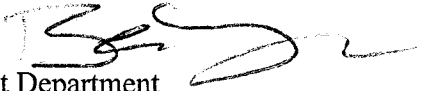


MEMORANDUM

CITY/BOROUGH OF JUNEAU
155 South Seward Street, Juneau, Alaska 99801

DATE: April 6, 2012

TO: Planning Commission

FROM: Ben Lyman, Planner
Community Development Department 

FILE NO.: AME2012 0006

PROPOSAL: A Text Amendment to update the Comprehensive Plan.

The City and Borough of Juneau Code states in CBJ §49.10.170(d) that the Commission shall make recommendations to the Assembly on all proposed amendments to this title, zonings and re-zonings, indicating compliance with the provisions of this title and the Comprehensive Plan.

BACKGROUND

The 2012 Update to the Comprehensive Plan of the City and Borough of Juneau has been considered by the Planning Commission during two meetings in 2012: a March 13 regular meeting and a March 20 Committee of the Whole meeting. Chapters 1 through 4 were reviewed during the March 13 and 20 meetings; although chapters 5, 9, and 12 through 18 were presented to the Planning Commission for review at the March 20 meeting, no discussion of those chapters has taken place to date.

The Land Use Categories in Chapter 10 were discussed by the Planning Commission in relation to AME2012 0002 on February 14, as well as during the March 13 and 20 meetings.

RECOMMENDATION

Staff recommends that the Planning Commission review chapters 5, 9, and 12 through 18 in sequential order. Once preliminary review of these chapters has been completed, Commissioners will be presented with proposed revisions to other chapters to review. After all chapters have been reviewed on a preliminary basis, a Draft Comprehensive Plan will be published for review, after which the Planning Commission will begin a second round of review of the entire document.

If the 2008 Update process is any indication, the review of the Comprehensive Plan Update will be a time-consuming process requiring many Planning Commission meetings. Staff recommends that at least one Committee of the Whole meeting is held each month to work on Comprehensive Plan review, until the Planning Commission's review is complete.



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.