a major effect on rates, and can be reduced by leveling out energy use on a daily and seasonal basis.

POLICY 6.9 IT IS THE POLICY OF THE CBJ TO ENCOURAGE ELECTRICAL ENERGY USE PATTERNS THAT MINIMIZE UTILITY INVESTMENT.

Implementing Action

6.9.IA1 Work with electrical utility providers to develop programs and educational materials promoting energy conservation.

Use of Favorable Energy Assets for Job Creation

A stable and reasonably priced source of electricity will enhance the CBJ's business and industrial climate. The CBJ's favorable electric energy assets include a current hydroelectric supply with a back-up system that uses diesel fuel. Potential renewable energy resources within the CBJ should be protected.

POLICY 6.10 IT IS THE POLICY OF THE CBJ TO TAKE ADVANTAGE OF JUNEAU'S FAVORABLE ELECTRICAL ENERGY ASSETS TO ADD QUALITY JOB OPPORTUNITIES.

Implementing Actions

6.10.IA1 Encourage the Juneau Economic Development Council (JEDC) to promote the CBJ's favorable energy assets to potential investors, entrepreneurs, and employers.

6.10.IA2 Implement an aggressive water and energy conservation program; and use other renewable energy sources, such as geothermal and micro-hydro electrical generators.

6.10.IA3 Actively support hydroelectric development and other renewable energy projects.

Use Renewable Energy for Transportation

We do not have a current assessment of CBJ government and resident use of fossil fuels but, clearly, we, as a community, are dependent upon the use of fossil fuels to power our vehicles, vessels and aircraft and to heat our homes, among other things. The scarcity of fossil fuels, particularly oil and natural gas, will cause the price of these non-renewable resources to rise over time. Powering transport facilities by fossil fuels may not be affordable in the short-term or sustainable in the long term. The CBJ's linear topology is amenable to an efficient, high-quality public transportation system. It is prudent to reduce our dependence upon the private vehicle for transportation and to ensure that public transit offers a safe, convenient and affordable means of travel.

POLICY 6.11 IT IS THE POLICY OF THE CBJ TO ENCOURAGE THE TRANSPORTATION OF CBJ RESIDENTS, VISITORS, FREIGHT AND MAIL BY RENEWABLE ENERGY SOURCES ON BOTH PRIVATE AND PUBLIC TRANSPORTATION.

Standard Operating Procedure

6.11.SOP1 Promote the use of public transportation and car pooling to reduce the reliance of CBJ residents and visitors on single-occupant vehicles.

Implementing Actions

6.11.IA1 Use a mix of vehicle sizes and fuels for CBJ-provided public transport to promote fuel and cost efficiency, and to keep frequency of service such that it will encourage use of public transportation systems.

6.11.IA2 Seek to convert fossil-fueled CBJ buses to renewable energy-fueled or hybrid vehicles. Hybrid or other dual-fuel buses that can run on fuel other than electricity are preferable to electric-only buses, especially in light of the effect of the April 2008 Snettisham avalanches and their effect on the provision of electricity to Juneau.

6.11.IA3 Encourage conversion of private fossil-fueled busses to renewable energy.

6.11.IA4 Provide metered electric energy sources at public parking lots and garages to recharge public and private electric automobiles, and provide preferential parking spaces for those vehicles. The metered electrical sources should have the functionality of being turned off automatically or manually by AEL&P and/or CBJ staff during periods of peak loading of the electrical system or emergency situations.

6.11.IA4 Retain adequate rights-of-way for fixed-guideway transit systems pending investigation of the feasibility of providing light or heavy rail public transit service, fueled by renewable energy sources, linking existing and new neighborhoods of Douglas Island with the mainland, the Mendenhall Valley with downtown Juneau and, in the future, connecting the Juneau area to the Alaskan interior. In the analysis of the feasibility of such a Borough-wide rail transport system, consider the life-cycle costs of design, construction, environmental mitigation and monitoring, as well as operation and maintenance costs.

Energy Efficient Buildings

The CBJ's maritime climate and comparatively cold winters mean that keeping living spaces warm must needlessly consume energy if efficient heating, insulating and ventilating practices, materials, equipment and design are not used in the construction of new buildings and in remodeling existing buildings.

POLICY 6.12 IT IS THE POLICY OF THE CBJ TO ENCOURAGE COST EFFECTIVE ENERGY EFFICIENT BUILDING AND REMODELING PRACTICES.

Implementing Actions

6.12.IA1 Encourage the installation of energy-efficient heating systems in new construction.

6.12.IA2 Encourage participation in current residential energy efficient mortgage programs for both new and existing homes. Encourage favorable lending rate programs for energy efficient multifamily housing and commercial construction or renovation.

6.12.IA3 Establish energy efficient standards for new and existing buildings.

6.12.IA4 Encourage the conversion of existing heating systems from fossil fuel to renewable sources of energy.

6.12.IA5 Consider enacting water conservation ordinances that would lead to significant energy savings to the CBJ in pumping water and in treating wastewater.

6.12.IA6 Encourage consideration of "life cycle" costs, the use of energy efficient construction techniques, materials and equipment that are consistent with acceptable health and safety standards and that are appropriate for local climatic conditions, while keeping project costs low.

6.12.IA7 Consider providing incentives supporting 6.12.IA6.

Industrial Energy Use

The design and operation of industrial developments can be managed to reduce, transfer or minimize waste of energy and to maximize use of renewable energy. Mining projects tend to be energy intensive and short-lived (tens of years). Within the CBJ they could have a great effect on the CBJ energy economy and be greatly affected by the CBJ energy policy. For industries with large amounts of fuel material by-products (e.g. wood waste), or with high temperature energy by-products (e.g. steam), the generation of electrical energy for sale to the utility grid can be useful and increase overall community energy efficiency. Similarly, there are industries that produce large amounts of heat as a by-product, e.g., over one megawatt thermal, and could use this energy resource to displace fossil fuel energy in nearby structures for space heating or other low temperature processes. The CBJ could play a role in making such projects viable, saving considerable energy dollars for use in the community, rather than for export to pay fossil fuel energy costs.

POLICY 6.13 IT IS THE POLICY OF THE CBJ TO ENCOURAGE INDUSTRIAL AND COMMERCIAL USERS TO BE AS EFFICIENT AS POSSIBLE IN THEIR USE OF ENERGY, TO USE RENEWABLE ENERGY SOURCES, AND TO MAKE ENERGY BY-PRODUCTS AVAILABLE FOR USE ELSEWHERE IN THE COMMUNITY.

Implementing Actions

6.13.IA1 Encourage energy intensive projects to follow CBJ energy policy.

6.13.IA2 Assist those proposing energy intensive projects, such as mining, in understanding, at the earliest point in their projects, the CBJ energy policy.

6.13.IA3 Require the use of renewable and environmentally-sensitive energy sources for energy intensive projects, where cost effective.

6.13.IA4 Encourage the development of co-generated electrical energy at avoided cost.

6.13.IA5 Encourage appropriate land use patterns of development close to potential sources of surplus by-product heat.

Waste Reduction, Reuse and Recycling

It is in the long-term interest of all people in the CBJ to minimize waste disposal and to recycle used materials as a part of local efforts to conserve natural resources. Recycling, where appropriate, will lead to the more efficient and economical use of resources and will lessen the impact on the environment by decreasing the need for the disposal of materials. It is recognized that since the CBJ is located far from major recycling markets, it may not be energy efficient to recycle some classes of materials at the present time. Therefore, reduced resource use is especially important. Direct, immediate or short-term costs should not be the sole consideration for CBJ support of programs and policies for waste reduction, reuse and recycling. Instead,

related indirect, future or long-term costs should also be considered, such as the costs of a landfill operation and its remediation, once closed. The CBJ understands that effective efforts towards materials conservation, reuse, and recycling, as well as energy conservation, necessarily involve close and on-going communication, coordination, and cooperation between the public, private and non-profit sectors. While some programs may not be cost effective in Juneau alone, the CBJ could work with regional entities that are forming a regional solid waste authority, and developing plans for a central facility for the region.

POLICY 6.14 IT IS THE POLICY OF THE CBJ TO ENCOURAGE WASTE REDUCTION, REUSE AND RECYCLING ACTIVITIES THAT HAVE POSITIVE ECONOMIC AND/OR ENVIRONMENTAL BENEFITS.

Implementing Actions

6.14.IA1 Implement the *Final Solid Waste Management Strategy for the City and Borough of Juneau*, as adopted on November 29, 2007 and amended January 7, 2008.

6.14.IA2 Coordinate/cooperate with villages, towns, municipalities, private companies and non-profit organizations within the region on solid waste management programs.

Public Education on Energy

Individual consumer decisions and behavior are significant in governing the extent of required energy development. Nationally, there is a trend toward using rate incentives to further community energy goals. The effect of these incentives is maximized by advising consumers on how to take advantage of them. Only a well-educated citizenry is able to make well-informed decisions.

POLICY 6.15 IT IS THE POLICY OF THE CBJ TO INCREASE PUBLIC UNDERSTANDING OF HOW INDIVIDUAL AND CBJ ENERGY DECISIONS AFFECT INDIVIDUAL CONSUMER COSTS, AS WELL AS THE LIVABILITY AND SUSTAINABILITY OF THE COMMUNITY.

Implementing Actions

6.15.IA1 The CBJ Commission and the Juneau School District should work together to improve energy education in K-12 public school educational curriculum within the Juneau Douglas School District, including:

- ⊙ energy as a fundamental human need;
- ⊙ historical perspective of energy;
- ⊙ understanding our local energy system, and how it fits within the regional, state, federal, and world systems;
- ⊙ helping students become smart consumers;
- ⊙ informing future voters on the need to establish and maintain an energy system that is high quality, secure, equitable, and sustainable; and
- ⊙ a multi-disciplinary approach to energy.

6.15.IA2 Encourage the private sector, with financial assistance from the CBJ and support from the Commission on Sustainability, to conduct a public education program to explain the benefits of conservation of energy.

6.15.IA3 Conduct public meetings to explain and discuss the Energy Chapter of this Plan.

CHAPTER 9. PARKS, RECREATION, TRAILS AND NATURAL AREA RESOURCES

The forms of recreation chosen by residents and visitors in the CBJ are as diverse as the population. Many people choose to recreate in developed parks and facilities, both indoor and outdoor. Others choose to spend time in natural areas where the existence of minimal improved facilities is the most important element. Therefore, planning for the future of parks and recreation facilities involves provision for both organized recreation in urban level facilities, dispersed recreation where improvements are limited to trail systems and, perhaps, destination cabins or, simply, public access to a creek or shoreline. It should be recognized that providing a broad range of recreational experiences involves a cooperative effort between the local, State and Federal government.

In 1996, the CBJ adopted the *Juneau Parks and Recreation Comprehensive Plan*, which identified community needs, issues, recommended parks and natural area improvements and development standards. In 2007, the Parks and Recreation Department (P&RD) updated Chapter Eight of the Plan, which identified recommendations for parks and natural area acquisitions and improvements. From time to time the *Juneau Parks and Recreation Comprehensive Plan* will be updated and amended to keep its policies, guidelines, standards and development plans current and reflective of community needs and desires. That Plan contains specific resource information, development standards and recommended improvements for neighborhoods identified by subarea. Each amendment of the *Juneau Parks and Recreation Comprehensive Plan* is reviewed for consistency with this CBJ Comprehensive Plan and, therefore, should be reviewed and considered when recommending capital improvements and when reviewing building and use permit applications. Reviewers should also consult the following CBJ-adopted plans when developing or reviewing parks, open space/natural areas, trails, recreation facilities, capital improvement plans or permit applications:

1. The 2007 Chapter Eight revision to the Juneau Parks and Recreation Comprehensive Plan;
2. The 1993 Juneau Trails Plan;
3. The 1997 Juneau Non-Motorized Transportation Plan; and
4. The 1986 West Mendenhall Valley Greenbelt Plan.

In planning for the dispersed portion of recreational opportunities, the P&RD has worked closely with the State Division of Parks and Outdoor Recreation, the U.S. Forest Service, the National Park Service, multiple resident groups and individuals to produce the *Juneau Trails Plan*. As a comprehensive evaluation of all the trails in the CBJ area, regardless of land ownership or management authority, this document identifies a wide spectrum of actions from improvement of existing trail conditions to suggestions for construction of new trails or back-country cabins. The general nature of the plan and its long-term look at trail-related issues makes it an appropriate document to include as a companion to this Comprehensive Plan.

There has been substantial commercial use of some public trails and destinations in connection with the CBJ's robust visitor industry. This use has resulted in overcrowded conditions and

greater maintenance costs on some trails. There is a need to regulate this use and mitigate associated adverse impacts in order to protect the resource and the quality of the recreation experience for local residents and visitors alike. The P&RD facilitated a Trails Working Group which, in June 2001, published a report entitled *Commercial Use of Trails, Recommendations by the Trails Working Group* that identified which trails within each subarea should be allowed commercial use and the type of use the trail could accommodate. That report should be updated as needed and reviewed for consistency when considering commercial use permits for CBJ trails.

There continues to be a lack of adequate neighborhood and community parks and facilities in major areas, including the East Mendenhall Valley, Lemon Creek and Switzer Creek areas. While recreational programs are in great demand in the CBJ, the number of facilities to support these programs is insufficient. Planning underway by the P&RD should be coordinated with the CBJ School District, with the involvement of the CDD.

There is an immediate need to acquire, designate, and maintain public access to beaches and shoreline areas.

The Eaglecrest ski area, located on Douglas Island, is an important winter recreational resource to many CBJ families. The management of the facility is seeking ways to provide year-round recreational activities for residents and visitors to make more efficient use of its resources.

The Capital Improvement Program Six-Year Plan includes a prioritized listing of Parks and Recreation, Eaglecrest, and Centennial Hall projects. Funding is provided primarily through the CBJ budget, with occasional state funding through the legislative process. Other sources of funding should continue to be pursued.

Although the CBJ contains a wide variety of outdoor recreational resources, more park and recreational facilities, both indoor and outdoor, should be provided within the urban area. During the community outreach effort of the 2008 Plan Update, residents of all neighborhoods (some for different reasons) supported the following new recreational facilities: a swimming pool in the Valley; a performing arts center; and a dedicated ATV/snowmobile course. The Dimond Park Aquatic Center opened to the public in 2011, fulfilling the identified desire for a Mendenhall Valley pool.

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Parks and Recreation Facilities

POLICY 9.1. IT IS THE POLICY OF THE CBJ TO PROVIDE QUALITY DISPERSED OUTDOOR RECREATIONAL OPPORTUNITIES AND TO ACQUIRE AND DEVELOP SUFFICIENT LOCAL PARKS AND RECREATIONAL FACILITIES IN LOCATIONS CONVENIENT TO ALL AREAS OF THE CBJ. PLACES GIVEN PRIORITY FOR NEW FACILITIES INCLUDE RAPIDLY DEVELOPING AREAS AND CURRENTLY DEVELOPED AREAS THAT LACK ADEQUATE PARKS AND RECREATION FACILITIES.

Standard Operating Procedures

9.1.SOP1 Monitor trends in the CBJ demographics and incorporate activities specifically related to under-served populations.

9.1.SOP2 Pursue interdepartmental, interagency and community planning efforts necessary to protect and enhance recreational opportunities in the CBJ.

9.1.SOP3 Pursue funding for acquisition and development of parks and recreation facilities through traditional funding mechanisms such as the Capital Improvement Program, the state legislative process, and federal funding opportunities. Maximize the use of federal and state matching funds. Investigate creative and innovative funding mechanisms for the acquisition and development of parks, facilities, trails and programs. Explore cooperative management agreements, joint ventures, private/public partnerships or other protocols to facilitate progress.

9.1.SOP4 Cooperate with the School District and Parks and Recreation Department to plan for joint use of neighborhood and community parks, community and school facilities, and sports fields by the students and general public.

9.1.SOP5 Provide outreach programs directly to youth; bring programs to the neighborhoods.

9.1.SOP6 Support and seek to expand resources for Youth Activity Grants and scholarships for this program.

9.1.SOP7 Officially welcome participants and otherwise encourage large regional sporting or athletic events such as the Gold Medal Basketball Tournament.

Development Guideline

9.1.DG1 Ensure that proposed commercial use of public trails and their environs is consistent with the P&RD *Commercial Use of Trails* report.

Implementing Actions

9.1.IA1 CDD staff should work with P&RD staff and interested parties to develop thresholds and standards for construction of playgrounds and trail linkages by developers to serve their proposed new subdivisions and residential developments, taking into account existing facilities within the area, proposed development population play and recreation needs, and size of the proposed development. CDD and the P&RD should work with developers to address neighborhood park needs. P&RD and CDD staff should work cooperatively to monitor commitments by developers of new residential developments that may fulfill a condition of the development. These may include construction of new trails and playgrounds. CDD should work with P&RD to monitor existing community improvements in permitted residential developments.

9.1.IA2 Establish one or more discrete zoning districts in the CBJ Title 49 Land Use Code for CBJ-owned lands dedicated to parks and recreation and natural area uses. These new zoning districts would correspond to the CA (Conservation Area), SC (Stream Protection Corridor), and

NP (Natural Area Park) land use designations of this Plan. Amend the zoning map to place those zoning designations on the CBJ-owned lands dedicated to those uses.

9.1.IA3 Initiate a needs assessment with state, CBJ and Federal agencies to assess recreational needs; of particular concern are the expressed needs for (1) lighted cross-country ski trails where snowmobiles are not permitted; (2) an off-road-vehicle track and trail network, and (3) a performing arts center in Downtown Juneau.

9.1.IA4 Provide a centralized recreation program registration venue at a location that is convenient to residents, that is accessible by all modes of transport, and is provided with adequate parking.

9.1.IA5 The P&RD should participate in the planning for new school development to ensure maximum community recreation utility in the design of community rooms, gymnasiums, playgrounds, and sports fields.

9.1.IA6 Ensure that new facilities, programs, and equipment are designed to meet the needs of the disabled community, and that the facilities provide a variety of services for all people with disabilities.

9.1.IA7 Identify traditional and high quality waterfront access areas, recreational anchorages and beaches, beach trail opportunities, boat launch areas, and waterfront park sites. Coordinate with the CBJ Docks and Harbors, Land & Resources, CDD, and State of Alaska to assure that public access to water is provided.

9.1.IA8 CDD and P&RD should work to permanently protect CBJ's Natural Area Parks and Conservation areas. P&RD should initiate a pilot Forever Wild program.

9.1.IA9 Identify locations within the CBJ that provide good, publicly-accessible night sky viewing opportunities and develop those locations with seating, parking and other facilities and protect those locations from light pollution and intrusion.

9.1.IA10 Complete a camping plan for CBJ that identifies a range of camping facilities including highly developed RV campgrounds, remote cabin sites, and primitive campsites.

9.1.IA11 Investigate the location and number of mini-parks needed in the community and construct new mini-parks as needed.

9.1.IA12 Seek location and construction for an ATV/snowmobile course; one that has a programmed riding course as well as trails.

9.1.IA13 Continue the Commercial Use of Trails Working Group, or an equivalent group, to address commercial activities on CBJ park land.

- 9.1.IA14 Support the establishment of dog parks, per the P&RD Dog Task Force's recommendations.
- 9.1.IA15 Identify all Parks with signage.
- 9.1.IA16 Implement the replacement schedule for playground equipment and include accessible equipment in all new purchases.
- 9.1.IA17 Plan park renovation projects to address changing recreational needs.
- 9.1.IA18 Enhance the beauty and livability of the CBJ by augmenting the CBJ landscaping program.
- 9.1.IA19 Work cooperatively with agencies such as the Alaska State Museum, the Historic Resources Advisory Committee, and Gastineau Channel Historical Society to manage activities at the City Museum, the Last Chance Basin Mining Museum, the University of Alaska Southeast, the Alaska State Museum, and other similar venues.
- 9.1.IA20 Promote development of a performing arts facility that will meet a wide variety of needs.
- 9.1.IA21 Incorporate park lands in developing areas through designation of publicly owned lands, acquisition of private lands, or dedication of lands during the subdivision process.
- 9.1.IA22 Develop a GIS map layer that clearly labels developed or designated open space/natural areas, greenbelts, parks, playgrounds and beach access points.
- 9.1.IA23 Develop parks and recreation facilities, for both urban level and dispersed recreation, based on the CBJ's unique characteristics, needs, and traditions. In developing dispersed recreation opportunities such as fish and wildlife viewing areas and increased sport fishing opportunities, recognize the importance of habitat and sensitive area protection.
- 9.1.IA24 Enact a permit system for commercial use of public lands that includes commercial user fees as part of the funding source for dispersed recreation development and maintenance costs. Consider the cost of operation and maintenance of the resource, when establishing a commercial user fee.
- 9.1.IA25 Encourage development of additional facilities at, and provision of electric energy from the CBJ's existing electrical grid, to the Eaglecrest ski area.
- 9.1.IA26 Consider options for enhancing shoreside recreational fishing opportunities when planning new city parks, docks, trails, infrastructure, and related developments.

Interconnected Trail System

One of the most frequent responses to the community values and opinion surveys conducted as part of this Plan Update was the desire for access to nature in the uplands, forests and the waterways. This access was desired for both human travel and enjoyment and for the health, welfare and sustainability of fish and wildlife. Residents suggested that an un-fragmented trail system located in both developed and undeveloped areas could be sited and designed in such a way as to assure access for fish and wildlife (flora and fauna) from the icefields to the sea, while providing non-motorized trails for local residents and visitors. The fish and wildlife portion of the system could follow the various anadromous fish streams linking the icefield, through the forested areas, to the sea. Those fish and wildlife corridors could be intersected by a regional non-motorized trail system, thereby assuring access to nature for all residents, human and non-human. This dual-purpose recreational trail/fish and wildlife corridor would assure the most critical habitat for fish and wildlife and could be a receiving area for habitat mitigation. Land outside these corridors and this trail system could then be considered “buildable,” if properly mitigated.

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

Standard Operating Procedures

9.2.SOP1 Consider the impacts of new development on trails identified in the *Juneau Trails Plan* when reviewing Capital Improvement Plans and permit applications. Seek to implement the Plan’s recommendations to establish an un-fragmented trail system throughout the roaded area of the CBJ.

9.2.SOP2 Cooperate with the State of Alaska and the U.S. Forest Service to encourage the establishment of recreational and open space/natural areas facilities and areas.

Implementing Actions

9.2.IA1 Working with State and Federal agencies, create a GIS trail map. On the CBJ GIS system, identify un-fragmented fish and wildlife corridors along the adopted CBJ list of anadromous fish streams that extends from the Juneau Icefield and other upland areas to the sea. Within the roaded areas of the CBJ, and when compatible with wildlife passage within the corridors, identify an un-fragmented trail network for non-motorized travel by humans within these wildlife corridors.

9.2.IA2 When reviewing capital improvement plans and building or use permit applications, seek to protect lands necessary to establish and/or maintain the un-fragmented fish

and wildlife corridors and trail network. This may include the dedication of conservation easements or “no build” zones within a development as well as dedication provision of public access through the trail easements.

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

9.2.IA4 Prioritize construction and maintenance of existing trails including: repair of unsafe conditions, repair of resource degradation; enhancements that allow for greater utilization; construction of new trails that provide connections and construction of new trails in anticipation of future needs.

9.2.IA5 Continue partnering with federal, state and local agencies in the maintenance and development of trails through the non-profit organization, Trail Mix, Inc., or its equivalent.

9.2.IA6 Implement the tri-agency *Juneau Trails Plan* and update it as necessary.

9.2.IA7 Implement adopted Non-Motorized Transportation Plan items in subareas, and update as new subdivisions are constructed.

9.2.IA8 Work with the DOT, the CDD, and Engineering Departments and other relevant agencies to ensure that future CBJ construction includes adequate pedestrian and bicycle facilities, and that existing neighborhoods are connected by a network of non-motorized corridors.

9.2.IA9 Support the designation of Federal Transportation Enhancement Funds for trail development, consistent with SAFETEA-LU or other Federal apportionments and allowances.

Natural Areas

Natural, undeveloped areas (formerly referred to as “open space”) are an essential component of the CBJ’s community form and identity. They should be maintained and enhanced. Shoreline areas are a major coastal fish and wildlife habitat, offer a valued view corridor, and can function as valuable natural recreational resources; most are publicly owned. Among the most dramatic, and often visited, locales to enjoy spectacular views of scenic destinations are the Mendenhall Glacier visitor center, the Mount Roberts Tram, and the view of the Mendenhall Glacier from the waterfront roadway from the North Douglas boat launch facility to False Outer Point. These vista points should be preserved and enhanced with low-impact visitor facilities such as parking areas, bike paths and trails.

The West Mendenhall Valley Greenbelt has been established, beach access routes have been identified and signs put in place, and there have been improvements made for recreational access to Echo Cove and Amalga Harbor.

The CBJ should maintain awareness of, and educate the public to, the importance of natural areas in land use and development decisions. Valuable habitat areas within the CBJ require retention of vegetation and water resources. Inadequately regulated development degrades habitat values and scenic resources. The quality of residential developments is enhanced by standards and policies to preserve natural areas. Demand for outdoor recreational opportunities is generated by both resident and visitor populations. Some of the valued community assets most frequently expressed by residents during the Plan Update public opinion survey were (1) preservation of the CBJ's natural beauty and scenery; (2) provision of public access to the water and wilderness areas; and (3) protection of streams and wildlife corridors.

POLICY 9.3. IT IS THE POLICY OF THE CBJ TO PRESERVE AS PUBLIC NATURAL AREAS THOSE PUBLICLY-OWNED LANDS AND SHORELINE AREAS THAT POSSESS IMPORTANT RECREATIONAL, SCENIC, FISH AND WILDLIFE, AND OTHER ENVIRONMENTAL QUALITIES OR ARE SUBJECT TO NATURAL HAZARDS.

Standard Operating Procedures

9.3.SOP1 Designate public areas and sites recommended in the 2007 Update of Chapter 8 of the *Juneau Parks and Recreation Comprehensive Plan* for permanent public access and use. Work toward acquiring privately-owned land through dedication, donation or purchase. Develop legal descriptions and revise the zoning map accordingly.

9.3.SOP2 Acquire land or regulate its use as necessary to protect the public from natural hazards and to preserve sensitive natural resources.

9.3.SOP3 Encourage relevant state agencies to adopt open space/natural areas management policies for State land and tidelands indicated in the *Juneau Parks and Recreation Comprehensive Plan*. Initiate cooperative management agreements proposed in the plan.

Implementing Actions

9.3.IA1 Where regulatory actions are inappropriate, acquire easements through dedication, donation, or purchase of privately-owned streamside lands and other areas indicated in the *Juneau Parks and Recreation Comprehensive Plan*.

9.3.IA2 Revise the Land Use Code to establish a Scenic Corridor/View Overlay District that would be mapped to include the lands designated on the Comprehensive Plan Land Use Maps with the Scenic Corridor/Viewshed (SCV) land use designation.

CHAPTER 12. PUBLIC AND PRIVATE UTILITIES AND FACILITIES

Public facilities--public buildings, water service, sanitary sewer services, earth retention structures, waste reduction, recycling and disposal efforts, and storm drainage systems--are not only important to the health, safety and economic well-being of the CBJ, but they also strongly influence future growth patterns. The development envisioned in this Comprehensive Plan, particularly for new affordable housing and export industries, cannot be realized without the availability of public facilities and services on a timely and efficient basis.

There was rapid growth during the 1982-86 period, largely in the Mendenhall Valley but also in the North Douglas and Lemon Creek areas. In 1987, growth virtually stopped due to a dramatic contraction of the State budget. However, since the late 1980's growth has continued, gathering momentum each year so that by 1995, residential and commercial construction was again robust. Despite flattening of the State budget, this level of construction activity continued through the 1990s due to the presence of the State Capital in Juneau, mining activity and the expansion of tourism. A six-year Capital Improvement Program (CIP) has been a major tool in determining the priority, timing and funding of needed facilities. The CIP is an important tool in funding projects that implement the recommendations in the Comprehensive Plan.

Provision of Public Utilities and Facilities

The CBJ generally funds improvements to the infrastructure through user fees, special assessment districts such as the Local Improvement Districts (LIDS) created to fund sewer service extensions, and sales tax initiatives passed by the voters. The community also receives grants from the State of Alaska and the Federal government, but these latter sources continue to diminish and cannot be relied upon to fund major infrastructure projects. This reinforces the need for careful planning and creative "layering" of financial resources to support the construction, operation and maintenance of public facilities and infrastructure. Public/private partnerships, such as the LIDs, development impact fees, "turnkey" developments (private sector builds a facility and CBJ enters into a long-term lease-to-own agreement) and joint ventures can provide needed and desired public improvements and facilities.

Together with the transportation network and private utility and communications systems, public services and facilities provide the community's "urban glue" and require efficient and timely provision. A full complement of services and facilities to promote the public's health, safety and quality of life is needed to provide adequately for the density and intensity of land uses envisioned in the Urban Service Area and proposed New Growth Areas; this is deemed an adequate "carrying capacity" for these services, and neighborhoods should not be developed beyond the carrying capacity of public infrastructure, utilities and services. This level of service is not necessary in rural areas nor can it be provided there in an economically efficient manner.

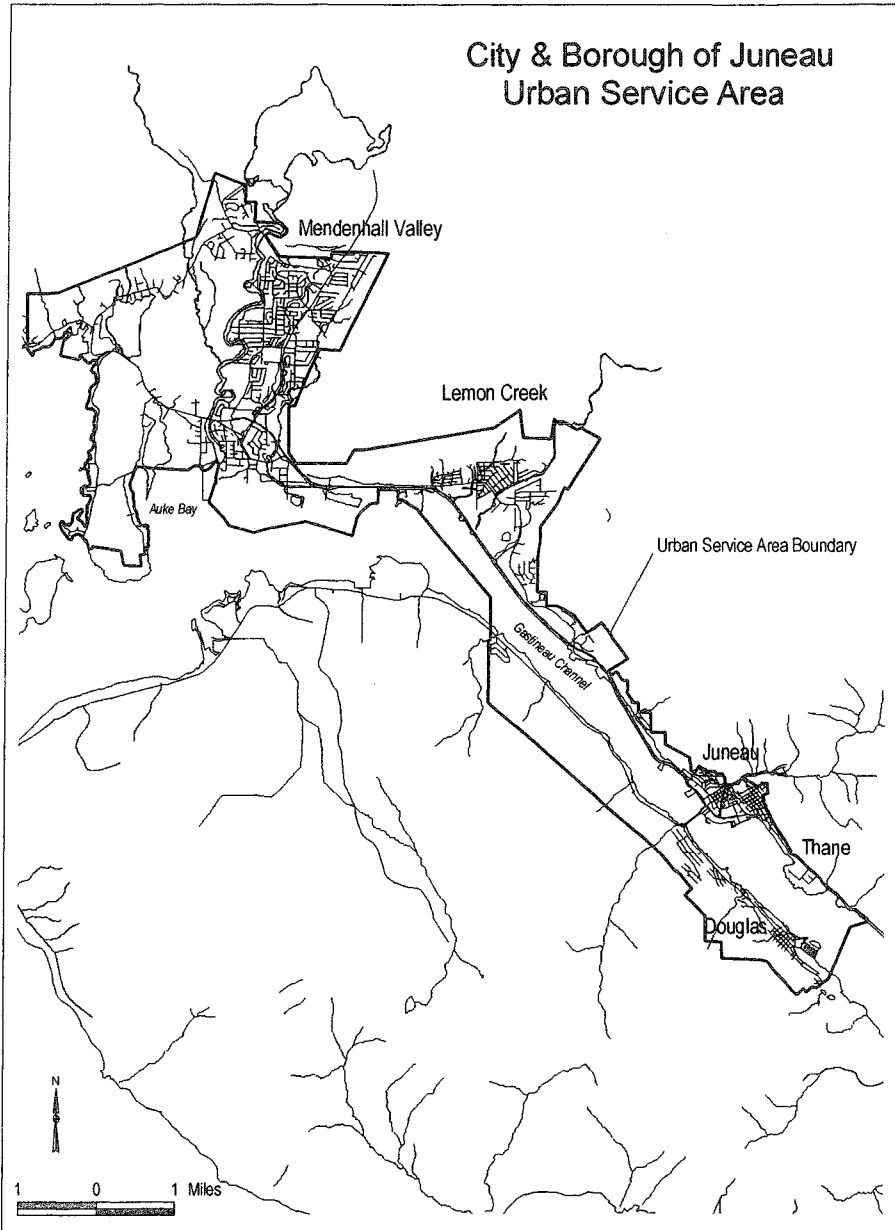
To allocate its scarce resources efficiently, the CBJ must make public investments that meet the greatest need and serve the greatest number of residents; this requires compact development.

POLICY 12.1 IT IS THE POLICY OF THE CBJ TO PLAN FOR THE TIMELY AND EFFICIENT PROVISION OF AN APPROPRIATE LEVEL OF PUBLIC FACILITIES AND SERVICES IN ALL DEVELOPED AND DEVELOPING AREAS WITHIN THE URBAN SERVICE AREA.

Standard Operating Procedures

12.1.SOP1 Maintain an Urban Service Area boundary that defines the limits within which the full range of urban services, such as municipal water and sewer, will be provided. Such municipal services are not to be provided elsewhere. The Urban Service Area boundary is delineated in the Land Use Maps of the Comprehensive Plan.

12.1.SOP2 Utilize the six-year Capital Improvement Program (CIP) that includes a list of projects to be funded during the coming fiscal year as well as those recommended for consideration during the subsequent five years. Annually review all previously unfunded projects and new projects for relevance and consistency with this Plan and extend the CIP an additional year.



Prepared by the City and Borough of Juneau Community Development Department
 July 11th, 2008

CBJ Urban Service Area Boundary Map

PUBLIC WATER, SEWER, STORM DRAINAGE, AND RETAINING WALLS

To support the nature and density of development envisioned in the Urban Service Area, enhance the quality of life, promote public health, and protect the environment, the CBJ should provide adequate water, sewer, storm drainage, roads and earth retention facilities therein.

Water

Fresh, potable water is in short supply elsewhere in the world. On our planet, 97% of all water is salt water. Drinking water supply is shrinking worldwide, distribution facilities are aging and, in many places, are failing, and the price of potable water will increase over time in the global market. In some communities, potable water is more valuable than gold or oil. Juneau's position at the foot of an immense icefield and in the middle of a rain forest is fortunate, a blessing. Our neighbor city, Sitka, has found a way to market its high quality fresh water and share it with the world. We, as a community, should take great care of our resource, should capture and store it before it flows into the sea without harming riparian or marine habitat, should preserve it for future generations, and, perhaps, can even share it with other communities who are not located so fortuitously near fresh, clean water.

Our CBJ water capture, storage and distribution system is a valued utility and we should take great care in managing our clean, high quality water resource and conserve this resource whenever possible.

In addition to long established municipal water systems in Downtown Juneau and Douglas, the area-wide water system serves the Mendenhall Valley, Lemon Creek, Auke Bay to Indian Point, and Douglas Island from the community of Douglas to the Forest Service Boundary near Fish Creek. The system also serves the entire east Mendenhall Valley, Auke Bay, and extends out Glacier Highway to serve the Lena Loop residential area. The water system as designed and installed is not intended to support large demand industrial users. The water supply is not adequate and the distribution system is not adequate for these types of users without substantial additional investment. Those types of industrial uses, such as fish and food processing, are encouraged and should be urged to maximize water conservation and reuse in their operations.

The water system as installed provides sufficient water flows and reservoir capacities in the majority of the community to qualify the community for an ISO rating of five; the best possible rating is a Class 1, the worst is a Class 10 (unprotected). Prior to these improvements in the system, only Juneau and West Juneau could qualify for this rating. The CBJ area-wide water system receives its water from two sources, the Gold Creek Basin/Last Chance Basin and Salmon Creek Reservoir. This Plan places land use protections on watersheds that could serve the Echo Cove and North Douglas New Growth Areas as well as future potable water supplies for the Mendenhall Valley.

Extension of public water to remote locations with correspondingly lower residential density becomes extremely expensive on a per-service basis and should not be pursued.

Sewer

Due to slope and soil conditions, many areas not served by sewer are marginally suitable for on-site septic systems. Due to a lack of resources, the Alaska Department of Environmental Conservation (DEC), which is responsible for local enforcement, does not adequately monitor the installation and maintenance of septic systems.

To prevent potentially serious health problems, sewer service should be available in all new urban development areas. In areas within the Urban Service Area, extension of the existing municipal system is the most economically and technically feasible alternative. In New Growth Areas, located some distance from municipal systems, a packaged or community-wide sewage treatment system would be appropriate. In the early 90's, and at great expense to the CBJ, sewer was extended to the upper west Mendenhall Valley to serve several hundred residences that had been using on-lot disposal with high rates of failure; this was repeated in North Douglas when septic systems failed and soiled the shoreline. Even with homeowners paying into a Local Improvement District, taxpayer subsidies to extend sewer service to outlying areas can represent 80 percent of the costs of sewer line extensions and connections; this should not be repeated.

The Mendenhall Valley Wastewater Treatment Plant was substantially expanded in the 1980's and now has the capacity to treat wastewater from the entire valley area, east and west, as well as the area between the valley and the service area of the Juneau-Douglas Wastewater Treatment Plant located on the Rock Dump. In the early 1990's, a sewage sludge incinerator was completed. This facility reduces sludge from both of the main treatment plants to inert ash that is easily disposed of and eliminates the need to place the much higher volume of unburned hazardous sludge in landfills.

All potential New Growth Areas, as identified in this Plan, may be most feasibly served through the use of self-contained water, sewer and storm drainage facilities. To help decide whether these should be publicly or privately owned and maintained, the CBJ should first determine its future obligation with regard to the development of these areas through the specific New Growth Area Master Planning process and adoption of a specific development plan and timeline.

The Urban Service Area boundary (USAB) indicates the extent to which urban services are to be extended and is shown on the Comprehensive Plan Land Use Maps. The CBJ water system actually extends far beyond the boundary in North Douglas and out Glacier Highway at Auke Nu Cove. As noted above, this was the result of an electoral commitment and represents a deviation from the USAB concept. As the cost of providing these services continues to increase with both inflation and lower service density, it is more important than ever to commit firmly to the USAB concept and resist extension of urban services beyond the boundary.

POLICY 12.2 IT IS THE POLICY OF THE CBJ TO EXTEND PUBLIC WATER, SEWER, STORM DRAINAGE, AND EARTH RETENTION FACILITIES TO ALL AREAS WITHIN THE URBAN SERVICE AREA.

Standard Operating Procedure

12.2.SOP1 Coordinate the provision of public services and facilities to all developed lands within the USAB. Assist private developers outside the USAB to identify State and private sources of sanitary sewer technical information and funding, particularly for New Growth Areas.

Implementing Actions

12.2.IA1 Amend the Land Use Code to specify that no permanent urban service infrastructure, specifically sewer and storm drainage, shall be provided by the CBJ in any location beyond the USAB, and that the CBJ water system will not be extended beyond its 2008 configuration except to serve lands within the USAB. Extensions should only be considered after a decision has been made to expand the Urban Service Area boundary as a Comprehensive Plan Land Use Map amendment.

12.2.IA2 Consider the connection of the Mendenhall and Auke Bay wastewater treatment plants as a top priority, together with extending sewer service to developed lands within the USAB not presently serviced by CBJ sewer.

12.2.IA3 Urge the Alaska Department of Environmental Conservation (DEC) to adequately monitor on-site sewage disposal systems in the CBJ. Provide assistance to the DEC program to identify and monitor existing septic systems or to transfer this function to the CBJ with sufficient resources to enable an adequate transition.

12.2.IA4 Develop plans for overall storm drainage systems, including public provision of a central drainage system within the USAB, and storm/sanitary sewer separation.

12.2.IA5 Develop a water conservation plan for CBJ utility customers.

Electrical Generation and Distribution

With the scarcity of non-renewable fossil fuel, particularly “cheap oil,” the CBJ must plan for the production of energy locally. The community is well-situated to expand its hydroelectric generating system, as well as investigating potential other renewable energy sources such as wind, tidal and biomass. A detailed discussion of energy use, conservation and management can be found in Chapter 6 of this Plan. This section is specifically aimed at the electrical system for the CBJ and is included in this subject section because the system is essential for modern life. Nearly all of the CBJ’s electricity is generated at hydro-electric plants by the private-investor-owned Alaska Electric Light and Power Company (AEL&P). Eighty percent of the electricity is provided from the federally-constructed Snettisham Hydroelectric Facility located 28 air miles southeast of Juneau at the Speel Arm fjord and Crater and Long alpine lakes. AEL&P also generates electricity from hydro-facilities on Salmon Creek, Annex Creek, Gold Creek, and at Lake Dorothy. AEL&P also maintains diesel generators and jet turbine generators as back-up facilities.

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POLICY 12.3 IT IS THE POLICY OF THE CBJ TO ENCOURAGE THE PROVISION OF AN ADEQUATE SUPPLY OF HYDROELECTRIC ENERGY AND OTHER RENEWABLE ENERGY SOURCES TO PROVIDE FOR THE CONTINUED GROWTH AND DEVELOPMENT OF THE COMMUNITY.

Standard Operating Procedure

12.3.SOP1 Encourage the continued development of clean, efficient hydro- and other renewable-source electrical generating facilities to provide for future community needs and to reduce dependence upon the use of fossil fuels for energy.

Development Guideline

12.3.DG1 In reviewing permits for businesses that use heavy energy loads, seek implementation of Best Management Practices that conserve and/or re-use energy loads, minimize the use of fossil fuels, and maximize renewable energy sources in its operations.

Implementing Action

12.3.IA1 Seek to convert CBJ transport vehicles and stationary motors from fossil fuel systems to renewable energy systems.

12.3.IA2 Amend the Title 49 Land Use Code to allow as-of-right the installation of renewable-source electrical generating facilities to residential and commercial structures, provided that they do not obstruct sunlight to adjacent properties or generate unacceptable noise.

12.3.IA3 Consider creation of an ordinance prohibiting covenants and restrictions on private developments that infringe on the ability of property owners to install renewable energy source infrastructure that is appropriately scaled for the development.

Waste

Management of solid and hazardous liquid waste is an essential community service. Assurance that waste management, including disposal, occurs in an aesthetic, safe, convenient, cost-effective, and environmentally sound manner is critical. Local government typically provides solid waste management services, directly with its own personnel, indirectly with one or more contractors, or through a combination of both public and private service provision. In the CBJ, curbside pickup of solid waste as well as landfill operations are conducted entirely by the private sector, while recycling, household hazardous waste disposal, and junked vehicle disposal are conducted by private firms under contract to the CBJ.

Heightened concern about the negative environmental impacts of solid waste landfills have resulted in more stringent federal standards for siting, operating, closing, remediating, and monitoring of landfills. This has resulted in greater care and costs in managing existing landfills and constructing new ones. Nationwide, there is an emphasis on developing integrated waste management systems in which waste reduction, reuse and recycling are preferred over traditional waste disposal options of incineration and landfilling. This is the approach pursued by the CBJ in

the preparation of the *Final Solid Waste Management Strategy for the City and Borough of Juneau* in 2007. Of particular concern by the public are programs that address waste stream reduction and curbside pick-up of recyclable material.

POLICY 12.4 IT IS THE POLICY OF THE CBJ TO FACILITATE THE REDUCTION OF WASTE MATERIALS GENERATED AND DISPOSED BY HOUSEHOLDS AND BUSINESSES THROUGH PROMOTION OF AN AGGRESSIVE SOLID WASTE DIVERSION PROGRAM INCLUDING ACTIVITIES FACILITATING WASTE PREVENTION, REUSE AND RECYCLING.

Development Guideline

12.4.DG1 When reviewing building or use permits for major residential and non-residential developments, ensure that the design of the project incorporates adequate space and facilities in appropriate locations to facilitate separation of recyclable waste materials and access for the pick-up and transfer of those materials to appropriate recycling centers.

Implementing Actions

12.4.IA1 Implement the *Final Solid Waste Management Strategy for the City and Borough of Juneau*, as adopted on November 29, 2007 and amended January 7, 2008.

12.4.IA2 Require companies that do business with the CBJ to implement waste reduction and recycling Best Management Practices (BMPs); these BMPs should be required as qualifications for CBJ purchasing procedures.

12.4.IA3 Create incentives for businesses that implement a waste reduction plan.

12.4.IA4 Consider community service programs, including halfway house correctional programs, as potential human resources for recycling and waste reduction efforts, such as for the sorting of recyclables at a recycling center.

12.4.IA5 Facilitate identification and permitting of a “stump dump” landfill site for near-term use by residential and non-residential builders.

POLICY 12.5 IT IS THE POLICY OF THE CBJ TO PROMOTE EFFICIENT, SAFE, CONVENIENT, COST-EFFECTIVE AND ENVIRONMENTALLY-SOUND METHODS FOR THE DISPOSAL OF SOLID AND HAZARDOUS WASTE.

Development Guideline

12.5.DG1 When reviewing building or use permits for the areas around the candidate landfill sites identified in the October 1993 *Technical Reconnaissance Study for New Landfill Site Selection*, be cognizant of the on- and off-site impacts that could be generated by landfill operations at those sites.

Implementation Actions

12.5.IA1 Implement the *Final Solid Waste Management Strategy for the City and Borough of Juneau*, as adopted on November 29, 2007 and amended January 7, 2008.

12.5.IA2 Identify on the Comprehensive Plan Land Use Maps new locations suitable for burial of human and animal remains in a way that does not consume large land areas. Such new sites may include crematoria and publicly-accessible places to honor loved ones with plaques and similar features, rather than the location of buried remains or stored ashes.

12.5.IA3 Work with regional organizations to develop a regional solid waste authority to deal with solid waste issues region-wide.

CHAPTER 13. COMMUNITY SERVICES

Police Protection

The CBJ Police Department provides full police protection for the CBJ. State Troopers are responsible for search and rescue operations and for response to complaints or offenses that occur at the Lemon Creek Correctional Institute. Violations and complaints related to State of Alaska or Federal fish and game statutes are the responsibility of the Alaska Department of Public Safety.

POLICY 13.1 IT IS THE POLICY OF THE CBJ TO PROVIDE ADEQUATE AND EFFICIENT POLICE PROTECTION FOR THE COMMUNITY.

Standard Operating Procedures

13.1.SOP1 Encourage and support coordination of services between State, Federal, and Local police.

13.1.SOP2 Maintain strategic locations of police and fire facilities to reduce emergency response times to incident locations.

13.1.SOP3 Maintain centralized dispatch of all emergency and essential services.

13.1.SOP4 Improve computerized integration of JPD and CDD and other CBJ departments.

Fire Protection and Emergency Services

Fire protection is a fundamental and basic community service that is one of the first services usually provided in a community and has often been the seed from which other community services have grown. The communities that form the CBJ have a long history of volunteerism in providing fire suppression, rescue services and emergency medical care for its residents; this tradition continues to modern times.

The CBJ Capital City Fire/Rescue (CCFR) department is responsible for the prevention and extinguishment of fire, the protection of life and property against fire, the removal of fire hazards, and the provision of field emergency medical services.

CCFR has five fire stations that have all been constructed since 1979. Each station has different amounts and types of fire apparatus based upon its responsibilities. The Glacier District has the additional responsibility of airport rescue and fire fighting. CCFR is also charged with enforcement of the Fire Code and does so in a review of building permit applications and inspection of construction coordinated with the Community Development Department. The CBJ contracts with the U.S. Forest Service to suppress grass fires. The Insurance Services Office

granted the CBJ Fire Department a protection rating of 5 with an overall Fire Department and combined dispatch capabilities rating of Class 4 for the CBJ.

CCFR provides emergency medical services at the advance life support level. Medical units are stationed at the Juneau and Glacier stations. Paid staff are trained at the paramedic advanced cardiac life support level; volunteer Emergency Medical Technicians (EMTs) are also utilized as an important part of the emergency medical system. Rescue squads are staffed by career and volunteer members. CBJ staff from various departments are trained to form a CBJ Crisis Management Team (CMT). The role of the CMT is to manage a major incident that exceeds the capabilities of the Fire Department and coordinate command and control. The team functions within the scope of the Incident Command System.

POLICY 13.2 IT IS THE POLICY OF THE CBJ TO PROVIDE ADEQUATE AND EFFICIENT FIRE PROTECTION AND FIELD EMERGENCY MEDICAL CARE FOR ALL. IT IS FURTHER THE POLICY OF THE CBJ TO MAINTAIN AN INCIDENT RESPONSE ORGANIZATION TO EFFECTIVELY RESPOND TO LARGE-SCALE EVENTS AND DISASTERS.

Standard Operating Procedures

13.2.SOP1 Provide standardized training, procedures, equipment and response to all fire stations. Enhance training and provide equipment for volunteer teams.

13.2.SOP2 Determine adequate and efficient fire protection by conducting fire hazard analyses, fire flow requirement analyses, and resource requirements.

13.2.SOP3 Review and, when appropriate, recommend changes in the Fire Code to reduce fire hazards and to properly store and dispose of hazardous materials to reduce life and property loss.

13.2.SOP4 Improve and implement a hazardous materials safe storage and disposal, mitigation and response plan.

13.2.SOP5 Coordinate with the CBJ Emergency Services Manager to plan for prevention of and, when necessary, adequate response to disasters and major incidents.

Implementing Actions

13.2.IA1 Develop a plan ~~through the appointed steering committee~~ for the Southeast Regional Fire Training Center to provide extended training programs to the CBJ and the southeast region.

Deleted: 13.2.SOP6. Implement a public fire education program to reduce life and property loss, including a "Firewise" educational outreach effort.¶

13.2.IA2 Complete preparation of a plan, ~~staff a Level A response team and equipment acquisition for emergency response to a hazardous materials incident, per the federal Community Right to Know Act.~~

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13.2.IA3 Develop a plan to sprinkle critical government or public buildings.

Medical and Social Services

The CBJ is a caring community and through skilled professionals and volunteers provides high-quality medical and social services to local and regional residents and visitors. As part of the municipally-owned Bartlett Regional Hospital, the CBJ provides critical care, specialty-medical care, and mental health and chemical dependency treatment centers. Bartlett Regional Hospital, although municipally-owned, is operated by an independent management firm. The Hospital's "Project 2005" capital improvement program will enhance its capabilities in serving the medical needs of northern Southeast Alaska.

The CBJ also provides funding for an array of non-profit social service agencies. These programs target youth in crisis, adults in crisis, the elderly, and other persons needing special care. The CBJ has appointed a Social Services Advisory Board (SSAB) as a way to maintain existing social services through the expertise of a network of non-profit agencies and programs. The SSAB provides funding to agency providers for various priority care activities. The 2007 SSAB priority care activities include programs for (a) children and youth; (b) employment and training; (c) elderly and/or physically or mentally disabled persons; (d) prevention and treatment of the abuse of alcohol or drugs; (e) affordable housing and homelessness; and (f) poverty and the working poor. Continued provision of quality services is an important goal of the CBJ.

Twenty agencies have entered into a Memorandum of Agreement in 2008 to work towards ending homelessness. Additionally, the CBJ and the Alaska Housing Finance Committee are working on a 10-year plan to end homelessness. "Project Homeless Connect" has had two successful years of providing needed items to the homeless including: clothing and personal items while gathering data.

POLICY 13.3 IT IS THE POLICY OF THE CBJ TO PROMOTE QUALITY MEDICAL AND SOCIAL SERVICES IN THE CBJ TO ENSURE THE SAFETY, HEALTH, WELL-BEING AND SELF-SUFFICIENCY OF ITS RESIDENTS.

Standard Operating Procedures

13.3.SOP1 Provide public funds for programs for the indigent and for high risk groups such as youth, the elderly, disabled persons, and homeless persons and families.

13.3.SOP2 Support voluntary Commissions such as the Americans with Disabilities Act (ADA) Committee, the Juneau Commission on Aging, the Juneau Human Rights Commission, the Social Services Advisory Board, the Youth Activities Board and the Juneau Coalition for Youth. Encourage these groups to communicate, coordinate and cooperate among themselves and to provide a common and united voice in administrative, legislative, judicial, and general matters that may affect the professional practices of health care and social service providers and the services received by their constituents.

Implementing Actions

13.3.IA1 Designate adequate CBJ-owned land adjacent to Bartlett Regional Hospital and outside the Salmon Creek Dam hazardous inundation area to accommodate expansion of hospital/support medical facilities.

13.3.IA2 Establish and maintain an integrated near-homeless and homeless client assessment and referral system linking all housing, medical and social service providers, to develop greater efficiencies, client tracking and program funding and evaluation tools.

13.3.IA3 Provide transportation assistance to homeless clients, including high school students, to support transport for job search efforts, to shelter, and for medical and social service care.

13.3.IA4 Establish and maintain a coordinated substance abuse prevention program, and comprehensive treatment, rehabilitation, and recovery programs for Juneau residents.

CHAPTER 14. COMMUNITY EDUCATION AND SERVICES

Schools

Schools are among the most important public services society provides for its residents. Not only are they the centers of learning for our children, they are also important focal points for neighborhood activities. The health and vitality of the community's schools is invariably a clear indicator of the health and vitality of the community itself. In a community values survey conducted for this Plan Update, providing a "quality education from pre-school to University" was ranked second in value, behind "keeping Juneau a safe place to raise a family" and above "maintaining a strong economy with good paying jobs."

~~For the 2011-12 school year, the Juneau School District (JSD) is serving approximately 5,000 students in two high schools, one alternative high school, two middle schools, six elementary schools, a K-6 Charter School, and a district-wide K-12 correspondence program. school. Thunder Mountain High School, opened in fall the of 2008 and serves the Mendenhall Valley area.~~

At its Auke Bay campus, the University of Alaska Southeast (UAS) grants undergraduate and graduate degrees in a variety of fields. Proposed expansion to accommodate a projected 30 percent increase in full-time students will create pressure in the area for additional support services such as affordable housing, restaurants, stores and public transportation.

One of the most important factors influencing the quality of life in a community is a good elementary, secondary, and university educational system. In addition to its role as an important source of jobs and revenue, the University of Alaska Southeast (UAS) offers educational and technical training to the CBJ's population. The University of Alaska Fairbanks (UAF) also offers programs and classes in Juneau. Collectively, UAS and UAF are referred to in this Plan as the University of Alaska (UA), although the University of Alaska Anchorage is part of the UA system and does not offer courses in Juneau.

POLICY 14.1 IT IS THE POLICY OF THE CBJ TO PROVIDE A STRONG SYSTEM OF HIGH QUALITY PUBLIC EDUCATION TO ENABLE ALL STUDENTS TO BECOME WELL EDUCATED, INFORMED RESIDENTS WHO UNDERSTAND AND APPRECIATE DIVERSE CULTURES AND WHO ARE EQUIPPED TO PURSUE FURTHER EDUCATION AND COMPETE SUCCESSFULLY IN THE WORK FORCE.

Standard Operating Procedures

14.1.SOP1 Encourage the Juneau School District to establish high standards for curriculum content and other factors and facilities contributing to a high quality of education for all of the CBJ's students.

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Deleted: is scheduled to open in the fall of 2008 and will serve 800 plus students in the Mendenhall Valley area.

14.1.SOP2 Work closely with the staff of UAS in neighborhood planning efforts for the Auke Bay area that considers the on- and off-site impacts and requirements associated with UAS expansion. This should include impacts on housing and on transit, vehicle, pedestrian and bicycle transportation systems.

14.1.SOP3 Coordinate and cooperate with UAS and UAF (UA) in the development of UA infrastructure, housing, vehicular and pedestrian access, trails, educational and recreational facilities and to the protection and conservation of natural habitat in and around UA facilities that contributes to a successful learning environment.

14.1.SOP4 Incorporate Planning Commission review in the siting of public, parochial and private schools to assure land use compatibility and to encourage the shared use of outdoor play areas and parking resources with nearby residential, cultural or institutional uses.

Development Guidelines

14.1.DG1 Recognize student needs for pedestrian safety and a quiet environment conducive to learning when making land use and transportation decisions. Proposed developments should be reviewed for potential impacts on school capacities and the extent to which the development will create a need for additional school facilities.

14.1.DG2 Ensure that new UAS facilities and educational programs are planned, sited and designed to enhance their availability to the residents of the CBJ. Of particular concern are facilities and educational programs that facilitate CBJ sustainability objectives and long-term economic development goals.

Implementing Actions

14.1.IA1 Continue and strengthen efforts to reduce the drop-out rate of high school students.

14.1.IA2 Work with the Juneau School District and University to ensure that the schools provide basic safety and knowledge education in subject matters that sustain local culture and recreational values such as marine ecology, boat safety, fishing, hunting education and safety, subsistence agriculture and harvesting and similar subjects that facilitate local production or harvesting and consumption of food and fiber.

IA 14.1.IA3 Work with the Alaska Department of Fish and Game, University Extension, United States Soils Conservation Agencies, and local organizations such as Trout Unlimited, 4H, Community Gardens and other relevant groups and agencies to promote community education regarding hunting and fishing skills and ethics, animal husbandry, crop-raising, marketing and bartering systems, home recycling, composting, non-fossil fuel energy systems, water conservation and other energy- and food-independence skills and knowledge.

14.1.IA4 Evaluate existing school facilities for possible expansion if they are determined to need additional outdoor space for physical education. Of particular concern are expansion of

covered playgrounds and other recreation facilities to ensure all-weather outdoor physical exercise and play.

Libraries

The CBJ Public Libraries provide materials and services to help community residents of all ages obtain information to meet their personal, educational, and professional needs. Libraries are a vital component of the community, providing information to businesses, agencies, visitors, and individuals seeking personal and professional growth. The CBJ operates a main library in Downtown Juneau and branches in Downtown Douglas and the Mendenhall Valley.

A 17,000-square-foot main library was opened in December 1988, on the newly-constructed fifth floor of the Marine Park Garage on the Downtown Juneau waterfront. Six thousand additional square feet is available for expansion on that site. This central location is convenient for use of library materials, internet facilities and meeting rooms for Downtown residents, workers and over a million cruise ship guests and crew members.

The Douglas Public Library is located in a combined library/fire station that opened in 1987. Approximately 6,000 square feet is dedicated to the Library and a public meeting room. The Mendenhall Valley Public Library is located in a 7,250 square-foot leased storefront in the Mendenhall Mall. Space and electronic needs in the next ten years will require construction of a new building in the Mendenhall Valley to serve these needs.

The three public libraries are part of the Capital City Libraries cooperative, which includes the Alaska State Library, the University of Alaska Southeast (the Egan Library), and the Juneau-Douglas High School Library. These libraries share an automated circulation and on-line public catalog system. The public is free to use any of the Capital City Libraries with one library card. The Capital City Libraries cooperate in the provision of print and electronic resources to avoid unnecessary duplication and broaden the scope of information available within the community.

Optimum use of on-line networks and cooperative systems is essential in this new electronic age of international connectivity through the Internet. The Juneau Public Libraries provide public access to the Internet, guide users in finding its unique resources, and maintain the on-line information presence that makes the CBJ, as Alaska's Capital City, a destination for Internet users worldwide.

POLICY 14.2 IT IS THE POLICY OF THE CBJ TO FOSTER LITERACY AND TO PROVIDE FREE ACCESS TO LIBRARY FACILITIES AND SERVICES.

Standard Operating Procedures

14.2.SOP1 Identify and pursue local, State and Federal funding sources for library services.

14.2.SOP2 Provide support to the Library such that each library facility provides consistent and reasonable public service hours.

14.2.SOP3 Continue resource-sharing and electronic networking efforts to provide for the most efficient, far-reaching and cost effective library services for the CBJ.

Implementing Action

14.2.IA1 Provide a joint library and community center at a convenient location in the Mendenhall Valley.

CHAPTER 15. CULTURAL ARTS AND HUMANITIES

Residents of the CBJ have shown longstanding support and appreciation of the arts and humanities and the cultural opportunities they provide. As residents of a small city separated from other urban centers, Juneauites have relied upon local resources to promote the arts. The municipality has achieved state and national recognition for the important role played by the arts in community life.

Recognizing that the arts, history and cultural diversity are central to the well-being of its residents, The CBJ has done much to encourage the development of these activities in and around the community. As a State Capital, however, more needs to be done to provide venues that are readily accessible to all, whether local, regional, state, national or international in scope, and in a setting that is befitting a Capital City.

Anchored by the Alaska State Museum, Andrew Hope Hall, the Alaska State Library in the State Office Building, and Capital Community Broadcasting, Inc, the area bordered by Gold Creek, Willoughby Avenue, Main Street, and Egan Drive is developing as a center for cultural activities. With Centennial Hall serving as the visitor and convention center and two hotels located within these boundaries, the area is readily accessible both to locals and visitors. The Downtown Transit Center that opened in December 2010, provides a hub to conveniently access the many activities that are available downtown. Adding a performing arts center to this “cultural campus” would solidify its position, drawing more people to the area and reinforcing the year-round health of the adjacent business district as befits a State Capital.

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The current level of cultural activity exceeds the capacity of existing facilities to provide appropriate places for expression. As the community grows, and as the desire and need for a diversity of cultural and artistic activities and events increases, the need for adequate facilities will become more pressing. Adequate facilities would encourage growth in the arts and humanities as a potentially significant economic as well as cultural element in the Capital City.

The arts industry plays a significant role in the CBJ economy, and with adequate facilities, can play an even greater role. Aside from the potential for direct economic benefits, improvements in the cultural environment would support and enhance the general quality of life for residents and provide additional opportunities for visitors as well.

Another important aspect of the quality of life in the community is the design and aesthetics of the community’s built environment. New construction is an inherent component of a vital and growing community. New structures, both public and private, are almost always significant additions to the visual landscape, and architecture is a significant part of a community’s culture and public identity. Particularly as the Capital City, the CBJ’s built environment should be a positive part of this culture, contributing in its own way, as does the natural environment, to the positive image of our city. To this end, the architectural character of the built environment should be strengthened and enhanced. In the Downtown Historic District, emphasis is well

placed on respecting the historic character of the area. In other visible areas, architecture, urban design, terrain and vegetation should enhance the visual character of the site and environs [related policies are found in the Policy 10.6 section of this Plan pertaining to design review].

POLICY 15.1 IT IS THE POLICY OF THE CBJ TO SUPPORT THE ARTS AS A VITAL ELEMENT OF COMMUNITY LIFE AND TO RECOGNIZE THE IMPORTANT ROLE THAT THE ARTS PLAY IN THE CULTURAL, SOCIAL, AND ECONOMIC WELL-BEING OF THE COMMUNITY. IT IS FURTHER THE POLICY OF THE CBJ TO STRENGTHEN ITS ROLE AS A REGIONAL CULTURAL RESOURCE TO THE COMMUNITIES OF SOUTHEAST ALASKA.

Standard Operating Procedures

15.1.SOP1 Require that at least one percent of the construction, remodeling or renovation costs of a public facility be reserved for public art. Promote the purchase of durable art for the CBJ.

15.1.SOP2 Maintain and further develop the municipal art bank as a collection of art and artifacts that depict the history of the CBJ, its people, fish and wildlife and natural setting. The CBJ should secure a stable source of funding for maintenance and repair of the public art collection in the art bank.

15.1.SOP3 Through the CBJ's designated arts agency, the Juneau Arts and Humanities Council: make funds available to individual artists and arts organizations; sponsor summer weekly concerts in Marine Park; and provide the community with technical assistance, reference and resource material, and rental equipment.

15.1.SOP4 Officially welcome participants, and otherwise encourage large regional artistic, social, and other cultural events such as the biennial Tlingit, Haida and Tsimshian Celebration and the folk, classical, and jazz music festivals.

Implementing Actions

15.1.IA1 Through the Capital Improvement Program, promote the expansion of facilities for a wide variety of cultural activities, including performing and visual arts and neighborhood cultural centers.

15.1.IA2 Promote the development of a Juneau Performing Arts Center in Downtown Juneau to provide venues for live performances, visual arts, receptions, public meetings, and convention-related presentations.

15.1.IA3 Support the concentration of arts, entertainment, dining, museum and cultural activities and venues as a cultural campus that integrates such things as artists workshops, housing, and joint-use parking in the area of Downtown Juneau near the Capitol Complex.

15.1.IA4 Strengthen the CBJ's urban design policies, guidelines, standards and procedures to protect and enhance the CBJ's visual environment, particularly as it relates to and complements the beauty, scale and terrain of the natural environment. Increased public review and scrutiny should be provided for projects having or likely to have a significant visual impact. View corridors should be identified and standards adopted to protect them.

15.1.IA5 Support facilities, institutions, organizations and individual artists that enable the CBJ to maintain its role and stature as the Capital City.

CHAPTER 16. HISTORIC AND CULTURAL RESOURCES

The CBJ has a rich and unique history, dating back thousands of years to the ancestors of the Tlingit Indians who fished, hunted, trapped, and traded throughout the area. Long before the city was founded by Richard Harris and Joe Juneau, the Tlingit Aak'w Kwáan (Small Lake Tribe) arrived near Auke Bay from the Stikine River area, trading with early Russian, American, and English ships. With the discovery of gold and the city's founding in 1880, hundreds of miners, merchants, and laborers flocked to Juneau from all over the world, contributing to both the culture and architecture of the CBJ, much of which still exists today.

The CBJ possesses a wealth of historic resources, and it is in the best interest of the community to identify and preserve these artifacts, structures, and sites that contribute to the historic and cultural diversity of the CBJ. Current (2006) documentation lists 479 buildings that were built before or during the first quarter of the last century. Countless numbers of additional sites and structures await documentation. These resources are part of the community's heritage, and their identification and preservation are paramount in maintaining the CBJ's sense of place in the new millennium.

Over the past twenty five years, the CBJ has been one of the most active communities in Alaska in its historic preservation efforts. As the State Capital, it is appropriate for the CBJ to set an example to the rest of the state in responsible planning, urban design, and the preservation of its heritage and historic and cultural resources.

The existing policy regarding historic preservation, although a basic good start toward recognizing and protecting valuable historic resources, no longer provides the complete protections necessary given the dramatic rise of cruise ship tourism and the resulting pressure on historic resources from the heritage tourism trade. Although heritage tourism has been shown to be an economic asset, and has been identified in a recent local tourism survey as an area of interest and expansion, the CBJ should update and adopt its draft version of the Historic and Cultural Preservation Plan, as well as continually evaluate its existing historic district design standards and update its design review process, in order to better integrate preservation activities into broader community and land use planning efforts. Both serve to foster heritage tourism in the CBJ while helping to protect the fragile resources from the dynamic seasonal tourism market.

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While the greatest density of historic resources is found in the Juneau Downtown Historic District, valuable historic artifacts, buildings, and sites are located throughout the CBJ. The general character of the CBJ as a whole is enhanced by the very existence of these historic neighborhoods, cultural sites, and other resources. Owners of historic buildings should be educated, encouraged, and assisted in the preservation of these important features of the community. In addition, the CBJ should be a role model to the local community by appropriately preserving and maintaining public historic buildings and facilities with care. Furthermore, the

Juneau-Douglas City Museum should be promoted as an important community resource in the preservation, education, and exhibition of community heritage.

POLICY 16.1 IT IS THE POLICY OF THE CBJ TO IDENTIFY, PRESERVE AND PROTECT JUNEAU'S DIVERSE HISTORIC AND CULTURAL RESOURCES, AND TO PROMOTE HISTORIC PRESERVATION AND ACCURATELY REPRESENT JUNEAU'S UNIQUE HERITAGE THROUGH PUBLICATIONS, OUTREACH, AND HERITAGE TOURISM.

POLICY 16.2 IT IS THE POLICY OF THE CBJ TO IDENTIFY HISTORIC RESOURCES WITHIN THE CBJ AND TO TAKE APPROPRIATE MEASURES TO DOCUMENT AND PRESERVE THESE RESOURCES.

Standard Operating Procedures

16.2.SOP1 Inventory historic resources within the identified historic neighborhoods, as well as other areas listed in the Historic and Cultural Preservation Plan.

16.2.SOP2 Encourage and provide incentives to owners of significant historic properties to maintain them in their original character.

16.2.SOP3 Create a local landmarks designation for identified historic resources with significance to local culture or heritage.

16.2.SOP4 Identify appropriate regulatory measures to protect identified historic resources, including but not limited to demolition protection and the issuance of Certificates of Appropriateness for exterior alterations to designated historic structures.

16.2.SOP5 Develop additional local incentives for historic preservation, including tax incentives, low interest loans, and technical assistance.

16.2.SOP6 Limit further degradation to existing historic districts by discouraging development that is inconsistent with historic district development standards.

Implementation Action

16.2.IA1 Publish strengthened design guidelines that will assist historic building owners in planning alterations or new construction within historic neighborhoods and districts while preventing degradation of historic resources.

POLICY 16.3 IT IS THE POLICY OF THE CBJ TO INCREASE PUBLIC AWARENESS OF THE VALUE AND IMPORTANCE OF JUNEAU'S ARCHAEOLOGICAL AND HISTORIC RESOURCES, AND TO EDUCATE, ENCOURAGE, AND ASSIST THE GENERAL PUBLIC IN PRESERVING HERITAGE AND RECOGNIZING THE VALUE OF HISTORIC PRESERVATION.

Standard Operating Procedure

16.3.SOP1 Support and enhance the Juneau-Douglas City Museum as a repository for heritage materials and information held in public trust.

Implementing Action

16.3.IA1 ~~Update and adopt the draft Historic Preservation Plan as an element of the CBJ Comprehensive Plan that sets forth goals and objectives for organizing preservation activities and integrating preservation into broader community and land use planning efforts.~~

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POLICY 16.4 IT IS THE POLICY OF THE CBJ TO PRESERVE AND PROTECT THE UNIQUE CULTURE OF JUNEAU'S NATIVE PEOPLES, INCLUDING BUILDINGS, SITES, ARTIFACTS, TRADITIONS, LIFESTYLES, LANGUAGES AND HISTORIES.

Standard Operating Procedures

16.4.SOP1 Implement programs to educate local residents and visitors to the community about the CBJ's indigenous peoples, through publications, museum outreach, interpretive exhibits, and other measures.

16.4.SOP2 Work with local native groups to build partnerships to identify and preserve significant cultural resources and sites.

POLICY 16.5 IT IS THE POLICY OF THE CBJ TO PROMOTE RESPONSIBLE HERITAGE TOURISM THAT ACCURATELY REPRESENTS JUNEAU'S UNIQUE HISTORY, WHILE PROTECTING THE RESOURCES FROM OVERUSE OR HARM.

Implementing Actions

16.5.IA1 Develop interpretive materials for placement throughout the community that inform locals and visitors about the CBJ's history.

16.5.IA2 Develop training workshops for seasonal tourism providers to encourage the accurate depiction of the CBJ's unique history and diverse ethnic cultural heritage.

CHAPTER 17. COMMUNITY DEVELOPMENT

In addition to providing basic water, sewer and road facilities, the CBJ provides a number of community facilities including schools, libraries, recreational facilities, low and moderate income housing, parking facilities, transit, fire stations, hospital facilities, docks, harbors, roads and seawalks. Current and planned future development projects include expansion of the seawalk, improved port and marina facilities, roads, trails and recreation facilities, further expansion of facilities at the Dimond Park Complex, and for affordable housing projects on selected lands, and joint planning and development of a Capitol Complex with the State. However, current and planned activities are considered complementary to private development. Joint public/private partnerships may facilitate new desired community facilities such as a Downtown Juneau performing arts center and an ATV/snowmobile course.

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Planning and Development Responsibilities

The development of CBJ lands and resources requires specialized knowledge and experience in real estate, management, financial analysis, and public administration; this function is coordinated and managed in the City Manager's Office pursuant to State Law and the CBJ Charter.

POLICY 17.1 IT IS THE POLICY OF THE CBJ TO COORDINATE DEVELOPMENT ACTIVITIES OF THE PRIVATE AND PUBLIC SECTORS FOR PROJECTS THAT ARE CONSISTENT WITH THE COMPREHENSIVE PLAN AND MEET IMPORTANT PUBLIC NEEDS.

CBJ and Selected Lands

In 1959, at the time of statehood, Alaska was granted over 100 million acres of land from the federal government. The state, in turn, transferred thousands of acres to municipalities to provide opportunities for community expansion. This was accomplished through the Municipal Entitlement Act of 1978. The CBJ owns and manages approximately 26,600 acres of land. Over 19,500 of those acres were part of the CBJ's municipal land entitlement from the State of Alaska. Most of this land is remote and contains high-value wetlands and very steep and rough terrain. About 6,150 acres lie within the USAB and, of this, about 3,560 acres are vacant due primarily to the presence of steep slopes, wetlands, the absence of access roads and utilities and, in some cases, the presence of avalanche and landslide hazards. Due to these constraints, only about 350 acres, on five sites of CBJ-owned land within the Urban Service Area boundary (USAB), can be considered "buildable" within the 12 year planning horizon of this Plan. That short- to medium-term time period is contingent upon receiving State and/or Federal funding to build roads to those sites as well as to improve existing congested intersections that would serve those sites' new residents. Notwithstanding those constraints and hurdles to development, the CBJ intends to make as much of its buildable land as is possible available to private for-profit and/or non-profit residential builders for construction of new low- to moderate-income affordable housing. The CBJ will also continue to seek lands for industry to facilitate the retention and expansion of full-

time, year-round employment opportunities that pay a living wage with benefits. Careful evaluation of development potential and market demand for CBJ lands is being undertaken in planning for their efficient and appropriate use.

Other sections of the Comprehensive Plan address community development issues more specifically; these are found in Chapters 4 (Housing Element), 10 (Land Use), 11 (Land Use Maps and Subarea Guidelines) and 18 (Plan Implementation).

POLICY 17.2 IT IS THE POLICY OF THE CBJ TO HOLD CERTAIN LANDS IN THE PUBLIC TRUST, AND TO DISPOSE OF CERTAIN LANDS FOR PRIVATE USE WHEN DISPOSAL SERVES THE PUBLIC INTEREST.

Standard Operating Procedures

17.2.SOP1 Evaluate the use and development potential of all CBJ lands and incorporate appropriate plans for those lands into the CBJ Land Management Plan and Land Disposal Program, which is to be consistent with the Comprehensive Plan. The Land Management Plan serves as the major means of implementing policies and guiding management, development and disposition of selected CBJ lands.

17.2.SOP2 Evaluate the opportunities for joint development of CBJ lands with state and private landholders.

17.2.SOP3 Classify CBJ lands for residential, commercial, industrial, recreation or resource uses, or natural areas, based on the policies, guidelines and land use designations of this Plan.

17.2.SOP4 Base decisions regarding disposal of CBJ lands on demonstrated market demand and evidence that disposal will be in the public interest and, particularly, for projects that would provide affordable housing or that would create jobs that pay a living wage. Coordinate activities with an orderly system for extending and constructing the public facilities and services called for in the transportation/public facilities and services element of the Plan.

17.2.SOP5 Evaluate land not scheduled for immediate disposal for possible interim uses prior to private development.

17.2.SOP6 Enact a general application ordinance that specifies that any use of CBJ lands for commercial gain, other than the passage of commercial vehicles over public streets, must occur under a permit from the CBJ and with payment of a fee.

Development Guideline

17.2.DG1 To the greatest extent practicable, retain shoreline and riparian lands in public ownership. However, where disposal of such lands is deemed by the Assembly to be appropriate, ensure the provision of public access to the shoreline and water including provision of adequate trail head or boat launch areas, and retention of a public access easement along beaches.

Implementing Action

17.2.IA1 Seek to acquire lands located in hazardous areas for open space/natural areas land use designations as well as lands located along riparian habitat for stream protection and greenbelt purposes.

CHAPTER 18. IMPLEMENTATION AND ADMINISTRATION

The policies in this Comprehensive Plan concern the natural and human factors that will influence the CBJ's future growth. They reflect the expressed desire of the residents to build upon the best characteristics of their community and mitigate problems that may arise from uncontrolled development. This Plan and its components are adopted by the Assembly as official and binding policy for actions taken by any CBJ Department, Commission or Board. The key to assuring successful use of the Plan in day-to-day civic affairs is making sure the Plan is available and accessible to those who need to be aware of the policies it contains. Administratively, this is one of the duties of the Community Development Department, which needs to consult the Plan on a regular basis when it carries out its other duties and in the course of working with other CBJ departments and deliberative bodies.

Proper implementation and administration of the Plan depends on a number of other activities as well, not the least of which is to be aware of where the Plan is inadequate to address an issue or where the Plan has unintended consequences. In these cases, the CBJ must consider amending the Plan in the face of new information or unexpected or changed circumstances. For both assuring that actions are consistent with the Plan, and for assuring the Plan is responsive to public needs and changing conditions, the CBJ must:

- Monitor changes in land use, social, economic and environmental conditions and periodically review and update the Plan to reflect these factors;
- Maintain and use procedures to amend the plan to address needs of individual property owners;
- Provide for ongoing resident involvement in the land use decision making process; and
- Coordinate municipal activities with State and Federal agencies with regard to decisions of mutual concern.

The Comprehensive Plan as a Guiding Planning Document

A comprehensive plan provides a rational and consistent policy basis for guiding all future CBJ growth and development decisions. This requires that each land use decision, from the most minor variance to the development of a New Growth Area, be evaluated for its compliance with the policies, guidelines, standards and criteria established in the plan. To ensure this, procedures must be followed to require that routine consultation of the Plan is an integral part of the land use decision making process.

The Plan contains over 100 Policies, each of which may have an associated "Standard Operating Procedure," "Development Guideline," and/or "Implementing Action," which are directives for

how to carry out the policy. As a preliminary matter, the reviewer must determine which Policies are relevant to the subject at hand. Of course, the writers of the Plan cannot envision every sort of proposal that might one day be conceived and analyzed against the Policies. In that vein, such analyses are not conducted on an absolute basis. That is, failure of a proposal to conform to one particular Policy in the Plan does not automatically mean that it is inappropriate if conformance is shown with other policies of the Plan. Thus, the analysis is one of balancing the many relevant policies and looking holistically at the particular situation, site and environs.

POLICY 18.1 IT IS THE POLICY OF THE CBJ TO ESTABLISH THIS COMPREHENSIVE PLAN AS THE PRIMARY POLICY DOCUMENT WITH WHICH TO GUIDE RESOURCE CONSERVATION AND FUTURE GROWTH AND DEVELOPMENT AND TO MANAGE THE PHYSICAL ENVIRONMENT.

Standard Operating Procedure

18.1.SOP1 Evaluate all ordinances, plans, capital improvements and public programs to ensure their consistency with the Comprehensive Plan. For specific land use or permit applications, require the Applicant, whether a public agency or private property owner, to demonstrate compliance to each applicable policy or provide evidence why an exception to a policy is warranted. Incorporate statements regarding compliance/non-compliance with Policies into findings of fact that provide the legal basis for determining approval or disapproval of a development application.

Implementing Actions

18.1.IA1 Base Community Development Department annual budgets on Plan implementation needs and priorities, including the development of GIS-based planning tools; assess staff capacity to prepare Plan implementing actions on a timely basis.

18.1.IA2 Revise, as necessary, zoning, subdivision and other land development ordinances to ensure consistency with the Plan's provisions. Amend the Land Use Code Maps (zoning designation maps), considering them to be the official application of the Comprehensive Plan Maps, to ensure that the zoning designations of specific sites within the CBJ are consistent with the Land Use Map designations of this Plan.

18.1.IA3 Support residents' advisory committees to advise the Planning Commission and CBJ Assembly in related planning matters.

Amendment and Updating

A comprehensive plan is an effective policy instrument only if it is periodically updated to reflect current conditions and needs. The general policy below, which calls for review of the Plan every budget cycle, or two years, will provide the CBJ with opportunities to make important mid-course corrections that respond to identified deficiencies and problems and/or accommodate changing social, economic, and environmental conditions. It is important to highlight the distinction between the Planning Commission's "review" of the Plan, their entertaining a specific

“amendment” to the Plan, and “updating” the Plan. At their discretion, or at the suggestion of CBJ staff or members of the public, the Planning Commission may seek to review and give consideration to an amendment to a land use map designation, or may seek to review a particular Policy, Standard Operating Procedure or Development Guideline for currency, or the Commission may seek to delete or add an Implementing Action to a Policy section. This type of review or amendment should be simply a matter of arranging for one or more public sessions of discussion and examination of the particular specific review or amendment to the Plan. The conclusion of a review session might be that the Plan is holding up well and does not need any change. If an amendment is deemed warranted by the Commission, they would recommend such to the CBJ Assembly for their consideration for adoption.

An update is considered to involve a wholesale review of all preamble text, Policies, SOPs, Development Guidelines, Implementing Actions and Land Use Map Designations, such as occurred in this 2008 update.

POLICY 18.2 IT IS THE POLICY OF THE CBJ FOR THE PLANNING COMMISSION TO UNDERTAKE A GENERAL REVIEW OF THE COMPREHENSIVE PLAN ONCE EVERY TWO YEARS, AND TO MAKE RECOMMENDATIONS TO THE ASSEMBLY TO AMEND IT AS NECESSARY TO REFLECT CHANGING CONDITIONS AND NEEDS AND TO CONSIDER AND ENACT AMENDMENTS TO THE PLAN AND LAND USE MAPS, INCLUDING AMENDMENTS TO THE URBAN SERVICE AREA BOUNDARY, AT ANY TIME THE PLANNING COMMISSION AND ASSEMBLY DETERMINE THAT AMENDMENTS ARE NEEDED.

Implementing Actions

18.2.IA1 Develop procedures to monitor changing conditions and update the CBJ land database as necessary. This may require establishing a data collection system.

18.2.IA2 Prepare a biennial report that:

- A. Indicates public and private development activity in the past period;
- B. Identifies problems and deficiencies in implementing the Plan; and
- C. Describes environmental, economic, social, demographic and other conditions that may necessitate changes and/or amendments to the Plan.

18.2.IA3 Identify all general and site-specific changes, issues and concerns that should be addressed in the biennial review process, after soliciting comments from public officials, State and Federal agencies, property owners, neighborhood and business organizations, and other special interest groups.

18.2.IA4 Establish procedures governing the Comprehensive Plan review process including roles and responsibilities of staff and public officials, nature and extent of resident involvement, and public notice and hearing requirements.

18.2.IA5 Adopt procedures for considering amendments to the Plan initiated by property owners or residents between major updates, providing that one or more of the following factors can be demonstrated that:

- A. The original decision was in error because important information available at the time was not adequately considered;
- B. Changing conditions and/or new information renders the original decision inappropriate; and/or
- C. The proposed change is consistent with other applicable policies of the Comprehensive Plan, other CBJ adopted Plans, and any specific subarea plans that apply to the site/area.

POLICY 18.3 IT IS THE POLICY OF THE CBJ FOR THE PLANNING COMMISSION TO UNDERTAKE A FULL UPDATE OF THE COMPREHENSIVE PLAN AT LEAST ONCE EVERY TEN YEARS AND TO MAKE RECOMMENDATION TO THE ASSEMBLY TO AMEND IT AS NECESSARY.

Implementing Action

18.3.IA1 When the Planning Commission finds, during its general review of the Comprehensive Plan, that the Plan warrants a major update, initiate a major update to the Plan.

Resident Involvement

Efforts to involve residents in the formulation and periodic updating of this Plan ensure that a wide range of community attitudes and interests are reflected in the final product. The process also helps develop an understanding of and support for land use planning. The CBJ should continue to provide residents with a timely and efficient means of receiving information about local land use proposals and participating in a decision making process in a manner appropriate to the level, type and importance of the activity or decision.

POLICY 18.4 IT IS THE POLICY OF THE CBJ TO MAINTAIN AN ONGOING RESIDENT INVOLVEMENT PROGRAM IN RELATION TO LAND USE PLANNING.

Standard Operating Procedures

18.4.SOP1 Encourage media coverage of land use activities; provide ample public notification of public meetings and hearings, allowing residents adequate time to respond to new proposals.

18.4.SOP2 Encourage and facilitate the formation of CBJ-sanctioned neighborhood organizations in areas that lack such representation in order to advise the CBJ of neighborhood and community-wide opinions in land use matters.

- A. Establish procedures for neighborhood organizations including recognition provisions, meeting and notification requirements, and other factors;
- B. Notify neighborhood organizations of proposed land use actions that affect them directly;
- C. Submit texts of proposed ordinances and plans to affected neighborhood associations and allow for timely review and comment;
- D. Provide timely technical assistance to neighborhood associations, including analysis of land use issues, and other appropriate activities; and
- E. Include representatives of neighborhood organizations in the review of capital improvement programs and CBJ budgeting processes.

18.4.SOP3 Sponsor public outreach meetings, workshops, resident advisory committees, and/or resident task forces to advise the CBJ on major issues of community-wide concern such as solid waste disposal, New Growth Area development and Downtown Juneau planning.

18.4.SOP4 Support alternative methods for increasing public participation in the CBJ's decision-making and planning process.

Intergovernmental Coordination

There is a continuing need for coordination between the CBJ and State and Federal agencies, as the latter governments control nearly 80 percent of the CBJ's land area and have major responsibilities for managing/developing coastal and other natural resources. This Plan is an effective guide for future growth and development in the CBJ only with the cooperation of these entities.

POLICY 18.5 IT IS THE POLICY OF THE CBJ TO FACILITATE INTER-GOVERNMENTAL COORDINATION SO THAT DECISIONS AFFECTING LOCAL PLANNING AND DEVELOPMENT ARE RENDERED IN AN EFFICIENT AND CONSISTENT MANNER.

Standard Operating Procedure

18.5.SOP1 Notify appropriate State and Federal agencies of local actions that affect matters within their jurisdiction.

Implementing Actions

18.5.IA1 Establish and maintain intergovernmental agreements with those State and Federal agencies that have local management/development responsibilities: Alaska Departments of Transportation/Public Facilities (DOT) and Environmental Conservation (DEC); the U.S. Forest Service, Bureau of Land Management, and others. Utilize agreements to ensure that these agencies undertake local programs that are consistent with the Comprehensive Plan and Coastal Management Program and that the CBJ is informed of activities in a timely manner.

18.5.IA2 Assign appropriate CBJ personnel as liaisons with these agencies.

The CIP Planning Function

A recurring need in any municipality is planning for the execution of capital improvement projects. The work includes gathering the needs and expectations of operating departments into a unified document that sets priorities and is adopted by the Assembly at the same time as the annual operating budget. In the CBJ's case, the primary document is the Six-Year Capital Improvement Program (CIP), which is republished every year with a new year added at the "outer end" and the past year dropped off. The CIP contains a basic project list, organized by department, which shows each project that has been identified by the operating agency, a scope and estimated cost. Other sections of CIP re-list the projects by type and priority. A given project may change over the years as it advances from low priority status to higher status. This is because increasingly more planning and design consideration is given to a project which the sponsoring department has kept on the list year after year until it is finally carried out.

POLICY 18.6 IT IS THE POLICY OF THE CBJ TO DEVELOP A SIX-YEAR CAPITAL IMPROVEMENT PROGRAM TO IMPLEMENT THE COMPREHENSIVE PLAN BY COORDINATING URBAN SERVICES, LAND USE DECISIONS, AND FINANCIAL RESOURCES AND TO PROVIDE ADEQUATE FUNDING FOR CAPITAL IMPROVEMENTS TO ENSURE THE POLICIES, STANDARD OPERATING PROCEDURES, DEVELOPMENT GUIDELINES, IMPLEMENTING ACTIONS AND SUBAREA GUIDELINES OF THE COMPREHENSIVE PLAN ARE IMPLEMENTED.

Standard Operating Procedures

18.6.SOP1 Prepare an annual Six-Year Capital Improvement Program (CIP). Request that CBJ departments, the public, and policy bodies nominate potential capital improvement projects from a variety of sources including the Comprehensive Plan and suggestions of resident and special interest groups, CBJ officials, advisory commissions, and others.

18.6.SOP2 CDD staff will analyze each CIP project list for conformity with the Comprehensive Plan.

18.6.SOP3 The CIP sponsoring agency should prepare and make public related subsidiary CIP studies, reports and documents.

18.6.SOP4 Maintain active involvement with other governmental sponsors of capital improvements and public works in general to assure that the efforts of those sponsors are compatible with local needs, conditions, and the policies of the Comprehensive Plan.

