

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.

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 2013 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.

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.

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.

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 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.
- 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:
- A. Existing residential areas;
 - B. Areas with potential for in-fill development; and,
 - 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.
- 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.

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.
- 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.
- 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.

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.

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.
- 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.
- 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.

- 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.

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.

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.

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:
- 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.

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.

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.

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:
- 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.
- 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.

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).
- 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.
- 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.
- 10.4 - IA4 Encourage mixed-use waterfront development that minimizes view obstruction of existing development and/or important viewsheds.

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.

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.

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.
- 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.
- 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.
- 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.

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

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.

POLICY 10.6. TO REQUIRE NEW RESIDENTIAL DEVELOPMENTS TO MEET MINIMUM CRITERIA FOR OVERALL SITE DESIGN INCLUDING PROVISION OF LIGHT, AIR AND PRIVACY.

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 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.
- 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.
- 10.6 - IA4 Amend the Land Use Code to ensure that development proposals are evaluated with regard to site design, including:
 - A. Preservation of anadromous fish streams, high-value wetlands, natural terrain features, and historic resources;
 - 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;
 - C. Safe and convenient circulation for autos, pedestrians, and bicycles;
 - D. Building placement that respects the terrain, maximizes light, air, and energy efficiency, as well as protecting the privacy of neighbors; and,
 - E. Consideration of compatibility factors related to surrounding land uses and public facilities.

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, 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.

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.

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.

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.

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.

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 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.

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:

- 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.

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

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.

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.

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

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

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" (TBMP) program to control and minimize adverse noise, traffic, air and water quality impacts of their industry.

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.

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.

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

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.

Implementing Action

10.8 - IA1 Implement public transit service to and from the Alaska Marine Highway System ferry terminal.

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.

Standard Operating Procedure

10.9 – SOP1 Cooperate with state and local museums, cultural venues, the Juneau Arts and Humanities Council, the Juneau Convention and Visitor’s Bureau, and Centennial Hall staff to publicize and promote authentic Juneau and Alaska experiences and opportunities for visitors.

Development Guideline

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

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.

10.9 – IA2 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.

10.9 – IA3 The CBJ should support citizen initiatives investigating ways to revitalize the downtown Juneau area.

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.

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.

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.

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 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.

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.

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

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.

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

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.

At least as important as waterfront facilities is the maintenance and protection of the waterway serving those facilities. Juneau is fortunate to have several protected port and harbor areas, but obstacles to maritime travel also exist and must be acknowledged. 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.

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

Standard Operating Procedures

- 10.12 - SOP1 As part of a careful planning analysis of the uses of shoreline areas, designate lands on the Comprehensive Plan Land Use Maps that are suitable for water-dependent uses such as new or expanded docks, harbors and port facilities, marine drayage facilities, cruise ship facilities, recreation and tourism boat facilities, marine fuel depots, fisheries gear and vessel repair facilities, ice plants, landing and loading facilities, marine gear sales and service outlets, and public access to the water and shoreline facilities. Designate these areas as Marine Commercial (MC) or Waterfront Commercial/Industrial (WCI) lands on the Land Use maps in this Plan, and as appropriate zones in the zoning maps, to prohibit non-water-dependent uses such as office or non-maritime-related commercial uses within those districts. Allow residences above water-dependent uses in MC-designated lands, and prohibit permanent residences other than caretaker units in WCI-designated lands. Assure public access to the shoreline and waters for passive and active recreation uses.
- 10.12 - SOP2 Within the Capital Improvement Program (CIP), identify special infrastructure needs for port and water-dependent development.
- 10.12 - SOP3 Maintain and improve design review procedures to assure that proposals for waterfront development are evaluated with regard to site design, building placement, protection of view corridors from the sea and to the sea, exterior lighting, public access, water quality, and other factors related to surrounding properties, land uses and public facilities.

Development Guideline

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

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.
- 10.12 – IA2 Work with other southeast Alaska communities to support regional economic development goals and to minimize unnecessary duplication of waterfront services and infrastructure where possible.

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. 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.

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

Standard Operating Procedures

- 10.13 - SOP1 Maintain one or more categories on the Comprehensive Plan Land Use Maps and the Zoning Maps that allow high density residential and retail and office uses as mixed use developments. Provision of public transit services to mixed use developments would justify lower parking requirements, particularly for housing to be occupied by students, seasonal workers, the elderly and/or mobility-impaired persons.
- 10.13 - SOP2 Maintain and improve provisions in the Land Use Code that include performance standards covering building height, site coverage, landscaping, buffering from incompatible uses, access, signage, parking and other design standards in the Mixed Use zones. Maintain and improve design review procedures to assure that proposals for mixed use development are evaluated with regard to site design, building placement, parking, landscaping, exterior lighting, and other factors ensuring privacy and livability of the project residents as well as factors to ensure the project is compatible with, and a good neighbor to, surrounding properties, land uses, and public facilities.

Implementing Actions

- 10.13 - IA1 Rezone the land areas so designated in this Plan for appropriate mixed use designations.
- 10.13 - IA2 Establish development standards and design guidelines for new mixed use developments patterned on the Transit Oriented Development guidelines cited in Chapter 3 of this Plan.
- 10.13 - IA3 Conduct an area plan for the Auke Bay community to create an attractive, pedestrian-oriented marine mixed use village that promotes affordable housing and accommodates the space and livability needs and objectives of residents, University students and faculty, recreational enthusiasts, fishermen and women, business operators, property owners, and area fish and wildlife.

- 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.

Public Uses

POLICY 10.14. TO RESERVE SUFFICIENT LANDS TO SUPPORT THE DEVELOPMENT OF PUBLIC FACILITIES THAT ARE ANTICIPATED TO BE NEEDED BY THE COMMUNITY IN THE FORESEEABLE FUTURE, INCLUDING RIGHTS-OF-WAY, SCHOOL SITES, PARKS, STREAM CORRIDORS, AND OTHER PUBLIC FACILITIES.

Standard Operating Procedure

- 10.14 – SOP1 Review potential land acquisitions and their proposed use for consistency with the Comprehensive Plan, and only seek acquisition of those properties that can be developed as desired in a manner that is consistent with the Comprehensive Plan. This SOP is not to be interpreted to preclude acquisitions that are achieved through tax foreclosure, donation, or other such unanticipated means; only those acquisitions that are actively sought by the CBJ should be reviewed for consistency with the Comprehensive Plan.

Implementing Action

- 10.14 - IA1 Amend the Land Use Code to create new overlay zoning districts for development bonus eligibility, such as Transit-Oriented Development (TOD) or Affordable Housing (AHOD), and for parks and stream corridors, view corridors (View Corridor Protection Overlay District), and for Noise Notification Overlay Districts; map those districts on the appropriate properties.

POLICY 10.15. 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.

Standard Operating Procedure

- 10.15 - 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.

Implementing Action

- 10.15 - IA1 Acquire or dispose of properties in the downtown area as appropriate to facilitate the development of uses, public and private, that further the goals for the downtown area adopted in this Comprehensive Plan.

