

CHAPTER 3

COMMUNITY FORM

Existing Character

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

- Protection of the scenic beauty, fish and wildlife habitat, watersheds and outdoor natural recreation resources that all Juneauites and visitors value and enjoy;
- A balanced economy with a vibrant value-added export industry that provides a livable wage and medical benefits to its employees;
- Sufficient development opportunities to meet a broad range of residents' needs and lifestyles; and
- Compact development within the urban service area (in-fill development) to make the most efficient use of vacant land that is already provided with water, sewer, roads and other utilities and community services, particularly transit, schools and shopping.

The CBJ's land area has four distinct community forms that appeal to a diverse population. Each type of community form satisfies the lifestyle of the residents living therein and those residents have expressed a strong desire to protect and enhance this community form.

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

Suburban: Suburban areas can be found in the area east of the Mendenhall River, north of the airport and west of Thunder Mountain. This area contains the suburban scale neighborhoods of Hidden Lakes, Pleasant Gardens, Mountain View, Kristel Meadows, Montana Creek Road, the Mendenhall Loop Road area, and Glacier Village, among others. Some commercial and industrial developments can be found in clusters within these suburban areas. Those non-residential uses should provide land areas that serve as buffer zones between their operations and adjacent residential uses. The suburban scale is characterized by low densities represented by single-family, detached homes built to 3 to 5 units per acre. Typical suburban mass and scale reflects 1 to 2- story homes with

attached garages on parcels smaller than 1/3 acre. Discretely integrated within these suburban neighborhoods are smaller accessory apartment dwelling units located within the principal home, above or within a garage, or separately on the property. Structures are separated by modest yards, streets, sidewalks, and landscaping. Where the carrying capacity of roads permit, vacant parcels within the suburban neighborhoods served by sewers should be developed at higher residential densities to make most efficient use of public services and infrastructure therein. Accessory apartments and/or small bungalow homes on small lots can achieve this higher density while maintaining the suburban character of the neighborhood.

Rural: Rural areas can be found in the forested areas west of the Mendenhall River and in Thane, North Douglas and the out the road areas of Tee Harbor, Lena Cove, and Indian Cove. Residential densities are low at 1 to 3 units per acre. Many of these areas are served by public water but not public sewer service. If and when public sewer service is provided to rural areas, higher residential densities should be permitted in order to make the most efficient use of this sewer resource. Vacant parcels within rural neighborhoods that are provided municipal sewer service should be developed at suburban densities, although with site design and massing that reflects the rural character of the neighborhood.

Rural Remote: The rural remote areas can be found in the non-roaded areas of South Douglas, Taku River, Shelter Island and other islands within the borough. These areas are characterized by natural resource management and conservation activities and extremely low density homestead-style cabins or homes. The areas are served by few public services, no public water or sewer, and limited police and fire protection. Rural dispersed residential development is intended to occur at a density no greater than one dwelling unit per acre; in some circumstances, densities as low as one unit per 40 acres may be desired. In areas encompassing sensitive fish and wildlife habitat and other natural resources, subdivision of less than 40 acre lots may not be appropriate.

New Development

New development within the 20-year planning horizon of this *Plan* should occur as in-fill development on vacant or underutilized parcels within the Urban Service Area. In the future, new development could occur as new towns or satellite communities in the Echo Cove and West Douglas New Growth Areas designated in this *Plan*.

Compact "In Fill" Development Within the Urban Service Area: This *Plan* designates an approximately 23.9 square mile area within the urban and suburban areas of the City and Borough of Juneau boundaries as an Urban Service Area, within which water, sewer, access roads and other community services are provided or will be in the near future. Providing community services to this compact area is efficient and convenient for users. There are over 100 vacant parcels within the Urban Service Area boundary (USAB) of which from 30 to 60 can be deemed vacant buildable parcels, ranging in size from 1 to 150 acres. Buildable land is considered to be vacant or underused land that is relatively flat and dry; that is, with slopes of less than 18 percent and without high value (Class A and B) wetlands.

Land within the USAB should be efficiently developed before its boundaries are extended to properties outside of the USAB. An efficient development would build to the maximum density allowed by the zoning district within which the property lies, provided that road and intersections serving the new development have adequate capacity and levels of service to accommodate the proposed intensity of development. Buildable lands should be developed as medium- to high-density affordable housing or mixed residential and commercial developments wherever possible and practicable. This is particularly true for lands located within walking distance (approximately one-quarter mile) of public transit service.

Rural Area: Care should be taken that land outside the USAB is not developed at densities with well water and septic sanitary sewer systems in an incremental fashion, such that these on-site septic systems, upon cumulative development in the area, would fail. This has happened on North Douglas and the CBJ government has had, at great community expense, to remedy the unsanitary septic systems by extending municipal sewer systems to those neighborhoods. This should not be repeated and great care should be taken to ensure that the zoning designations, and their associated density controls, are appropriate for areas not served by municipal water and/or sewer services. Land outside the USAB containing natural resources in need of protection from development, or that is unsuitable or not needed for more intense urban development, should be designated and zoned for rural or resource conservation purposes. Urban services are not to be planned for, or extended to, these rural areas. New Growth Areas, as defined below, should have their own self-contained water, sewer, utilities and public services and cannot rely on extensions of municipal services to those areas in order to develop.

New Growth Areas: These are areas in remote areas that are suitable and available for future urban/suburban-scale development when specifically approved by the CBJ government in accordance with the procedures and criteria set out in this *Plan* and in the CBJ Land Use Code. These areas are viewed as new, self-contained towns or villages within remote areas of the borough. They would have a distinct identity and would plan for adequate commercial, residential, health care, educational facilities and public utilities and services. Certain small-scale, non-residential uses, such as port facilities, resource-related industrial development (e.g., a lumber mill or fish processing plant), or recreational or resort uses, may be appropriate, on an interim basis, on portions of areas designated by this *Plan* as a New Growth Area prior to New Growth Area plan approval.

The designated New Growth Areas in Echo Cove and West Douglas Island would each be a self-contained urban area providing a full complement of public services and facilities. Development of housing and services to this housing should occur in compact areas and should represent a minimum residential density of ten residential units per gross acre, which would:

1. Provide the most efficient use of buildable land within these areas;
2. Best accommodate population and economic growth;
3. Provide affordability in housing; and,
4. Make efficient use of transportation facilities and services and other community services provided to those areas.

Transition Area: These lands are located within the Urban Service Area and are not yet provided public sewer service. When provided with sewer service, and when roadway and intersections serving these lands have adequate capacities to accommodate new development (such that post-development, the road and intersection Levels of Service would not be worse than LOS D), transition areas should be rezoned for the designated higher density residential development. Transition areas are designated as the intended higher density on the Comprehensive Plan land use maps, but rezoning these areas to match the land use designation must wait until public sewer service is extended to them.

Adequate Development Opportunities

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

Most of the community's land that is designated for commercial use is either developed or large portions of the land are wetlands and may be unbuildable. Similarly, the community's industrially-zoned lands are either developed, contain wetlands, or feature steep terrain that is unsuitable for industry. A major effort in the 2008 *Plan* Update was the identification of buildable land within or adjacent to the USAB to designate for commerce, industry and housing, and particularly housing at densities that could be affordable to low- or moderate-income households. Unfortunately, this search did not result in finding much buildable land that is readily suitable for development. About 120 CBJ-owned vacant parcels located within the USAB were studied and, of those, only two were deemed buildable within the next few years, as they had relatively easy access to public water, sewer and roads. These two buildable sites (one above Dzantik'i Heeni School, and one under Thunder Mountain), representing about 80 buildable acres, could accommodate about 800 small homes, depending upon the site design. Most of the CBJ-owned candidate sites studied were deemed unbuildable due to steep slopes, presence of high-value wetlands, or avalanche hazards. Two CBJ-owned sites near the University could be buildable within the 20-year planning horizon, once new access roads, intersection capacity improvements to arterial roads serving those properties, and the extension of water, sewer, roads and other utilities to the properties take place. [Also see Figures 4.7 and 4.8 in the following chapter]

One of the primary responsibilities of the CBJ government is to facilitate future growth by ensuring that adequate land is available when needed and in providing a level of public services and facilities sufficient to promote public health, safety, and convenience. Typically, it is advisable to have more than a 15-year supply of vacant land for

commerce, industry, housing and public utilities and facilities to facilitate choice in location, price and size of development. The CBJ government is no longer in a position to provide this inventory of land zoned for those uses, as most of the undeveloped land in the borough is dominated by wetlands, forests, steep slopes, variable terrain and/or is inaccessible by roads. Very few land uses can effectively use this type of terrain and, if they could, the costs to engineer development on those lands, while mitigating environmental impacts, is, today, cost-prohibitive to all but high-priced, low-density residential uses. The CBJ government needs to be very efficient and prudent in how it allocates land uses on the few remaining vacant buildable parcels within the USAB.

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

One mechanism the CBJ government has used in the past to provide some opportunity for more efficient use of land, while assuring adequate community services to these lands, has been use of the transition zone concept, applicable to areas located within the USAB but not yet provided public sewer and/or water service. A designation in a transition zone specifies the lower density zone that can be accommodated by well and/or on-site septic service and it specifies a higher density zone that may go into effect with the provision of public water and sewer and adequate roads to the property. This tool is used in the regulatory Zoning Maps, but is not used in the Comprehensive Plan Land Use Maps, which are aspirational in nature.

Another mechanism is the designation of vacant CBJ-owned buildable sites within the USAB for medium- to high-density residential uses. The CBJ government would identify the areas of these parcels that are buildable; that is, absent high-value wetlands or slopes greater than 18 percent. The CBJ government would then conditionally-rezone these parcels to require the development of a specific density, mix of land uses, site plan, development standards, and levels of housing affordability. The CBJ government would then release those parcels to a for-profit or non-profit development corporation who would immediately build the project and assure the affordability of the designated affordable units therein. This same approach could be offered to private owners of vacant properties within the USAB by creating an Affordable Housing Overlay District land use designation or zoning district. Such an overlay district would allow owners of vacant residentially-, commercially-, or mixed use zoned land to apply to develop their property with specific land uses, densities, building heights and scale, site plans, open space/natural areas, recreation and conservation areas, development standards and affordability requirements specified for the overlay zone.

Unfortunately, many of the privately-owned vacant parcels are located in areas that are served by collector or arterial roads that have reached their carrying capacity; that is, these roads are severely congested during peak morning and evening travel periods. The Alaska Department of Transportation Public Facilities (DOT & PF) traffic studies available for these areas indicate that the Levels of Service (LOS) for numerous intersections in the Mendenhall Valley, Juneau and Douglas Island areas are already at LOS D, E and F during peak periods. A LOS A indicates free flow of traffic whereas a LOS D would indicate frequent delays in entering the intersection. A LOS E would require several minutes of delay in entering an un-signalized intersection, particularly if intending to make a left turn onto the road. A LOS F indicates that the traffic volume exceeds the road's or intersection's design capacity and would require more than one cycle to enter a signalized intersection and several minutes wait to make a left turn onto the road. Levels of Service worse than LOS D are unacceptable levels when considering adding new traffic-generating uses to these affected roads. Until roads and intersections are improved to LOS D or better, generally only land uses that generate traffic during off-peak periods, or that would assure that new patrons or occupants would use public transit services, should be accommodated. [Please also see the Levels of Service discussion in the Transportation Chapter (8) and in the Glossary]

Transit Oriented Development

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

The 2008 *Capital Transit Development Plan* proposes a trunk line bus service from Auke Bay to downtown Juneau

to move riders quickly between major transit nodes, with local circulator routes serving the Mendenhall Valley, Lemon Creek, downtown, and Douglas. Vacant and underutilized lands within walking distance of new routes with short headways and transfer points can be designated for high-density residential or mixed use Transit Oriented Development (TOD) district within the area shown in the Bonus-Eligible Area Overlay District map.

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

Typical Elements of a Transit Oriented Development:

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

Principles for Creating Livable Mixed Use Communities

- *Design on a Human Scale*

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

- *Provide Choices*

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

- *Adapt to Urban Centers*

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

- *Provide Transportation Options*

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

- *Provide a Central Public Gathering Space*

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

- *Protect Environmental Resources*

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

Other sections of the *Comprehensive Plan* address community form and community character issues more specifically; these are found in Chapters 4 (Housing Element), 5 (Economic Development), 10 (Land Use) and 11 (Land Use Maps).

POLICY 3.1. TO BALANCE AVAILABILITY OF SUFFICIENT LAND WITHIN THE DESIGNATED URBAN SERVICE AREA BOUNDARY THAT IS SUITABLY LOCATED AND PROVIDED WITH THE APPROPRIATE PUBLIC SERVICES AND FACILITIES TO MEET THE COMMUNITY'S FUTURE GROWTH NEEDS AND THE PROTECTION OF NATURAL RESOURCES, FISH AND WILDLIFE HABITAT AND SCENIC CORRIDORS.

Standard Operating Procedures

- 3.1 - SOP1 As part of the *Comprehensive Plan* implementation and updating process (see Chapter 18), monitor land availability for various land uses and designate adequate land on the Comprehensive Plan Land Use Map, as appropriate. An expansion or other amendment to the Urban Service Area boundary would be processed as an amendment to the Comprehensive Plan Land Use Maps.
- 3.1 - SOP2 Develop Capital Improvement Plans and budgets for public facilities and services that are needed to support the land use pattern determined in this *Comprehensive Plan*. Priority should be given to support infrastructure needed to facilitate compact, in-fill residential development along transit corridors within the Urban Service Area.

Development Guidelines

- 3.1 - DG1 When considering rezoning applications of land located within the Urban Service Area from an industrial zoning district to a commercial, mixed use or residential district, ensure that there is an adequate supply of land suitable for manufacturing or heavy industrial use elsewhere in the Urban Service Area in an area that can provide heavy weight-carrying-capacity roads and sewers [see also 10.7 - DG2].
- 3.1 - DG2 When considering rezoning applications of land located within the Urban Service Area from a non-residential zoning district to a residential or mixed use district; from a low-density residential district to a higher-density residential district; or from a lower building height district to a higher building height district, promote the development of new medium- (10 to 20 dwelling units per gross acre) to high-density (30 to 60 or more units per gross acre) residential developments that include dwelling units affordable to low-income households as a condition of the rezoning. The affordable units should be dispersed throughout the development, constructed at the same time as the market-rate units, and priced or rented to households with incomes no greater than 80 percent of the City and Borough of Juneau's Median Family Income (MFI) level by household size, as established annually by the U.S. Department of Housing and Urban Development (HUD).

Implementing Actions

- 3.1 - IA1 Revise the Land Use Code to allow, in zoning Transitional (T) zones, the higher density zoning designation to be allowed upon petition by the property owner and approval by the Community Development Department (CDD) Director, rather than by a rezoning action, provided that, as a condition of approval, the property owner ensures the provision of adequate municipal water and sewer service and provides adequate roadway capacity to serve the increased population. For example, a D-3 (T) D-10 could transition to D-10, and a D-1 (T) D-5 could transition to a D-5 as a zoning map amendment, with CDD Director's approval, upon the financial assurance of provision of the water, sewer, road and intersection capacity at a LOS D or better prior to its development.

Suburban and Urban Area Development

The community's future community form depends upon transportation systems, utilities, natural areas and the amount of land available to meet projected demand for residential, commercial and industrial uses and the most appropriate allocation of land for these purposes.

Compact growth in suburban and urban areas is preferable because the use of land is more efficient; urban services are more economically provided and maintained; adverse environmental impacts are minimized; and the majority of residents who prefer a high level of services are better served. In-fill development on vacant lots, or the addition of accessory dwellings or small homes on small lots interspersed throughout an existing neighborhood, is encouraged.

Most commercial and industrial land is located within the Urban Service Area to ensure the provision of the required high level of public services and facilities and to prevent intrusion into environmentally-sensitive and/or resource-rich rural areas. Due to topography and private/public ownership patterns, the developed or urban portion of the community is linear, with major concentrations in the suburban areas of Mendenhall Valley, Salmon Creek, Lemon Creek and Auke Bay on the mainland, and Douglas and West Juneau on Douglas Island.

To make efficient use of limited buildable land and community services as well as to protect natural resources, compact urban development is preferred to urban sprawl. This is also true for the New Growth Area towns. By concentrating development, the CBJ government will limit the number of acres dedicated to urban uses and minimize the per-unit costs of extending sewer, water, utility lines and roadways. Significant reductions in travel, energy consumption and air pollution will result by encouraging the development of residential uses in close proximity to shopping, employment, cultural and recreational facilities.

POLICY 3.2. TO PROMOTE COMPACT URBAN DEVELOPMENT WITHIN THE DESIGNATED URBAN SERVICE AREA TO ENSURE EFFICIENT UTILIZATION OF LAND RESOURCES AND TO FACILITATE COST EFFECTIVE PROVISION OF COMMUNITY SERVICES AND FACILITIES WHILE BALANCING PROTECTION OF NATURAL RESOURCES, FISH AND WILDLIFE HABITAT AND SCENIC CORRIDORS.

Standard Operating Procedures

- 3.2 - SOP1 As part of an orderly update of the *Comprehensive Plan*, the CBJ government reviews and maintains an Urban Service Area boundary that defines the limits within which the full range of urban services, such as water and sewer, will be provided by the CBJ government. Such services should not be provided outside the Urban Service Area. After a thorough review of buildable land within the Urban Service Area, the CBJ government may seek to extend the Urban Service Area boundary to provide adequate land for compact development at a minimum residential density of 10 units per gross acre.
- 3.2 - SOP2 Adopt a Capital Improvement Program (CIP) that schedules community sewer, water, storm drainage, transportation improvements and recreational facilities for all areas within the Urban Service Area.
- 3.2 - SOP3 Establish specific policies and land use categories and land use map designations for the full range of needed land uses and activities with an emphasis on compact development of commercial and residential uses along express (fast service to distinct destinations) public transit corridors.

Rural Area Development

A majority of the land and water within the borough is located outside existing or planned urban areas on the roaded areas of the mainland or Douglas Island. In this *Plan*, this is referred to as the rural area. It is suitable for a broad range of activities including rural residential development, timber harvest, mining and sand/gravel extraction, scenic resources, fish and wildlife habitat, and many forms of outdoor recreational activities.

POLICY 3.3. OUTSIDE OF THE URBAN SERVICE AREA, PERMIT APPROPRIATE LOW-INTENSITY, LOW-IMPACT DEVELOPMENT THAT PROVIDES AN OVERALL PUBLIC BENEFIT IN RURAL AREAS, WHILE ASSURING THE PROTECTION OF NATURAL RESOURCES, FISH AND WILDLIFE HABITAT, WATERSHEDS, SCENIC CORRIDORS, PUBLIC ACCESS TO THE SHORELINE AND INLAND WATER BODIES, AND RECREATIONAL OPPORTUNITIES.

Standard Operating Procedure

- 3.3 - SOP1 Coordinate all planning and development decisions in the rural area with state and federal agencies with the applicable jurisdiction.
- 3.3 - SOP2 Designate on the Comprehensive Plan Land Use Maps and the Land Use Code Maps those publicly-owned land areas that warrant protection for:
 - A. Watersheds for future potable water sources;
 - B. Riparian habitat of anadromous fish streams and lakes;

- C. Access to water and high recreational value; and,
- D. Potential natural hazards, consistent with the Natural Resources Policies and Guidelines of Chapter 7.

Development Guidelines

- 3.3 - DG1 When developing roads, infrastructure or development projects within the rural and remote areas, ensure the protection of adequate un-fragmented fish and wildlife corridors along anadromous fish streams extending from the icefield and uplands to the sea.
- 3.3 - DG2 CBJ-owned shoreline lands that can provide non-motorized access to water bodies and that provide unobstructed views of the water from the shoreline and/or from public roads should remain in their natural state, with the exception of the provision of low-scale recreational facilities and convenience stations such as restrooms, boat launch and/or picnic facilities.

New Growth Area Development

New Growth Areas are defined as sites in rural or remote areas potentially suitable for mixed use with predominantly residential development and characterized by compact, urban densities and a self-contained, full complement of services and facilities, including roads, water and sewer, transit, recreational, educational and neighborhood-commercial services. Within New Growth Areas, specific sub-areas can accommodate regional support services and facilities such as port facilities, transportation- or resource-related industrial development.

The concept of New Growth Areas responds to the need for limited urban-level development opportunities located in remote areas; that is, areas located quite some distance from the existing Urban Service Area. New Growth Areas are particularly well-suited for selected lands owned by the CBJ, Goldbelt Corporation, and the state. There are two New Growth Areas—Echo Cove and West Douglas Island—that are shown conceptually on the Comprehensive Plan Land Use Maps for Subarea 1 and Subarea 9 of Chapter 11. The exact location, size, nature, timing and public/private involvement in the development of these areas will be determined in the future, via a master plan for each specific New Growth Area. The land within each New Growth Area can be expected to be developed with short-term uses that are permitted by the underlying zoning district designation until the infrastructure needed to safely and effectively access these remote areas is provided, such as roads, bridges, and docks.

Development of New Growth Areas as satellite communities was identified as the most desirable way to accommodate growth outside the urban area, rather than to continually sprawl outward from the Urban Service Area with low-density developments served by wells and septic systems. As master planned communities, the New Growth Areas can provide residents the advantages of urban living in an otherwise rural setting while minimizing incursion into environmentally-sensitive areas and making the provision of urban services cost-effective.

Under the provisions of the Alaska Statehood Act, the City and Borough of Juneau has acquired nearly 20,000 acres of state lands that were selected on the basis of their potential residential, economic, and recreational value. Much of this property is located in non-urbanized portions of the borough.

As a beneficiary of the Alaska Native Claims Settlement Act (ANCSA), Goldbelt, Inc., the local ANCSA Corporation, received title to nearly 4,000 acres of property at Echo Cove and on west and south Douglas Island. These tracts are potentially suitable for large-scale residential, recreational, resort, maritime, transportation and/or resource-related industrial development within the parameters of New Growth Areas. The CBJ government and Goldbelt, Inc. developed the West Douglas Conceptual Plan in 1997; Chapter 6 and Plate 1 of that plan have been adopted as additions to the *Comprehensive Plan*, and the nodes of development envisioned in that plan are shown as New Growth Areas on the Comprehensive Plan Land Use Maps (Chapter 11). Planning for a pioneer road accessing Goldbelt, Inc.- and CBJ-owned properties on northwest Douglas Island is underway at the time of the 2013 update to this *Plan*.

The development of carefully sited, well-designed New Growth Areas is an innovative means by which the Juneau residents can have the advantages of rural living and urban amenities. Large amounts of land in single ownership facilitate such development.

POLICY 3.4. TO ENCOURAGE AND FACILITATE THE DEVELOPMENT OF NEW GROWTH AREAS IN SUITABLE LOCATIONS IN THE REMOTE AREAS OF THE BOROUGH IN ORDER TO ACCOMMODATE MASTER PLANNED, SELF-CONTAINED URBAN-LEVEL DEVELOPMENT OPPORTUNITIES OUTSIDE THE URBAN SERVICE AREA.

Development Guidelines

- 3.4 - DG1 New Growth Areas are to be remote, self-contained communities that reflect an urban density yet are located a great distance from the Urban Service Area. The gross density should reflect a minimum residential density of ten dwelling units per acre; this can be reflected in a mixture of housing types and densities such as clustered housing and rural, low density housing over the course of the total residentially-designated lands.
- 3.4 - DG2 Require that each New Growth Area be developed according to a unified, comprehensive plan or master development plan that ensures the:
- A. Use of energy-efficient siting, design, and construction techniques;
 - B. Efficient provision of sanitary sewer, water, storm water drainage and roads based on a sufficient population to support these services;
 - C. Preservation of natural vegetation, watersheds, public vistas, and other natural amenities;
 - D. Provision of passive and active recreational activities, including water access, open space/natural areas, community recreational facilities, and pedestrian and bicycle paths; and
 - E. Elimination of land use conflicts. This is particularly important in developments that combine residential and resource extraction, processing and transport uses.
- 3.4 - DG3 When preparing master plans or development plans for designated New Growth Areas or when considering designating New Growth Areas, identify and establish the following design and development parameters:
- A. Physical assets and amenities, including views, natural vegetation, topography, water access, etc.;
 - B. Physical suitability, including potable water, soils, slopes, drainage, climate, prevailing winds, hazard areas, etc.;
 - C. Potential natural resource conflicts, including fish and wildlife habitats, wetlands, groundwater supplies, commercially-valuable mineral and timber resources, etc.;
 - D. Size/configuration of the land to be developed, assuming compact residential development representing a minimum residential density of ten units per gross acre of residentially-developed land or land within a mixed use district;
 - E. Ownership patterns;
 - F. Proximity to commercial and employment centers;
 - G. Costs of extending roads and public transport to and through the area, and of providing utilities, community water, sewer, and storm drainage;
 - H. Market demand and financial feasibility studies conducted by the CBJ government or private developers;

- I. CBJ government disposition/development strategies for lands under its ownership, current usage of the site; and,
 - J. Subsistence or recreational use conflicts.
- 3.4 - DG4 Require developers, including the CBJ government, to demonstrate economic feasibility and market demand for the proposed development if public lands and/or investments are involved. Determine the pertinent feasibility information, including demographic characteristics, economic conditions, amenities and growth potential of the community prior to permitting development of New Growth Areas.
- 3.4 - DG5 Identify and require assurances of adequate road corridors and potential mass-transit service for New Growth Areas prior to permitting development.
- 3.4 - DG6 Allow for phasing of the development that permits construction in reasonable increments within an overall master plan or planned unit development design concept.
- 3.4 - DG7 Require developers to post bonds, if necessary, to assure that required improvements for the project are completed within a specified timetable and in substantial compliance with the approved development plan.

Implementing Actions

- 3.4 - IA1 Update the New Growth Area section of the Land Use Code to provide flexibility for developing each individual New Growth Area to include all the implementing measures recommended in this *Comprehensive Plan*. Establish minimum open space/natural areas, recreational and landscaping requirements, providing flexibility to allow consideration of new data, conditions, and analysis. Provide minimum standards for roadways and bicycle and pedestrian paths assuring a Level of Service D or better.
- 3.4 - IA2 Revise the Land Use Code to require a demonstration from the developer of a New Growth Area that the number of residential units proposed therein will be sufficient to create a viable community and support the efficient and cost-effective provision of roads and utilities such as community-level water, sewer, and drainage systems. The acreage required will be based in part on assuming a minimum average urban density of ten dwelling units per gross acre; this will allow flexibility in providing high density housing clustered around a village center as well as suburban densities outside of the core residential area(s). Additional acreage to accommodate undisturbed fish and wildlife corridors and buffer zones, open space/natural areas, future expansion, recreational, public and commercial uses may be required.
- 3.4 - IA3 Establish policies and procedures for classifications, management and disposal of CBJ-owned lands in New Growth Areas, through the use, in part, of the Lands Management Ordinance (CBJ 53.09).

