

# MEMORANDUM

## CITY & BOROUGH OF JUNEAU

155 South Seward Street, Juneau, Alaska 99801

**DATE:** July 20, 2012

**TO:** Planning Commission

**FROM:** Ben Lyman, Planner  
Community Development Department

**FILE NO.:** AME2012 0006

**PROPOSAL:** A Text Amendment of Title 49 and of the Comprehensive Plan for the 2012 Update.

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.

### ATTACHMENTS

Attachment A – Proposed Revised Land Use Map S

Attachment B – Hypothetical Consolidated Redesignation Land Use Map A

Attachment C – Hypothetical Consolidated Redesignation Land Use Map G

### BACKGROUND

The 2012 Update to the Comprehensive Plan of the City and Borough of Juneau has been considered by the Planning Commission during a series of meetings in 2012: this memorandum accompanies Chapter 10, Land Use, and Chapter 11, Land Use Maps, with draft changes recommended by staff and as requested by Planning Commissioners. The Planning Commission's review of the Land Use Maps is complicated by the pending status of Ordinance Serial No. 2012-31 (Ord. 2012-31), which has been recommended for adoption by the Planning Commission, but which is waiting for review and recommendation by the Assembly Lands Committee prior to action by the Assembly. This situation is discussed in greater detail below.

Many of the recommended changes staff considers "routine" in nature; that is, they update statistics or dates as necessary, change formatting or consistently-used text (i.e. replacement of the acronym "CBJ" with more descriptive, context-specific terms such as "Juneau," "borough", or "community"), mention recently-adopted or completed draft plans or studies, or update the text to reflect changes in state or federal policy or law.

The only change that is recommended to the maps themselves is to Map S, where the New Growth Area was reduced in size in response to the recent purchase of Hilda Creek properties by the Southeast Alaska Land (SEAL) Trust. As SEAL Trust has purchased these properties with mitigation money from the Juneau International Airport Runway Safety Area expansion project,



they are now in conservation status and are not appropriate for inclusion in the New Growth Area. This change is shown in Attachment A, not in the maps that are located within Chapter 11, due to file type incompatibility (this will be resolved prior to publishing the final plan).

The Planning Commission has indicated that it is not interested in reviewing the Comprehensive Plan Land Use Maps until Ord. 2012-31 has been acted on by the Assembly; the City Manager has indicated that the Planning Commission should begin to review the Land Use Maps in detail in the event that Ord. 2012-31 is not adopted. Staff has suggested in previous meetings that if detailed review of the Land Use Maps is required, and if the Planning Commission is not comfortable with essentially pre-zoning through the Land Use Maps, then the Planning Commission may want to consider amending the maps to use far fewer land use designations. Staff offers Attachments B and C as illustrations of what the Land Use Maps might look like under one hypothetical system of combining land use designations to result in only five designations: Commercial, Industrial, Public Use, Residential, and Marine Center.

It is important to note that these hypothetical designations are not “recommended” or “proposed,” and will need to be revised if the concept is to be pursued. Notably, the Public Use land use designation was used to combine IPU (Institutional and Public Use) as well as all types of park and protected-land designations, RDR (Rural Dispersed Residential), and RD (Resource Development); although there are similarities between these land use designations, most RDR- and many RD-designated properties are privately owned, and are not actually Public Use properties. This hypothetical designation was simply used to group all properties that either do not have public sewer service or that do not necessarily require public sewer service, such as parks and public institutional uses, both of which may or may not have or require public sewer service. The hypothetical designation Public Use is, therefore, deeply flawed in its name at this time, and will require revision if a consolidated land use designation approach is taken.

### **RECOMMENDATION**

Staff recommends that the Planning Commission review and discuss Chapter 10, Land Use, as well as review Chapter 11, Land Use Maps. Staff does not recommend that the Planning Commission review the maps in Chapter 11 in great detail at this time, but instead focus on becoming familiar with the land use designations in Chapter 11, using the maps to help understand where given designations have been deemed appropriate by the Assembly in the 2008 Update. Only after all commissioners understand the designations available for use should the commission’s attention turn to the maps themselves and any needed amendments thereto.

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.

## CHAPTER 10. LAND USE

Land use policies implement important decisions relating to community form, housing, economic and community development, natural resource protection and hazards prevention. They also are the basis for the land use maps in Chapter 11. In this chapter, land use policies are divided into two major categories: residential, and commercial/industrial. Policies for natural areas, recreation, and parks appear in the preceding Chapter 9 and Guidelines for those resources are also found in the discussion of Subareas in Chapter 11.

These policies should guide the CBJ government in adopting appropriate regulatory measures, making consistent land use decisions, and investing in public facilities for residential and commercial/industrial development. CBJ Title 49, the Land Use Code, which incorporates zoning standards, regulations, maps and permit processes, and the CBJ Capital Improvement Program (CIP) are the primary means of implementing these policies. Through the CIP, the CBJ government can plan for and develop the necessary public facilities and services—roads, sewers, utilities, schools and others—in a timely and orderly manner. Land use policies should assist the CBJ government in its efforts to provide a variety of housing, to pursue opportunities for suitable residential and economic development and redevelopment, and to promote conservation and rational development of natural resources.

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### RESIDENTIAL USE OF LAND

[Please also see Chapter 3, Community Form, and Chapter 4, Housing Element, of this Plan]

#### Residential Land Availability and Density

A substantial revision of land zoned for residential uses was accomplished in 1987 to bring the zoning map into conformance with the 1984 Comprehensive Plan. The CBJ government should continue to conduct re-zoning processes to reflect the land use designations and densities recommended in this 2012 update. Most specifically, higher density residential developments along public transit routes are needed to satisfy affordable housing needs, to make the most efficient use of a limited amount of buildable land, and to provide public services efficiently therein.

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Availability of lands for residential use should continue to be monitored and adequate public service and facilities provided to accomplish the objectives of assuring safe, sanitary and affordable housing for all income levels and household types in the community.

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**POLICY 10.1 TO FACILITATE AVAILABILITY OF SUFFICIENT LAND WITH ADEQUATE PUBLIC FACILITIES AND SERVICES FOR A RANGE OF HOUSING TYPES AND DENSITIES TO ENABLE THE PUBLIC AND PRIVATE SECTORS TO PROVIDE AFFORDABLE HOUSING OPPORTUNITIES FOR ALL JUNEAU RESIDENTS.**

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#### Standard Operating Procedures

10.1-SOP1 Monitor land use designations to ensure sufficient land available to meet current and projected needs for residential development in areas with existing or projected municipal

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water and sewer service, arterial access, public transit service, and other adequate public facilities and services.

10.1.-SOP2 Designate sufficient land on the Comprehensive Plan Land Use Maps and zoning maps to provide for a full range of housing types and densities desired by resident households. Provide choices in residential neighborhood character such that residents can choose to live in urban, suburban and rural residential settings and neighborhoods.

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10.1.-SOP3 Prepare and implement a Capital Improvement Program for sewer service, transit service, roads, bridges, traffic intersection improvements and other public facilities and services to serve:

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A. Existing residential areas;

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B. Areas with potential for in-fill development; and

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C. Other areas within the CBJ's Urban Service Area that may be suitable for immediate (within the next five years) residential development with sufficient densities to produce low or moderate income affordable housing.

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10.1.-SOP4 Use CBJ-owned lands as an important means of providing sufficient land for low-to moderate-income affordable residential development while ensuring that the new, affordable units remain so long-term. Implement the CBJ Land Management Plan, which phases disposal of such lands in accord with projected needs and bases their use on applicable policies of the Comprehensive Plan, such as housing, economic development, natural resource protection, hazard abatement, natural areas, community gardens and parks.

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#### Implementing Actions

10.1.-IA1 Identify CBJ-owned lands that are suitable to release for development of affordable housing and develop a procedure, by grant, lottery or sale, to convey this land to a residential builder who would produce the affordable housing as soon as possible after necessary infrastructure is in place.

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10.1.-IA2 Identify, with neighborhood participation, development plans, densities and design parameters of development projects suitable for CBJ-owned buildable sites identified per 10.1.-IA1 and re-zone the land with performance standards to assure its development according to the recommended design and densities.

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10.1.-IA3 Identify, design, fund and complete the construction of capital improvements needed to facilitate the development of affordable housing on CBJ-owned lands.

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10.1.-IA4 [Reserved]

POLICY 10.2 TO ALLOW FLEXIBILITY AND A WIDE RANGE OF CREATIVE SOLUTIONS IN RESIDENTIAL AND MIXED USE LAND DEVELOPMENT WITHIN THE URBAN SERVICE AREA.

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#### Implementing Actions

- 10.2-~~IA1~~ ~~Continue to~~ revise the Land Use Code to define and allow, where appropriate, a variety of housing types and to facilitate their location in suitable locations. A diverse mix of housing types should be accommodated and facilitated in the ~~community~~ including, but not limited to, small Single Room Occupancy (SRO) units or their equivalent compact living unit type; loft housing; live-work units; artist studio housing in commercial or industrial structures; float homes, houseboats, and live-a-boards; panelized, modular, “kit,” and manufactured homes on permanent foundations; and other types of housing suitable to diverse residents’ lifestyles and budgets.
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- 10.2-~~IA2~~ Review the existing multifamily zoning districts along transit corridors to increase density limits, reduce parking requirements for residential units, decrease lot sizes, and to allow a wider range of housing types including modular or manufactured homes, accessory apartments, live/work units, loft-style dwellings, and co-housing types.
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- 10.2-~~IA3~~ Seek the adoption of State and/or CBJ ordinances, regulations and operating procedures necessary to facilitate the redevelopment of underdeveloped properties, obsolete or substandard developments, or otherwise constrained or blighted lands located within the Urban Service Area for higher-density housing or mixed use projects, particularly those lands located within transit corridors that could provide affordable housing.
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- 10.2-~~IA4~~ Revise the Land Use Code to allow small-scale renewable energy facilities, such as solar panels and wind turbines, as well as green houses for household food production on individual lots. Small-scale energy conservation, water conservation and subsistence farming facilities should be supported on residential lots and in residential neighborhoods throughout the ~~borough~~.
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## Residential Location

- This *Comprehensive Plan* provides criteria for locating various densities of residential land use in the land use plan maps and guides future decisions related to these matters.
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- POLICY 10.3 TO FACILITATE RESIDENTIAL DEVELOPMENTS OF VARIOUS TYPES AND DENSITIES THAT ARE APPROPRIATELY LOCATED IN RELATION TO SITE CONDITIONS, SURROUNDING LAND USES, AND CAPACITY OF PUBLIC FACILITIES AND TRANSPORTATION SYSTEMS.
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### Standard Operating Procedures

- 10.3-~~SOP1~~ Designate various categories of residential density on the Comprehensive Plan Land Use Maps and the Land Use Code maps based on evaluation of the following criteria:
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- A. Physical site conditions including slope, areas of natural hazard, wetlands, watershed value, and/or high value natural resources;
  - B. Access and capacity of adjacent streets and intersections. Arterial streets should have limited, and controlled, access from local or collector streets;

- C. Availability of public facilities and services, especially municipal water and sewer systems and, for low- to medium-income affordable housing or high-density residential development, proximity to public transit;
- D. Compatibility of the various zoning districts and land use designations with the scale and massing of surrounding neighborhoods with regard to building height and orientation, but not necessarily with regard to similar density, as the CBJ seeks to make the most efficient use of residentially-buildable lands;
- E. Potential of specific sites to accommodate the proposed density including size and shape of property and adequacy of internal circulation, parking, screening and privacy; and/or,
- F. Distance from incompatible land uses that may generate offensive or nuisance off-site impacts to new residential development, including noise, dust, fumes, malodors and/or heavy truck traffic.

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## Avoiding Residential Land Use Conflicts

A major concern expressed by Juneau residents is the need to protect the character of existing neighborhoods from incompatible uses. Their primary concern is to minimize the intrusion of heavy traffic on neighborhood streets and avoid conflicts related to parking congestion, noise, glare, loss of privacy and other factors associated with higher intensity uses.

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**POLICY 10.4 TO MINIMIZE CONFLICTS BETWEEN RESIDENTIAL AREAS AND NEARBY RECREATIONAL, COMMERCIAL, OR INDUSTRIAL USES THAT WOULD GENERATE ADVERSE IMPACTS TO EXISTING RESIDENTIAL AREAS THROUGH APPROPRIATE LAND USE LOCATIONAL DECISIONS AND REGULATORY MEASURES.**

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## Development Guidelines

10.4 -DG1 New development, particularly in-fill development on vacant land within established neighborhoods, should be designed in such a way as to promote compatibility in scale and massing as the adjacent or nearby built environment and should ensure privacy, light and air to adjacent homes. Density alone should not be considered as a criterion for determining neighborhood harmony within the Urban Service Area provided that:

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- A. Light, air and privacy is assured to adjacent residential occupants;
- B. Parking for the subject project is screened or hidden from view from public streets and from adjacent residential neighbors; and,
- C. Project-serving roads and intersections are improved to a Level of Service D or better. When these criteria are met, higher density development is encouraged.

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10.4 -DG2 When a developer extends public or private utilities and infrastructure, such as sewer service, roads or electrical lines, to a particular parcel or development, care should be taken to ensure that adjacent lands and infrastructure that would be affected by the new development are adequately improved by the developer to accommodate the proposed project's traffic as well as new traffic or use anticipated by the growth-inducing impacts of such services or infrastructure

extensions. For example, when a water or sewer main or road is extended to a property, it should be sized to serve development at a similar scale and density on adjoining properties.

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### Implementing Actions

10.4.-IA1 Seek to reduce or eliminate conflicts between medium or high density residential uses in established low density residential neighborhoods by encouraging the design of higher density housing to be compatible in scale, massing and orientation with the adjacent, lower-density housing and to hide or screen the parking behind or within the structure(s).

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10.4.-IA2 Maintain and consider enhancing Title 49 Land Use Code requirements for buffering and screening between residential and commercial/industrial uses and careful review of site development plans. Great care should be taken to incorporate design features, materials and good neighbor operating practices into the non-residential development permit in order to mitigate potential adverse noise, dust, odor and glare impacts to adjacent residential neighbors. Such operating practices should be incorporated as conditions of any permit for a non-residential land use located within 200 feet of a residential use or neighborhood.

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10.4.-IA3 Consider establishing a new Noise Notification Overlay District that encompasses lands near enough to be affected by uses known to generate nuisance noise, such as: gravel extraction areas, landfill sites, outdoor shooting ranges, airports and heliports. Within this overlay district, property owners should be required to notify prospective tenants and/or purchasers of the presence of these land uses and their potential noise impacts. Also consider amending Title 19, the Building Code, to require adequate noise mitigation in building design and construction within this overlay district.

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### Neighborhood Facilities

It is essential that adequate public facilities be available to support planned and needed residential development in the CBJ and to assure that high quality neighborhoods are maintained and established. Both the private and public sectors are responsible for providing such facilities.

It is also important to provide land or space for convenient shopping, services, and public spaces such as parks, playgrounds, and community gardens within walking distance of new neighborhoods to reduce consumption of fossil fuels and our contribution to climate change.

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POLICY 10.5 THAT RESIDENTIAL DEVELOPMENT PROPOSALS, OTHER THAN SINGLE-FAMILY RESIDENCES, MUST BE LOCATED WITHIN THE URBAN SERVICE AREA BOUNDARY OR WITHIN A DESIGNATED NEW GROWTH AREA. APPROVAL OF NEW RESIDENTIAL DEVELOPMENT PERMITS DEPENDS ON THE PROVISION OR AVAILABILITY OF NECESSARY PUBLIC AMENITIES AND FACILITIES, SUCH AS ACCESS, SEWER, AND WATER.

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### Standard Operating Procedures

10.5.-SOP1 Encourage public/private partnerships in the development of new subdivisions with roads, intersections, separated pedestrian and bicycle pathways/trails, water and sanitary sewer systems that meet adopted CBJ standards.

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| 10.5.-SOP2 Maintain the provisions in the Land Use Code that require developers to provide for access, facilities, and services prior to final plat approval. Deleted: .SOP

| 10.5.-SOP3 Amend the Land Use Code to allow appropriate urban densities in areas served by community sewer and water systems, being cognizant of the desire to maintain the rural, suburban or urban character of the existing surrounding neighborhoods. Deleted: .SOP

| 10.5.-SOP4 Encourage the location and design of small-scale commercial developments that provide convenient shopping and personal services within or near residential neighborhoods. The building and parking siting and design should ensure mitigation of noise, light and glare, odor and litter impacts to adjacent residential neighborhoods. Any neighborhood-commercial development should be accessible via improved pedestrian and bicycle routes and should provide secure and dry bicycle racks. Deleted: .SOP

#### Implementing Actions

| 10.5.-IA1 Develop a Capital Improvement Plan to extend facilities and services to areas within the Urban Services Area planned for medium to high density residential development. Priority for capital improvements for road access, municipal water and sewer services should be given to land areas that can accommodate the densities that support affordable housing units (minimum 10 units per acre) or to properties on which affordable housing projects are proposed. Deleted: .IA

| 10.5.-IA2 Develop infrastructure that supports low- and moderate-income affordable housing developments on municipally-owned lands. Deleted: .IA

#### Residential Project Design

CBJ residents support measures that will assure the development of high quality, livable neighborhoods. To accomplish this, regulatory measures and incentives are needed to encourage or require, where necessary, developers to use high-quality site design procedures. Title 49, the CBJ Land Use Code, has many requirements intended to achieve this assurance. Maintenance and enhancement of these requirements will increase physical amenities; protect open space/natural areas; shelter residential areas from adverse impacts of major streets or incompatible land uses; provide for sustainable, energy-efficient transportation opportunities; and improve traffic safety.

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| POLICY 10.6 TO REQUIRE NEW RESIDENTIAL DEVELOPMENTS TO MEET MINIMUM CRITERIA FOR OVERALL SITE DESIGN INCLUDING PROVISION OF LIGHT, AIR AND PRIVACY. Deleted: IT IS THE POLICY OF THE CBJ

#### Implementing Actions

| 10.6.-IA1 Continue existing incentives and develop additional incentives to encourage and reward excellence in site design and provision of amenities or facilities, particularly those related to preservation of natural terrain and vegetation, building orientation to maximize energy efficiency Deleted: .IA



and privacy, and screening the parking in medium-to-high density developments. These incentives may include lower permit fees and/or permit expediting services.

10.6-~~IA2~~ The CDD should improve the development review process to require all applications for major residential developments, including major subdivisions, to provide detailed site information at the pre-application stage of review that identifies existing on-site slopes, soil characteristics, natural hazards, drainage channels, locations of old growth trees, access to streets and public utilities, and existing buildings or historic resources, along with the proposed building(s) pads, lot configuration(s), drainage systems, and new road configurations. This pre-application review would focus the site and project analysis and would expedite the review process once the application is made.

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10.6-~~IA3~~ The CDD should work with the CBJ Parks and Recreation Department to establish within the Land Use Code a set of criteria for the provision of active play areas in multifamily residential developments, along with development standards for developers to adhere to in constructing, maintaining, and replacing those facilities.

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10.6-~~IA4~~ Amend the Land Use Code to ensure that development proposals are evaluated with regard to site design, including:

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~~A.~~ Preservation of anadromous fish streams, high-value wetlands, natural terrain features, and historic resources;

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~~B.~~ Provision and/or retention of buffers between residential and commercial or industrial uses, and between high- and low-density residential uses to ameliorate noise, glare, and to otherwise reduce negative impacts associated with conflicting land uses in proximity to one another;

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~~C.~~ Safe and convenient circulation for autos, pedestrians, and bicycles;

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~~D.~~ Building placement that respects the terrain, maximizes light, air, and energy efficiency, as well as protecting the privacy of neighbors; and,

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~~E.~~ Consideration of compatibility factors related to surrounding land uses and public facilities.

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## COMMERCIAL AND INDUSTRIAL USE OF LAND

### Commercial and Industrial Land Availability

The City and Borough's distance from national markets, size of the labor force, lack of land-route access and the resulting costs of importing raw materials, as well as the limited amount of renewable natural resources to market to the outside world all impose serious limits to the growth of manufacturing and distributive industrial activities within the community. However, the provision of land for commercial office, retail and tourism-related developments has allowed Juneau businesses to capture a large share of the local market for retail goods and services, thereby reducing the "leakage" of disposable income to the outside world. Juneau also serves as a regional destination for goods and services from residents and business operators living in neighboring towns and villages. The community's historic sites, cultural diversity, natural habitats and scenic beauty have strengthened Juneau's position as a major tourist destination,

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particularly for eco-tourism, outdoor adventure tours and historic destinations. These resources provide the community, with a comparative advantage over other destinations in the state for these shopping, service, and tourism dollars, resulting in local employment and tax revenues to support public services and infrastructure.

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Commercial and industrial uses in the borough, range from neighborhood-scale retail to resource extraction heavy industries (minerals, sand and gravel). Commercial fisheries, food processing (seafood and beer) and construction industries maintain a strong presence, although nearly every business sector reports that the lack of affordable housing stymies attraction and retention of employees and, therefore, expansion of their businesses.

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About 40 percent of local employment consists of government workers, including local, State and Federal agencies, the school district, and the University of Alaska Southeast (UAS). Water-dependent fisheries, transport, shipping, marine-support businesses and recreational or eco-tourism businesses remain important activities in the CBJ. Downtown Juneau remains an important destination for visitors, for local entertainment, ceremonial gatherings and meetings, arts and cultural events, as well as for dining and shopping. The airport area and the area east of the juncture of the Mendenhall River and Glacier Highway are major centers of retail activity. Smaller commercial centers or nodes can be found in Douglas, Lemon Creek, Salmon Creek, and Auke Bay.

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The community, seeks to balance its economy by supporting its government, service, retail and tourism industries while strengthening and facilitating the expansion of its research and export industries (e.g., food processing, manufacturing, and mineral extraction). To do so, the CBJ government, must designate sufficient vacant land to meet future demand for commercial, personal and business services, and institutional, cultural, artistic, and industrial activities. Determination of location and size of commercial and industrial districts should be based on the spatial needs and locational criteria of each sector, as well as the characteristics and features of available vacant land. Typically, retail and office centers seek locations with access to, and visibility from, major thoroughfares. Public transit services should be provided to major employment and shopping areas. Manufacturing and food processing industry seeks flat, dry land located some distance from residential uses yet near roads with heavy load-carrying capacities. Unfortunately, about half of the industrially-zoned lands within the Urban Service Area are or contain wetlands and are largely unsuitable for development. Unfortunately, too, the search for buildable lands conducted for the 2008 Plan Update identified very little potential industrial land suitable for development in the short-term; lands found to be suitable for development in the near future include current and former gravel extraction areas.

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**POLICY 10.7. TO DESIGNATE ON LAND USE AND ZONING MAPS, AND TO PROVIDE SERVICES TO, SUFFICIENT VACANT LAND WITHIN THE URBAN SERVICE AREA APPROPRIATELY LOCATED TO ACCOMMODATE FUTURE COMMERCIAL AND INDUSTRIAL USES.**

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#### Standard Operating Procedure

10.7.-SOP1 Review local economic indicators and conduct periodic surveys and analyses of the space needs of commercial and industrial sectors in Juneau, and, when appropriate, allocate

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sufficient land and infrastructure to support the expansion and/or relocation needs of those sectors of the economy.

#### Development Guidelines

10.7.-DG1 In drafting ordinances and resolutions, the CBJ government should favor basic industry, locally-based, and/or independent businesses that would provide employment for local residents over other businesses that would not provide those resources, to the extent allowed by law.

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10.7.-DG2 When designating land for heavy and light industrial uses on the Comprehensive Plan Land Use Maps and the Land Use Code zoning maps, evaluate the sites based on the following criteria:

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- A. Physical site conditions: Industry needs flat, dry land with soils that can sustain heavy loads;
- B. Access and capacity of adjacent streets with consideration for heavy-load-carrying capacity and wide turning radii to accommodate large truck turning movements;
- C. Distance from sensitive receptors, such as homes, schools and hospitals, to potential off-site impacts generated by industry including noise, dust, fumes, odors and nighttime light glare;
- D. Residential, retail, office, personal service and similar non-industrial uses should not be permitted within heavy industrial districts although light industry such as building contractors, repair services, storage yards and similar business and household services would be compatible with heavy industrial uses;
- E. In areas suitable for light industry but not for heavy industry due to proximity to sensitive receptors, retail, office, bars and restaurants, and personal services uses would be compatible uses; and
- F. Residential uses, other than caretaker units, should be prohibited in industrial zones.

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10.7.-DG3 Ensure adequate infrastructure for projected commercial and industrial development through the Capital Improvement Program and transportation planning.

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10.7.-DG4 The Industrial Boulevard industrial area should remain in light and heavy industrial use rather than convert to, or be incrementally encroached upon by, retail, office or residential uses.

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#### Implementing Actions

10.7.-IA1 Maintain and improve design review procedures to ensure that proposals for commercial (retail, office and institutional) development are evaluated with regard to site design, building placement, parking, landscaping, exterior lighting, screening and buffers, signage and other factors related to surrounding properties, land uses and public facilities.

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10.7.-IA2 Identify and protect from land use conflicts potential sites for light industrial and heavy industrial uses.

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10.7. ~~IA3~~ Designate land for community-scale food production, processing, and distribution.  
[see also 10.11. ~~IA3~~]

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## Regional Trade, Medical Services and Visitor-Destination Uses

An important economic engine for Juneau is the attraction of regional, state, national and international visitors to the borough. Although the community hosts a robust summer-season cruise ship visitor industry that bolsters the CBJ's sales tax revenues, this sector does not provide full-time, year-round employment for local residents; the seasonal cruise industry heavily impacts residential and commercial rents, recreational destinations, roadway congestion, and the level of noise in downtown and neighborhoods. In response, business operators within the visitor industry have instituted a volunteer "Tourism Best Management Practices" program to control and minimize adverse noise, traffic, air and water quality impacts of their industry.

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Many cruise ship destinations throughout the Southeast offer the same T-shirt shops and jewelry stores, often operated by the same company at each port-of-call; this dilutes the authenticity and uniqueness of each town to visitors. When supporting new visitor destinations in the CBJ, care should be taken to ensure that the destinations or activities reflect an "authentic" Juneau experience, rather than a false, contrived or "Disneyland-esque" type of experience for visitors. Ensuring the authenticity of Juneau, as characterized by its natural habitats, beautiful scenery, cultural richness, and history will strengthen our comparative advantage as a premier destination in the visitor industry.

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Many residents and business operators from small towns and villages within the Southeast Region make monthly or quarterly visits to Juneau to purchase goods and services that are not found within their home towns. This regional trade is an important year-round market for local retail and service businesses as well as medical service providers. Facilitating this visitor and regional trade is vital to achieving a balanced economy in the community.

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**POLICY 10.8. TO ENCOURAGE AND STRENGTHEN JUNEAU'S POSITION AS A REGIONAL TRADE CENTER FOR SOUTHEAST COMMUNITIES.**

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### Standard Operating Procedure

10.8. ~~SOP1~~ Facilitate regional trade by allowing wholesale and retail trade centers and hotels and motels near marine and aviation transportation hubs such as the airport and barge and ferry terminals.

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**Comment [bsl21]:** The airport is zoned Industrial, which does not allow hotels and motels. This is not, therefore, a Standard Operating Procedure as written.

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**POLICY 10.9. TO ENCOURAGE AND STRENGTHEN JUNEAU'S POSITION AS AN INTERNATIONAL VISITOR DESTINATION BY PROTECTING THE RESOURCES AND ASSETS THAT MAKE IT ATTRACTIVE TO VISITORS, INCLUDING ITS NATURAL ENVIRONMENT, SCENIC BEAUTY, CULTURAL DIVERSITY, HISTORIC RESOURCES AND DIVERSITY OF ACTIVITIES AND EXPERIENCES. VISITOR DESTINATIONS SHOULD CONVEY AUTHENTIC JUNEAU WILDERNESS, RECREATION, HISTORY AND CULTURAL ARTS EXPERIENCES WHILE PROTECTING THOSE RESOURCES FROM OVERUSE AND DEPLETION.**

### Development Guideline

10.9.-DG1 When reviewing permits for visitor destinations and related tourism industry activities, identify and seek to mitigate off-site impacts.

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### Implementing Actions

10.9.-IA1 Investigate and potentially adopt regulatory tools to encourage the development and operation of year-round businesses and commercial visitor destinations, especially those that would provide authentic regionally-made goods and services in prominent locations within the development.

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10.9.-IA2 The CBJ government should conduct analyses of potential measures that can strengthen the retail, personal service, food and beverage service, entertainment and cultural offerings and other commercial operations for the downtown Juneau area, and particularly within the Downtown Historic District, which would convey the unique style and character of the community, and its historic and cultural roots, to cruise ship passengers.

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**Comment [bsl22]:** This may be more appropriate in the Economic Development chapter (5)

10.9.-IA3 The Community Development, Parks and Recreation, and Lands Departments should identify potential sites for new or expanded recreational vehicle parks, campgrounds and related facilities and appropriately designate those lands for those uses on the Comprehensive Plan Land Use Maps.

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### Neighborhood Commercial Uses

The community recognizes the need for appropriate small-scale commercial development to serve neighborhoods. The Land Use Code contains specific provisions to allow small-scale commercial retail establishments to be located in residential areas. There are a number of locations in the borough where additional such “Mom and Pop” stores would be appropriate to provide convenience goods and services for nearby residents to walk or cycle to patronize.

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POLICY 10.10 TO ENCOURAGE SMALL-SCALE NEIGHBORHOOD CONVENIENCE COMMERCIAL USES IN APPROPRIATE AREAS IN NEW NEIGHBORHOODS AND WITH APPROPRIATE OPERATING MEASURES WITHIN EXISTING NEIGHBORHOODS.

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### Development Guideline

10.10.-DG1 Maintain provisions in the Land Use Code for neighborhood commercial developments such as convenience grocery stores, including standards and limitations governing permitted uses, hours of operation and that mitigate potential adverse impacts such as traffic, safety, noise, litter, glare and loss of privacy to adjacent residential uses.

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10.10 - DG2 Maintain and improve design review procedures to assure that proposals for neighborhood commercial development are evaluated with regard to site design, building placement, parking, landscaping, exterior lighting, and other factors related to surrounding

**Comment [bsl23]:** This text was part of 10.10 – DG1, and although the two are closely related, DG1 applies to operational controls and the text moved to DG2 applies to design.

properties, land uses and public facilities. Secure, dry bicycle racks or storage facilities should be provided at these sites.

## Resource-Based Industrial Development

In addition to government and tourism, the area's natural resources, predominantly in the forms of minerals and seafood, are also important local economic resources. It is important to promote the long-term economic benefits of developing these resources while mitigating any negative impacts of such development on the natural and built environment. Mineral extraction is not a sustainable resource activity; once it is harvested, extracted or depleted, it cannot be renewed. However, abandoned mines and gravel pits can be of recreational or habitat value if properly remediated prior to re-use. When extracting mineral resources, care should be taken to avoid damage to nearby or downstream recreational, scenic, or fish and wildlife habitat that is vital to other basic industries, such as tourism or fisheries.

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Commercial fisheries depend upon careful management of land and maritime resources, particularly the quality of headwaters, upland spawning and rearing habitats, associated watersheds and wetlands, and conveyance water bodies linking upland habitat to the sea. The protection of these resources and the provision of associated maritime support businesses and facilities, such as docks, harbors, vessel and gear repair facilities, marine gear sales and supply outlets, and seafood processing and shipping facilities is essential to sustain the commercial fishing industry.

POLICY 10.11 TO FACILITATE THE CAREFUL DEVELOPMENT OF ECONOMICALLY-VALUABLE NATURAL RESOURCES WHILE AVOIDING, MINIMIZING, AND/OR MITIGATING ADVERSE ENVIRONMENTAL AND/OR ECONOMIC IMPACTS TO OTHER LOCAL OR REGIONAL BUSINESS SECTORS.

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## Standard Operating Procedures

10.11-SOP1 Work with State and Federal agencies to promote natural resource development that is compatible with the policies contained in this Plan.

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Comment [bsl24]: This SOP may belong in the Economic Development chapter (5).

10.11-SOP2 Maintain close coordination in the review process for State permit activities that affect land and habitat within the borough boundaries.

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## Development Guideline

10.11-DG1 When reviewing permits for resource extraction and harvesting activities, identify and seek to mitigate off-site impacts that may affect fish and wildlife habitat or air and water quality necessary to sustain other economic sectors or subsistence activities in the community.

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## Implementing Actions

10.11-IA1 Formulate management plans for resource-related activities such as sand and gravel extraction, mining and timber harvesting on CBJ-owned lands. These plans should include measures to avoid or mitigate off-site impacts to adjacent and downstream neighborhoods and habitat and should include plans for remediation and reuse of the land after depletion of the resource.

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10.11.-IA2 Review Land Use Code provisions regarding timber harvesting. Consider exerting jurisdiction over logging areas larger than 10 acres, adopting regulations to guide timber harvesting, and clarifying the Code to distinguish between land clearing and timber harvest and to establish when logging operations require land use permits.

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10.11.-IA3 Review Land Use Code provisions regarding home-based, small-scale and medium-scale agriculture and harvesting of flora. Encourage such activities to use careful soil and water management practices, non-invasive and non-synthetic fertilizers and pesticides to assure sustainability over the long-term. [see also 10.7.-IA3]

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10.11.-IA4 Encourage the use of CBJ-owned land for sustainable harvesting of natural products to develop value-added products in cottage industries.

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## Waterfront Commercial and Industrial Development

Because of the community's dependence upon waterborne transportation and commerce, careful development of waterfront areas for commercial/industrial uses is critical to the area's continued economic vitality. Adequate docks and harbors are imperative for the community's future economic health. This subject is discussed more specifically in the discussion of the Seafood and Commercial Fishing Industry in the "Port Facilities" sections of Chapters 5 and 8 of this Plan. The CBJ government should identify and reserve waterfront areas that are appropriate for such facilities based on their physical suitability and access to transportation modes on land and water. The CBJ government should also undertake measures to protect important shoreline fish and wildlife habitat and other sensitive coastal resources.

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Although it is considered a navigable waterway by the Federal government, the CBJ government does not consider Gastineau Channel navigable within the boundaries of the Mendenhall Wetlands State Game Refuge, as this portion of the channel is only navigable at high tides for a short period of time, and even then it is impassible for large vessels. The Federal classification of this waterway as navigable requires the protection of an above-water area free and clear of obstructions that is equal to the unobstructed area under the Juneau-Douglas Bridge, which makes the design and construction of a North Douglas Crossing much more difficult and expensive than it would be if this channel were not so designated.

Comment [bsl25]: Relocated from 10.12 – DG1

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

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### Standard Operating Procedures

10.12.-SOP1 As part of a careful planning analysis of the uses of shoreline areas, designate lands on the Comprehensive Plan Land Use Maps that are suitable for water-dependent uses such as new or expanded docks, harbors and port facilities, marine drayage facilities, cruise ship facilities,

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recreation and tourism boat facilities, marine fuel depots, fisheries gear and vessel repair facilities, ice plants, landing and loading facilities, marine gear sales and service outlets, and public access to the water and shoreline facilities. Designate these areas as Marine Commercial (MC) or Waterfront Commercial/Industrial (WCI) lands on the Land Use maps in this Plan, and as appropriate zones in the zoning maps, to prohibit non-water-dependent uses such as office or non-maritime-related commercial uses within those districts. Allow residences above water-dependent uses in MC-designated lands, and prohibit permanent residences other than caretaker units in WCI-designated lands. Assure public access to the shoreline and waters for passive and active recreation uses.

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10.12.-SOP2 Within the Capital Improvement Program (CIP), identify special infrastructure needs for port and water-dependent development.

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10.12.-SOP3 Maintain and improve design review procedures to assure that proposals for waterfront development are evaluated with regard to site design, building placement, protection of view corridors from the sea and to the sea, exterior lighting, public access, water quality, and other factors related to surrounding properties, land uses and public facilities.

### Development Guideline

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

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**Deleted:** Although it is considered a navigable waterway by the Federal government, the CBJ does not consider Gastineau Channel navigable within the boundaries of the Mendenhall Wetlands State Game Refuge, as this portion of the channel is only navigable at high tides for a short period of time, and even then it is impossible for large vessels. The Federal classification of this waterway as navigable requires the protection of an above-water area free and clear of obstructions that is equal to the unobstructed area under the Juneau-Douglas Bridge, which makes the design and construction of a North Douglas Crossing much more difficult and expensive than it would be if this channel were not so designated.

### Implementing Action

10.12 - IA1 Work with the state and federal governments to remove the navigable waterway designation from that portion of Gastineau Channel that cannot reasonably be navigated.

**Comment [bsl26]:** Added to replace the second half of 10.12 – DG1, which was moved to the introduction of this section.

### Mixed Use Development

Downtown Juneau is the government, employment, tourism, historical and cultural center of the community as well as a residential neighborhood and commercial area. A strong downtown commercial area is critical to Juneau's social and economic vitality. Downtown Juneau, however, has seen the historic mix of small retail and residential uses eroded and, in some cases, replaced by tourist-oriented and government office use. Downtown Juneau near the cruise ship docks has become heavily congested during the summer months with visitor-oriented retail uses. As the cruise ships leave port in the evening, there is little opportunity for passengers to support restaurants, arts or entertainment activities in downtown. During the summer tourist season, government workers leave downtown after work to escape congestion and downtown businesses are left to cater to low-wage seasonal workers and local young adults; these groups are not capable, by themselves, of sustaining a vibrant and diverse business community. At the end of the summer tourist season, many of the tourist-oriented businesses close shop and downtown seems deserted. Downtown is in need of a greater proportion of residential uses to support a 24-hour, year-round community. This can be achieved by encouraging and facilitating mixed uses.

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Introducing year-round cultural destinations, an arts and entertainment district, and housing above, behind, and next to shops would create a vibrant, year-round community. This community should be walkable, with transit, bikes and walking as the primary means of intra-city travel.

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

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

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#### Standard Operating Procedures

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

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

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#### Implementing Actions

10.13-IA1 Rezone the land areas so designated in this Plan for appropriate mixed use designations.

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10.13-IA2 Establish development standards and design guidelines for new mixed use developments patterned on the Transit Oriented Development guidelines cited in Chapter 3 of this Plan.

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10.13-IA3 Conduct an area plan for the Auke Bay community to create an attractive, pedestrian-oriented marine mixed use village that promotes affordable housing and accommodates the space and livability needs and objectives of residents, University students and faculty,

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recreational enthusiasts, fishermen and women, business operators, property owners, and area fish and wildlife.

10.13.-IA4 Conduct an area plan for downtown Douglas to protect and guide the redevelopment of an attractive, pedestrian-oriented marine and mixed use town that promotes affordable housing and accommodates the space and livability needs and objectives of residents, recreational enthusiasts, fishermen and women, business operators, property owners, and area fish and wildlife.

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## Public Uses

POLICY 10.14 TO RESERVE SUFFICIENT LANDS AND FACILITIES TO SUPPORT THE STATE CAPITAL FUNCTIONS IN DOWNTOWN JUNEAU, INCLUDING THE PROVISION OF ADEQUATE TRANSPORTATION, HOUSING, COMMERCE, COMMUNICATIONS SERVICES, CULTURAL AND ENTERTAINMENT ACTIVITIES AND OTHER SUPPORT SERVICES.

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## Standard Operating Procedure

10.14.-SOP1 Identify land areas on the Comprehensive Plan Land Use Maps for a Capitol Complex in downtown Juneau that would include adequate land to accommodate a Capitol building and associated office space, meeting rooms, presentation halls, transit services, parking facilities, telecommunications systems and facilities for remote testimony, media services, housing, commerce, entertainment, cultural activities, and dining services.

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## Implementing Action

10.14.-IA1 Amend the Land Use Code to create new overlay zoning districts for transit-oriented development (TOD or TOC), for parks and stream corridors, for view corridors (View Corridor Protection Overlay District), and for Noise Notification Overlay Districts and map those districts on the appropriate properties.

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## CHAPTER 11. LAND USE MAPS

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

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

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

Additionally, the Planning Commission and Assembly must consider the existing development in and adjacent to the area of the proposed re-zone, as well as available infrastructure, neighborhood harmony, and the vision of a community composed of walkable, transit-oriented community centers that transition smoothly to single-use areas such as residential neighborhoods or industrial areas. The Comprehensive Plan Maps are not drawn at a scale, or with sufficient detail, to be considered hard and fast boundaries between land use designations in most cases; instead, zoning designations should provide for a finer-grain application of zoning controls on individual properties than the Comprehensive Plan Maps are capable of providing.

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

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### Methodology and Criteria

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

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

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

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

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

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

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

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## Descriptions of Land Use Categories

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

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

Only the existing RR zoning district fits CA-designated lands, but this district allows resource extraction activities and other types of development that should be prevented in CA-designated lands. A new zoning designation that would reflect the sensitive nature of CA-designated lands could be adopted into the Land Use Code and then be applied to these lands.

Stream Protection Corridor (SC). On CBJ-owned lands, a SC-Stream Protection Corridor designation serves to protect anadromous fish streams and their tributaries from development that could cause pollution, erosion, depletion of groundwater infiltration or otherwise could degrade the stream corridor and its biological functions. Upon first designation, a 200 foot wide corridor on both sides of the bank would be included within the designated corridor along anadromous fish water bodies included within the Alaska Department of Fish and Game Inventory adopted by the CBJ Assembly. However, this “base” designation should be revised and the length and breadth of the specific corridor should be determined by a scientific/biological

**Comment [bsl27]:** This designation may be more appropriate shown on its own map set (similar to the hazards, watersheds, and SCV maps), as it is an overlay designation that is essentially placed on top of other designations.

assessment of the functionality and habitat value of the particular stream segment; the width and length of the protected corridor may be more or less than the 200-foot base protection zone. No development should be permitted other than passive, non-motorized trails, their support systems and, under special circumstances, roads and parking areas necessary for the maintenance and protection of the resources therein or to facilitate managed non-motorized public access for education and passive recreation activities. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities. The CBJ should retain ownership of these lands.

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

Only the existing RR zoning district fits SC-designated lands, but this district allows resource extraction activities and other types of development that should be prevented in SC-designated lands. A new zoning designation that would reflect the sensitive nature of SC-designated lands could be adopted into the Land Use Code and then be applied to these lands.

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

Only the existing RR zoning district fits NP-designated lands, but this district allows resource extraction activities and other types of development that should be prevented in NP-designated lands. A new zoning designation that would reflect the sensitive nature of NP-designated lands could be adopted into the Land Use Code and then be applied to these lands.

Recreational Service Park (RS). Recreation Service Parks include CBJ-owned lands with parks developed for active recreation, programmed use, and/or community gardens, Recreation, parking, playgrounds and fields, ski lifts, All-Terrain Vehicle (ATV) riding parks, rifle ranges, operations and maintenance-related structures are possible uses or components of RS-designated lands. These lands should be zoned to prevent residential, commercial, and industrial development, as well as resource extraction activities beyond those accessory to park development. The CBJ should retain ownership of these lands.

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Although existing RS-designated lands are found in many different zoning districts, the existing RR zoning district generally fits RS-designated lands best, except that the RR zone allows resource extraction activities and other types of development that should be prevented in RS-designated lands. In some cases, the type of recreation or programmed use proposed for a property would not be allowed in the RR zoning district, and D-1 or other zoning designations

may be a better fit for the property. A new zoning designation that would reflect the sensitive nature of RS-designated lands could be adopted into the Land Use Code and then be applied to these lands. However, as many of the existing RS-designated lands are smaller than the minimum area required for a unique zone, these lands must remain in zone that surrounds or abuts them. Therefore, RS-designated lands may be found in RR, D-1, D-3, D-5, D-10SF, D-10, D-15, D-18, WC, MU, and MU2 zoning districts. Any new residential, mixed-use, or commercial zoning district that is adopted into the Land Use Code could also include RS-designated lands.

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

Only the existing RR zoning district fits REC-designated lands, but this district allows resource extraction activities and other types of development that should be prevented in REC-designated lands. A new zoning designation that would reflect the sensitive nature of REC-designated lands could be adopted into the Land Use Code and then be applied to these lands.

**Watershed (WS)** Watershed lands are in natural, largely undisturbed states that provide, or could in the future provide, water supplies for domestic water consumption. Any development within WS-designated lands should be designed and/or use Best Management Practices to avoid negative impacts to water quality.

Watersheds are overlay land use designations that transcend other land use designation boundaries. Although any zoning district could be overlaid by the WS land use designation, only the existing RR zoning district fits WS-designated lands, but this district allows resource extraction activities and other types of development that should be prevented in WS-designated lands. A new zoning designation that would reflect the sensitive nature of WS-designated lands could be adopted into the Land Use Code and then be applied to these lands.

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

Hazard areas are overlay land use designations that transcend other land use designation boundaries. Although any zoning district could be overlaid by the HA land use designation, residential densities should be kept low unless substantial effort to protect residents is made in project design and construction.

**Scenic Corridor/Viewshed (SCV)** This designation is suitable for CBJ-owned and other public lands whose views of, or whose near and/or distant views from the locale, are deemed as spectacular and/or represent a significant and important representation of the visual character of



the CBJ. The views of, or from, the designated SCV land area toward public vista points or views:

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

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

Scenic Corridors/Viewsheds are overlay land use designations that transcend other land use designation boundaries. Although any zoning district could be overlaid by the SCV land use designation, individual projects should be reviewed for potential impacts to SCV-designated lands. The Land Use Code should include provisions that allow staff and/or the Planning Commission to deny or conditionally approve projects that might negatively impact SCV-designated lands or the viewscape therefrom.

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

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

Deleted: The public use of these lands can be accommodated by any appropriate zoning district, most particularly the same district as the surrounding lands.

Resource Development (RD). Land to be managed primarily to identify and conserve natural resources until specific land uses are identified and developed. Such specific uses may include, where appropriate, resource extraction and development, recreational and visitor-oriented facilities, and residential uses. The area outside the study area of this *Comprehensive Plan* is considered to be designated Resource Development.

Deleted: Transit Corridors (TC). Bus Rapid Transit (BRT) Corridors, fixed-guideway Transit Corridors, or other major transit routes, including land for common carrier passenger transportation service that is available to any person who pays a prescribed fare and that operates on established schedules along designated routes with specific stops. Park & Ride parking facilities and other off-site parking facilities may also be accommodated within Transit Corridors. Transit Corridors can be expected to support Affordable Housing, Transit Oriented Corridor, and Transit Oriented Development overlay zoning districts.

Only the existing RR zoning district fits RD-designated lands. A new zoning designation that would reflect the intent of RD-designated lands could be adopted into the Land Use Code and then be applied to these lands. After available resources have been extracted from these lands, they should be re-designated and re-zoned.

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

The RR and D-1 zoning districts are appropriate zones for the RDR land use designation.

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

The RR, D-1, and D-3 zoning districts are appropriate zones for the RLDR land use designation

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

The RR, D-1, D-3, and D-5 zoning districts are appropriate zones for the ULDR land use designation. The Convenience Store overlay zone is also appropriate for ULDR-designated lands.

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

The D-5, D-10SF, D-10, D-15, and D-18 zoning districts are appropriate zones for the MDR land use designation. The Convenience Store, Affordable Housing, and Transit Oriented overlay zones are also appropriate for MDR-designated lands.

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

Only the existing D-10SF zoning district is an appropriate zone for the MDR/SF land use designation. The Convenience Store, Affordable Housing, and Transit Oriented overlay zones are also appropriate for MDR-designated lands. A new zoning designation that would allow single-family development at densities of up to 20 units per acre could be adopted into the Land Use Code and then be applied to these lands.

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

The D-18 zoning district is the only existing zoning district that is appropriate in this land use designation. New zoning designations that allow residential densities within the range of 18 to 60 units per acre with limited commercial uses permitted as regulated in the Table of Permissible Uses (CBJ 49.25.300) could be adopted into the Land Use Code and then be applied to these lands.

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

The LC, GC, WC, MU, and MU2 zoning districts are all appropriate in this land use designation. New zoning designations that allow residential densities of 18 or more units per acre could be adopted into the land use code and then be applied to these lands.

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

The LC, GC, WC, MU, and MU2 zoning districts are all appropriate in this land use designation. New zoning designations that allow residential densities within the range of 10 to 60 units per acre as well as commercial uses could be adopted into the land use code and then be applied to these lands.

Transit Corridors (TC). Transit Corridors are areas where overlay districts and development bonuses provide incentives for increased residential densities and mixed-use, walkable, transit-oriented development. Benefits extended to properties within Transit Corridors may include lower parking requirements, taller building height restrictions, greater lot coverage limits, and other regulatory relaxations determined to be appropriate for the areas. Transit Corridors extend ¼ mile from transit routes identified as eligible for Transit Corridor overlay or bonus application. Transit Corridor overlay and bonus benefits are lower than for Transit Oriented Nodes or Transit Oriented Corridors.

**Comment [bsl28]:** Although the "MU" designation caused confusion due to the existence of an MU zoning district, staff is not comfortable with the currently-proposed "Urban" designation, either. This term is too strong for most of the areas described, and is likely to alienate residents who do not want to live in an urban environment. It may be more appropriate to call these areas by another name, such as: Community Center/Central Community; Walking District; Convenience District; Main Street District; Core; or other.

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Transit Oriented Corridor (TOC). These lands are located with one-quarter mile of a bus transfer point, express bus stop, or along a major bus route with short headways and long service hours. This area is characterized by high density residential and non-residential land uses in downtown areas, in or near shopping centers, near the University and major employment centers. Residential and non-residential uses could be combined within a single structure, including off-street parking. Ground floor retail space facing roads with parking behind the retail and housing above would be an appropriate and efficient use of the land. Park & Ride parking facilities and other off-site parking facilities may also be accommodated within TOC-designated lands.

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Transit Oriented Corridor is an overlay land use designation that transcends other land use designation boundaries. Although any zoning district could be overlaid by the TOC land use designation, the TOC designation indicates that uses should be mixed and residential densities high (18 to 60 or more dwellings per acre) in any underlying land use designation or zoning district. High-density Residential (18 units per acre or more), Commercial (GC, LC, and WC) as well as Mixed-Use (MU and MU2) zoning districts are all appropriate within TOC-designated lands. Transit Oriented Corridor-designated lands may also be designated as Affordable Housing Overlay zoning districts or other bonus-eligible areas.

Benefits extended to properties within Transit Oriented Corridors may include lower parking requirements, taller building height restrictions, greater lot coverage limits, and other regulatory relaxations determined to be appropriate for the areas.

Transit Oriented Corridor bonuses and overlay areas may require design features identified in Chapter 3 of this plan to be incorporated in projects for bonuses or other regulatory benefits. Transit Oriented Corridor overlay and bonus benefits are lower than for Transit Oriented Nodes and higher than for Transit Corridors.

Transit Oriented Node (TON). These lands are located with one-half mile of a bus transfer point, express bus stop, or around a major bus stop on a route with short headways and long service hours. This area is characterized by high density residential and non-residential land uses in downtown areas, in or near shopping centers, near the University and major employment centers. Residential and non-residential uses should be combined within a single structure, including off-street parking. Ground floor retail space facing roads with parking behind the retail and housing above would be an appropriate and efficient use of the land. Park & Ride parking facilities and other off-site parking facilities may also be accommodated within TON-designated lands.

Transit Oriented Node is an overlay land use designation that transcends other land use designation boundaries. Although any zoning district could be overlaid by the TON land use designation, the TON designation indicates that uses should be mixed and residential densities high (30 to 60 or more dwellings per acre) in any underlying land use designation or zoning district. High-density Residential (30 units per acre or more), Commercial (GC, LC, and WC) as well as Mixed-Use (MU and MU2) zoning districts are all appropriate within TON-designated lands. Transit Oriented Node-designated lands may also be designated as Affordable Housing overlay zoning districts or other bonus-eligible areas.

Benefits extended to properties within Transit Oriented Nodes may include lower parking requirements, taller building height restrictions, greater lot coverage limits, and other regulatory relaxations determined to be appropriate for the areas.

Transit Oriented Node bonuses and overlay areas require design features identified in Chapter 3 of this plan to be incorporated in projects for bonuses or other regulatory benefits. Transit Oriented Node overlay and bonus benefits are higher than for Transit Oriented Corridors and Transit Corridors. Overlay and bonus benefits are highest within ¼ mile of the transit stop identified as the node center but available at lower levels within ½ mile of the node center.

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

**Deleted:** Transition Area (T).  
Predominately undeveloped or low density residential areas within the Urban Service Area boundary that do not yet have public sewer, water, or other specified improvements. A transition area is shown as a lower density classification that would undergo a transition (T) to the specifically-named higher density classification once the needed improvements are made.¶

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The LC, GC, WC, MU, and MU2 zoning districts are all appropriate in the C land use designation. New zoning designations that allow residential densities within the range of 18 to 60 units per acre as well as commercial uses could be adopted into the land use code and then be applied to these lands. Affordable Housing and Transit Oriented overlay districts and density-bonuses are also appropriate for lands in this designation.

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

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The WI and I zoning districts are both appropriate in the LI land use designation.

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

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The RR, I, and WI zoning districts are all appropriate in the IND land use designation. A new zoning district that allowed fewer commercial uses than the I zone does currently could be adopted into the land use code and then be applied to these lands.

Marine Commercial (MC). Land to be used for water-dependent commercial uses such as marinas/boat harbors, marine vessel and equipment sales and repair services, convenience goods and services for commercial and sport fishing, marine recreation and marine tourism activities such as food and beverage services, toilet and bathing facilities, bait and ice shops, small-scale fish processing facilities, hotels and motels, and similar goods and services to support mariners and their guests. Float homes, house boats, and live-aboards would be residential uses to be allowed within an MC district, if adequate services (such as sewer) are provided to the moorage slips. Residences at a density of up to 18 units per acre would be allowed on upland properties in the MC district only if they are above water-dependent ground-floor uses in the same structure.

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The WC and WI zoning districts are appropriate in the MC land use designation. A new zoning district that allowed up to 18 dwelling units per acre when accompanied by water-dependent uses could be adopted into the land use code and then be applied to these lands.

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

Only the existing WI zoning district fits WCI-designated lands.

## Subarea Maps and Subarea Guidelines and Considerations

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

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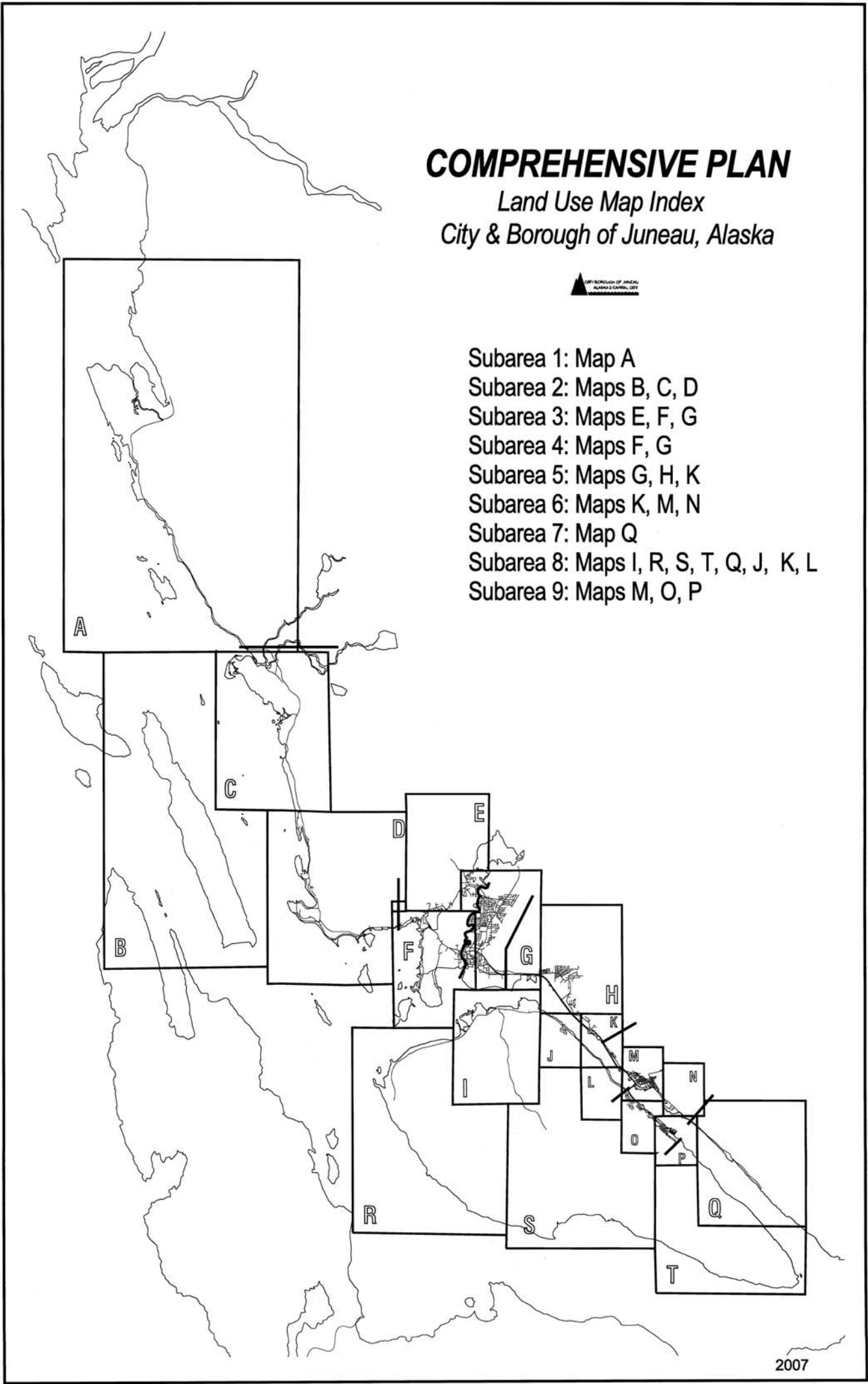
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The nine subareas are shown on the Land Use Map Index.

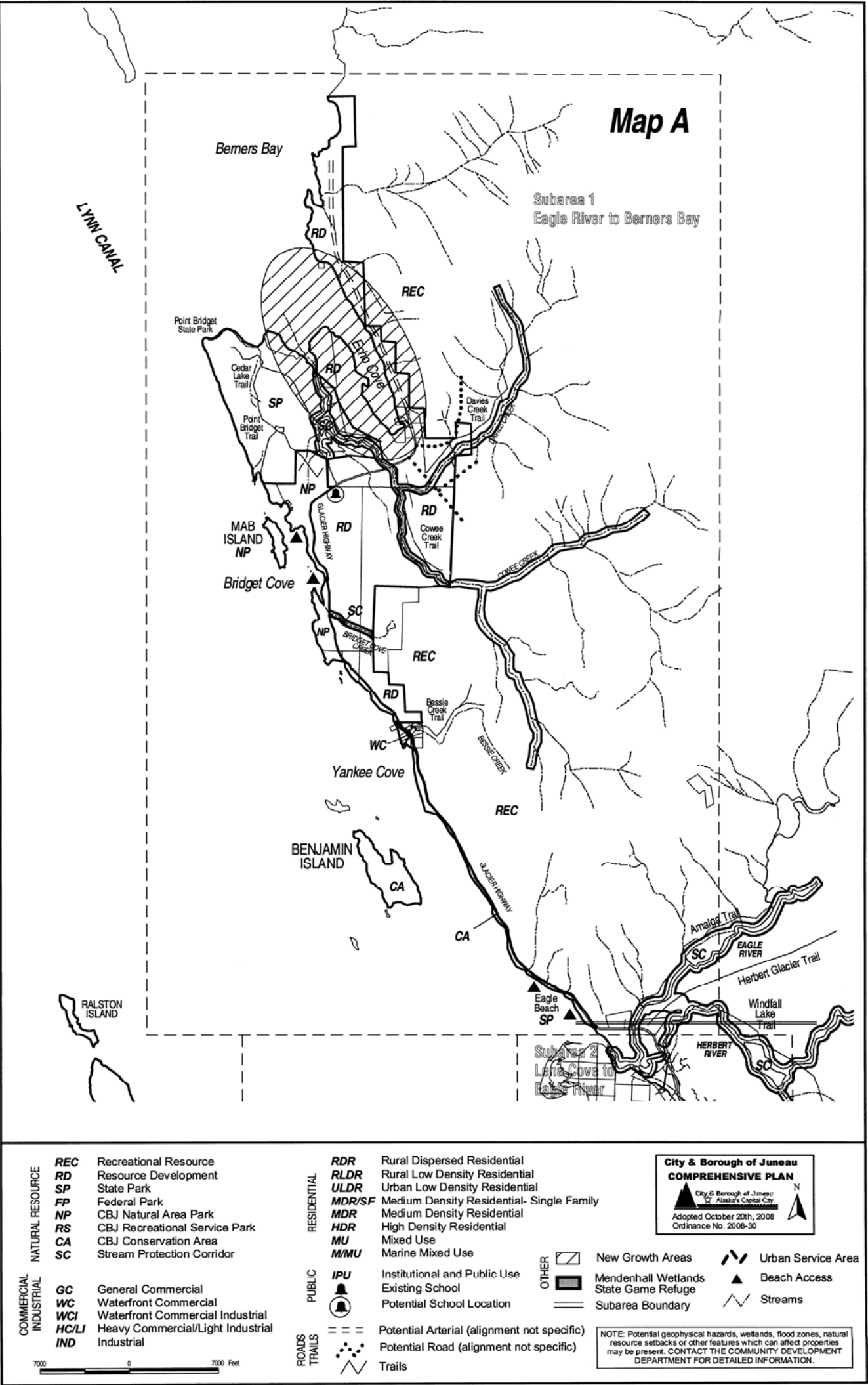
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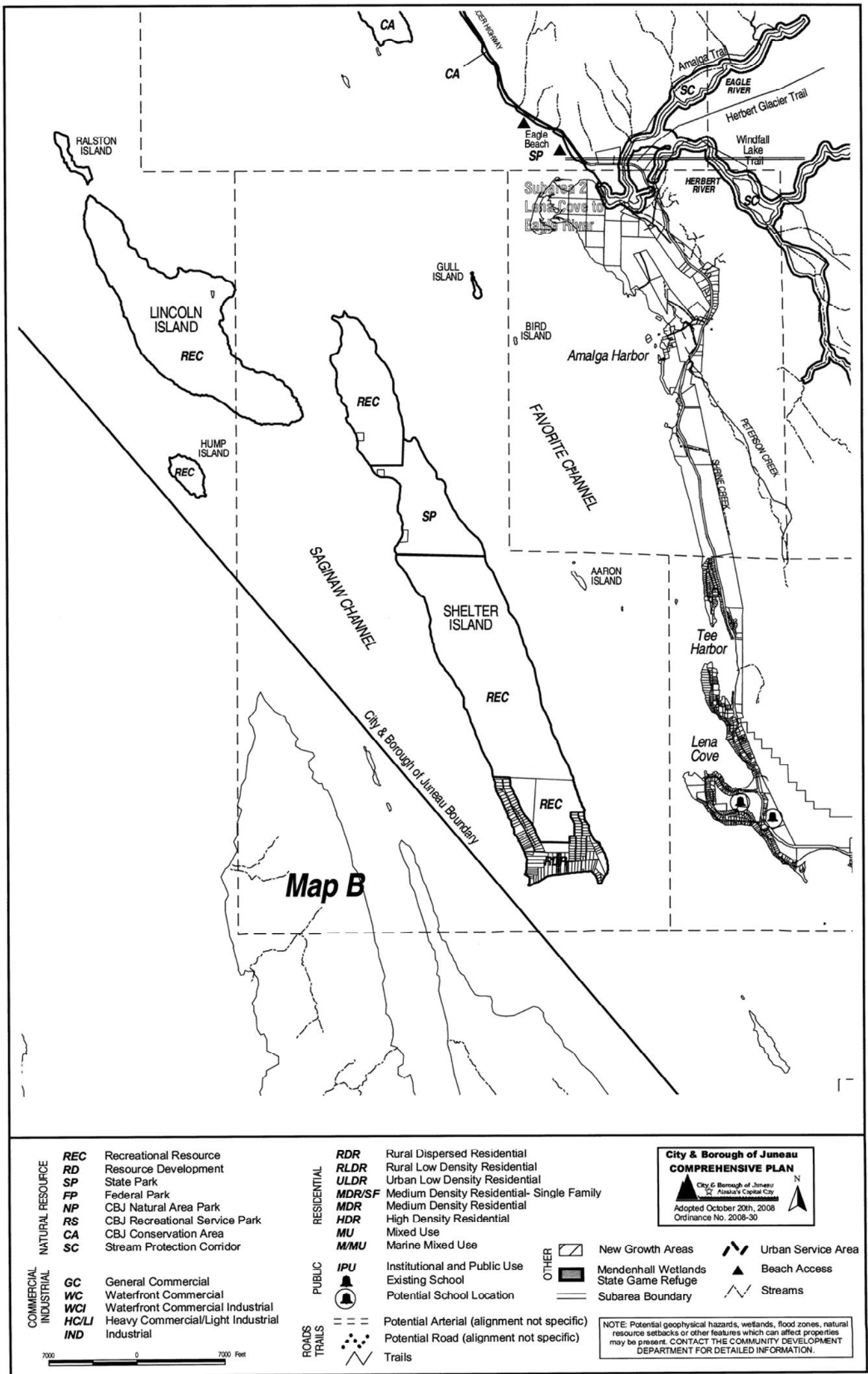
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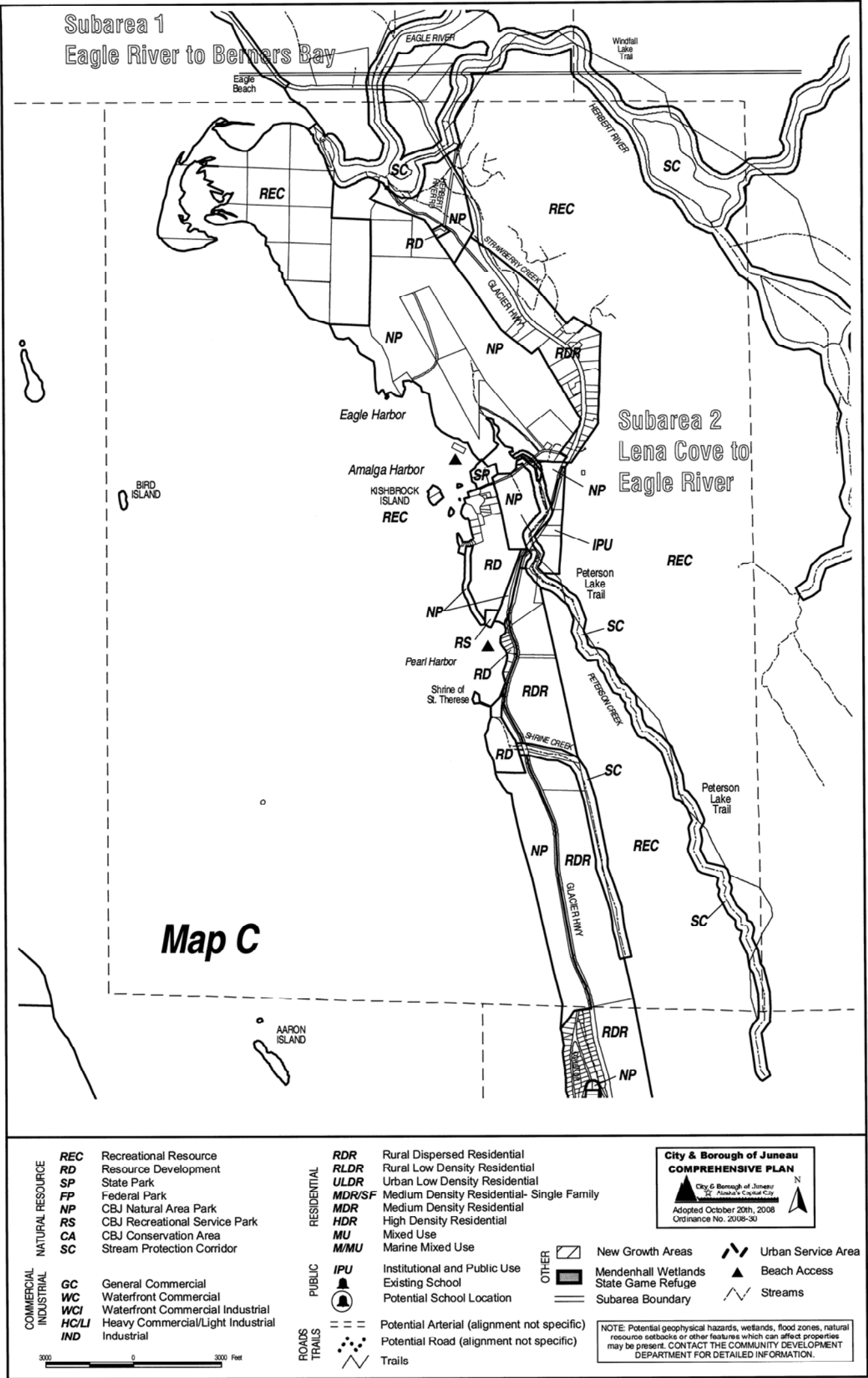


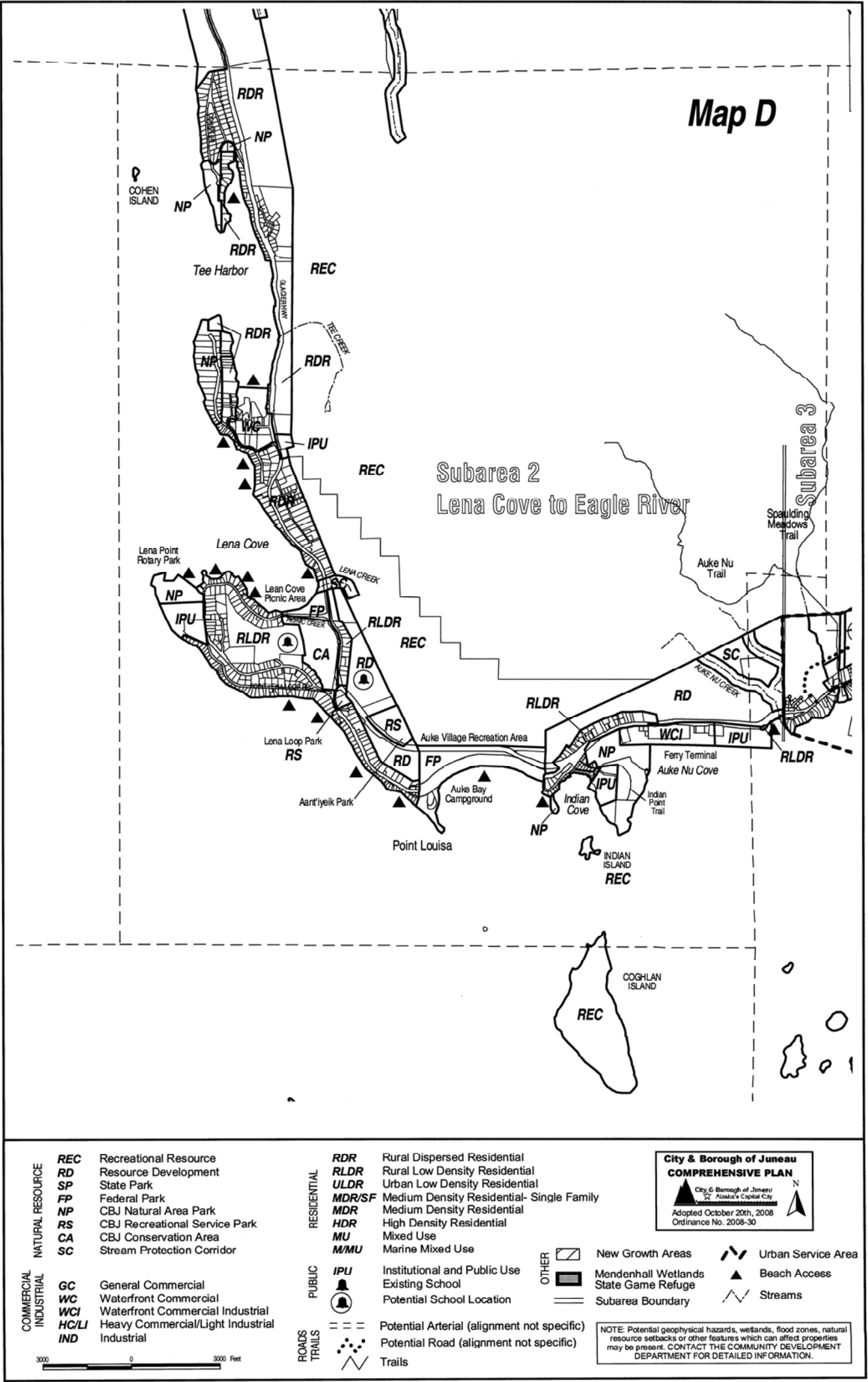




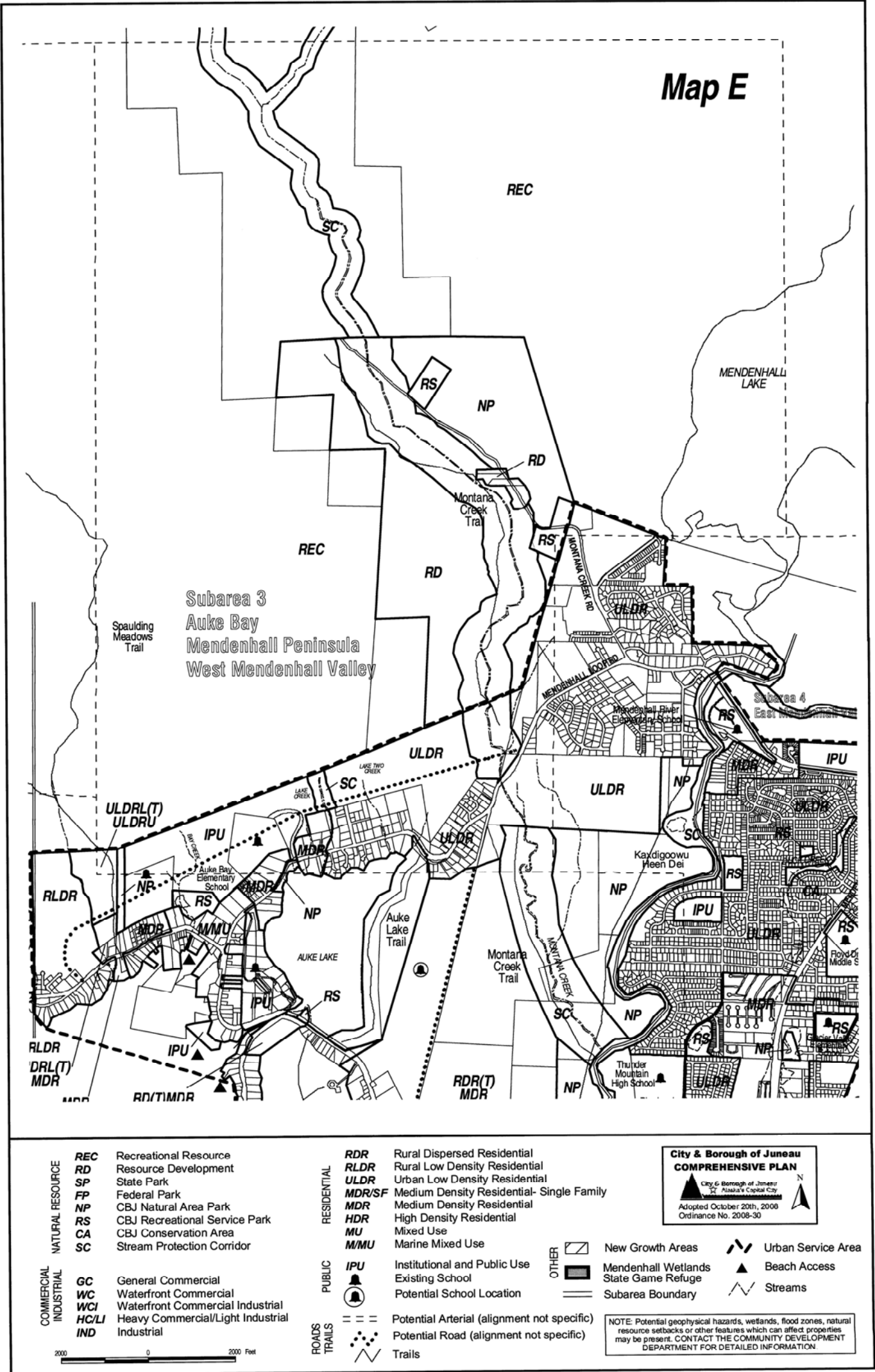


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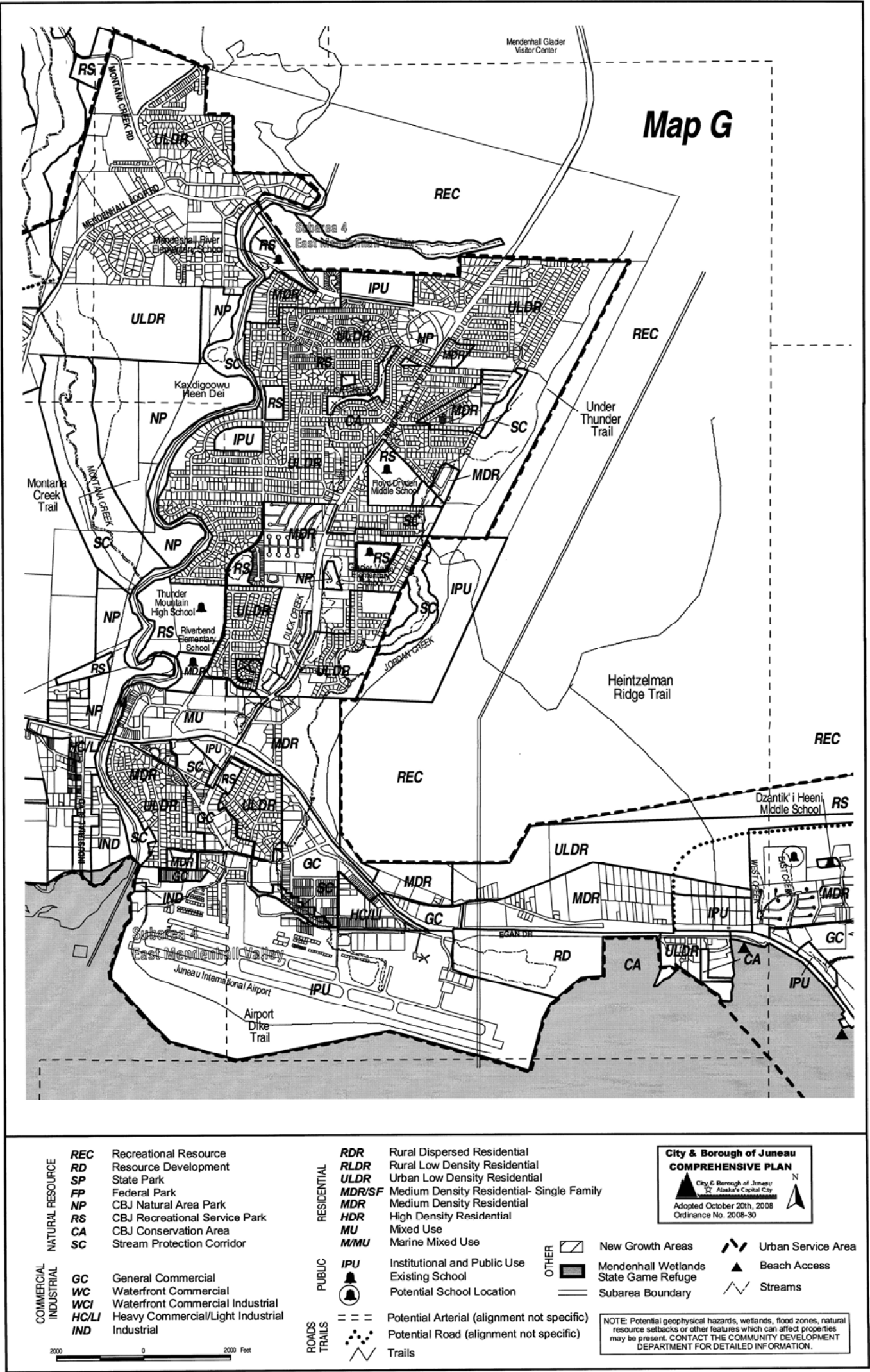


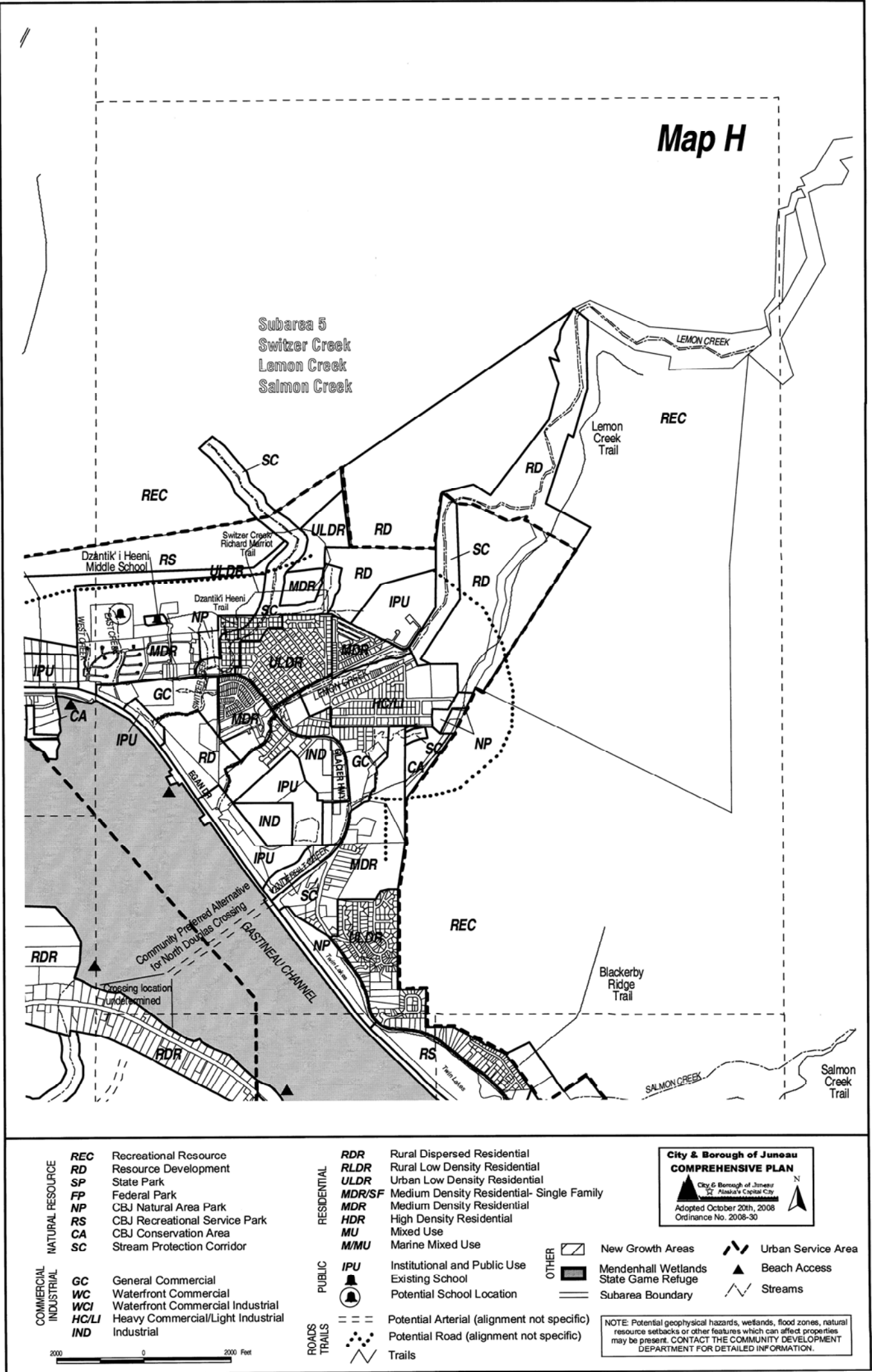




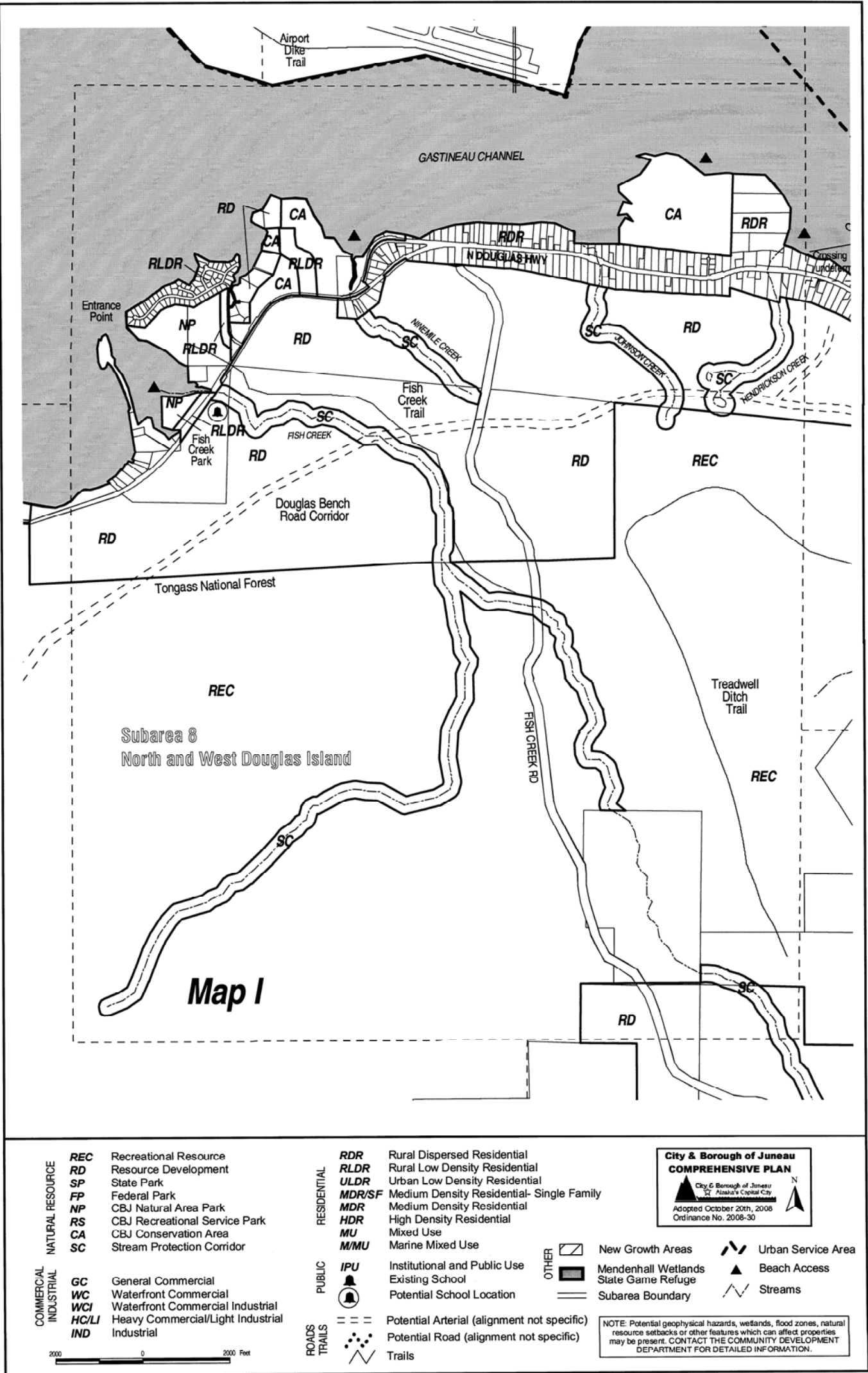








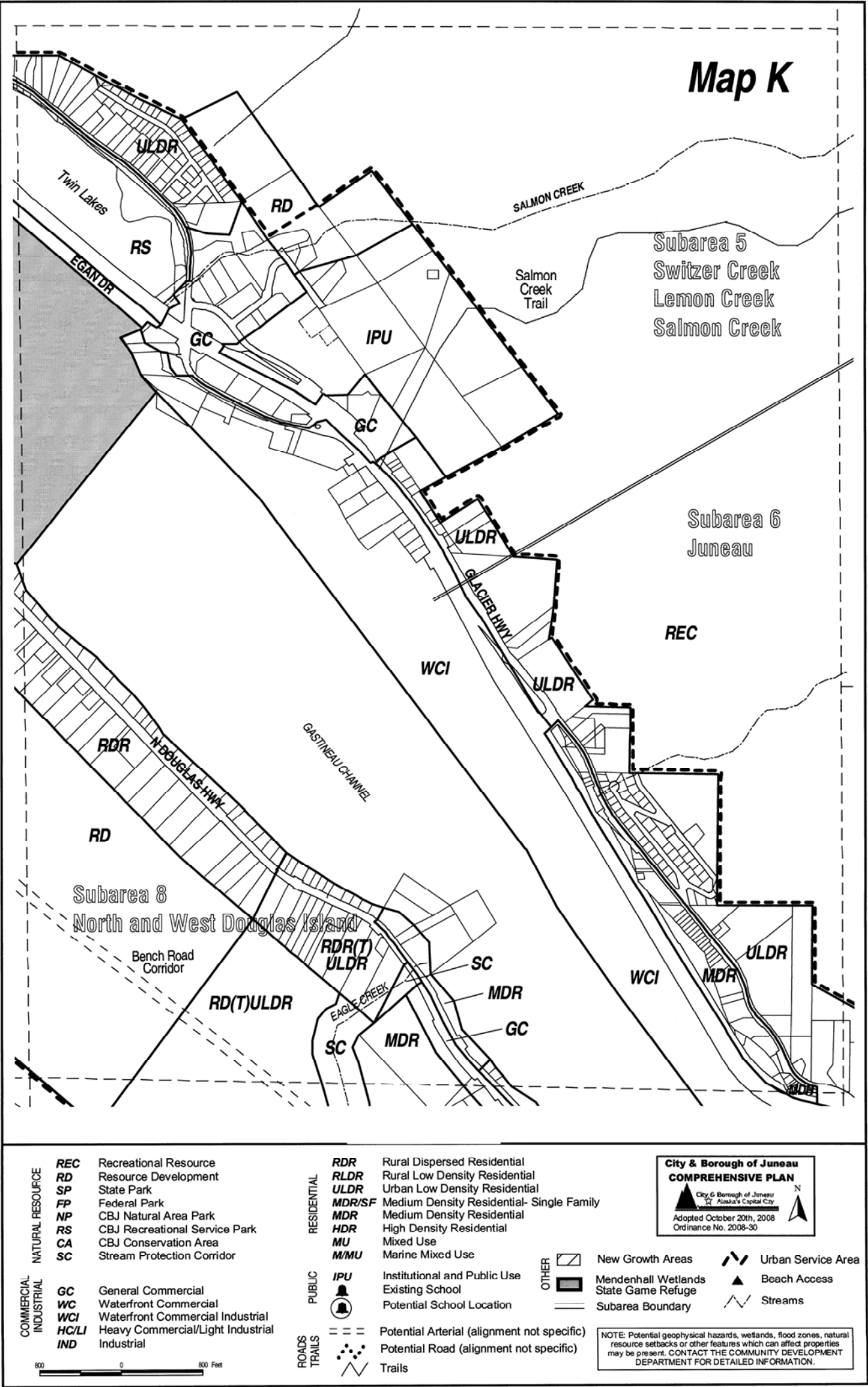




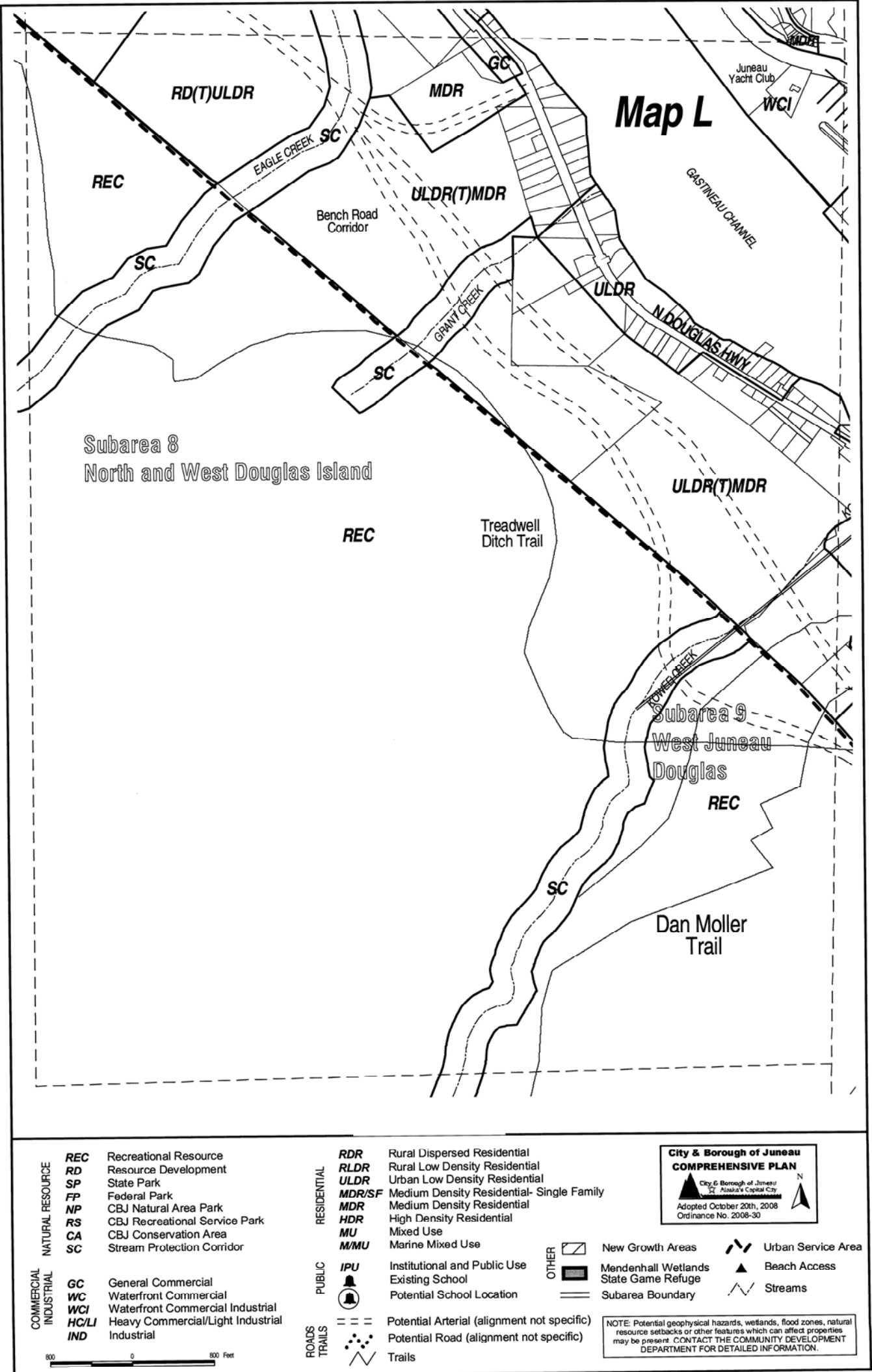
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