CHAPTER 4.

TRANSPORTATION, PUBLIC FACILITIES, SERVICES, AND AMENITIES

This Chapter addresses the infrastructure and a variety of public services grouped into four subject sections: Transportation, where the emphasis is primarily on structures, but includes some attention to traveling activity; Public Facilities, where the emphasis is on maintenance and enhancement of infrastructure such as water, sewer and drainage; Public Services, which may involve structures, but where the emphasis is on services and programs; and, Cultural Services and Amenities, where the emphasis is on quality of life considerations, and addresses the education, recreation, scenic and cultural needs of the community.

TRANSPORTATION

An efficient and balanced urban transportation system facilitates the movement of people and goods to and within the CBJ while conserving energy and reducing air pollution. Timely and coordinated multi-modal transportation improvements to the current system are necessary to support the growth patterns envisioned in this plan.

New opportunities have emerged to plan and fund the construction of local transportation facilities through the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). The federal act now considers local transportation issues including roads, pedestrian facilities, bike lanes, scenic enhancements and local transit improvements as well as other transportation-related improvements.

Regional Transportation System

Due to the lack of a road connection with other regions of Alaska and Canada, the CBJ depends upon air and marine transportation which also serves the southeast region of Alaska. Waterway transit accounts for much of the passenger, most freight and all vehicular traffic to and from Juneau.
Juneau International Airport

Juneau's airport has played an important role in the past development of the city and will play an even more important role in future development. The airport is an integral part of many of the policies and implementing actions of the Comprehensive Plan, such as state capital, tourism and visitors, commercial and industrial development, mining, seafood industry and commercial fishing, regional economics and services, wetlands, noise, and regional transportation system.

The airport is part of residents’ private and professional lives. Air transportation in Juneau is critical for the movement of goods and people. Much of the commerce in Juneau passes through the airport as cargo or as business people traveling to or from the capital city. Residents visiting their elected representatives and state government agencies mainly use air transportation. The rapid growth of tourism has made Juneau’s airport the second busiest in the state. The projected growth in tourism will result in an even busier airport.

Further, the airport serves as a hub for northern Southeast Alaska. Residents of Haines, Skagway, Gustavus, Hoonah, and other communities are served by carriers using Juneau's airport. Connections to the lower 48, as well as the rest of Alaska, are made in Juneau. The development of Juneau as a regional center for commerce and medical service will emphasize this aspect of the airport’s role. The FAA classifies Juneau International Airport as a small hub airport.

It is critical that Juneau continue the orderly development of the airport to meet the expanding needs of Juneau residents and to provide access for Alaskans to their legislature and state government. Wise development of the airport will contribute to the economic growth and diversification of the community. Juneau’s airport plays a fundamental role in the basic infrastructure of the City, more so than in most areas of the country.

Surface Transportation

State and federal transportation agencies are responsible for providing surface links between Juneau and other communities of the Alaskan panhandle, or Canada, that have road access. In 1994, a study was initiated to study the environmental consequences of the alternative routes and methods and to select a preferred route. The Department of Transportation and Public Facilities (DOT&PF) continues to conduct a route assessment entitled the Juneau Access Study. The alternatives listed include, no-build, marine (ferry), west Lynn Canal, east Lynn Canal, and Taku River route. The Taku River route has been substantially eliminated from
consideration because of opposition by the British Columbia government. Other than no-build, all alternatives have some form of ferry link, either interim operations between phases or on a permanent basis.

**Marine Transportation**

There is strong local support for increasing ferry service to and from other points in Southeastern Alaska, thus expanding Juneau’s role as a regional center. The Auke Bay terminal was expanded to simultaneously accommodate two ships in 1982. The expansion significantly increased ferry traffic particularly in the summertime tour season.

The CBJ must maintain its regional, national, and international transportation links if it is to prosper and overcome its physical isolation. As Southeast Alaska’s largest city, Juneau can improve its role as a regional transportation and service center by improving its access to this transportation network.

**POLICY 4.1. IT IS THE POLICY OF THE CBJ TO SUPPORT THE IMPROVEMENT OF TRANSPORTATION SYSTEMS WHICH REINFORCE JUNEAU’S ROLE AS THE CAPITAL CITY OF ALASKA AND A REGIONAL TRANSPORTATION AND SERVICE CENTER. IT IS FURTHER THE POLICY OF THE CBJ TO MAINTAIN AIRPORT FACILITIES THAT PROVIDE BASIC TRANSPORTATION NEEDS FOR JUNEAU RESIDENTS AS WELL AS FOR OTHER ALASKANS AND VISITORS TO JUNEAU, AND TO WORK WITH THE PUBLIC AND PRIVATE SECTORS TO FACILITATE COMMERCE, ECONOMIC DEVELOPMENT, AND ACCESS TO ALASKA’S CAPITAL CITY.**

**Implementing actions:**

4.1.1. Assume a leadership role in the encouragement of surface transportation links into and out of the borough. Consider all alternatives to improve transportation links between Haines, Skagway and other areas of Southeast Alaska, including roadways, high speed ferries, and light or standard rail.

4.1.2. Update and keep the Airport Master Plan current.
4.1.3. Protect all designated airport properties from land use conflict and/or displacement.

4.1.4. Maintain an entity to carry out airport planning, development and oversee airport management functions.

4.1.5. Encourage the development of a Global Positioning System (GPS) to allow increased weather-limited landings at the Juneau Airport.

4.1.6. Improve transportation facilities that accommodate air and marine links between the CBJ and outlying communities.

4.1.7. Undertake a comprehensive port facilities feasibility study.

4.1.8. Coordinate activities with appropriate state and federal transportation agencies and the private sector to determine priority, timing, interagency roles and responsibilities, and funding.

4.1.9. Encourage early and meaningful public participation in transportation decision-making processes.

Local Transportation System

With the exception of the Mendenhall Valley, existing development in the CBJ is linear, that is, confined to narrow benches of land on either side of the Gastineau Channel and Lynn Canal. This makes transportation facilities comparatively more expensive than in other areas where arterials can serve more homes or businesses per mile of length. Traffic congestion caused by community growth and tourism-related activities has increased in the downtown area and other corridors in the borough. The CBJ has identified a general list of transportation-related problems which include:

- Defining the nature and scope of the downtown transportation needs which result in poor circulation and parking problems.

- Current transportation facilities are inadequate to support increased development of north and west Douglas Island.

- Traffic congestion at 10th Street and Egan Drive, and Douglas Highway on the Douglas side of the Juneau-Douglas Bridge.
A shortage of marine industrial port facilities which limits the number and type of services that can be located in Juneau.

Traffic congestion and safety considerations for the Glacier Highway through the Lemon Creek area and Sunny Point Intersection/Access.

Traffic congestion in the vicinity of Mendenhall Mall and Vintage Park.

Increasing traffic congestion and vehicular and pedestrian conflicts in the downtown area especially during the summer tour season.

Incomplete and dangerous bike routes.

Street marking technology which is inadequate for Juneau’s climate.

Juneau’s public transit system is patronized heavily by state and federal office workers commuting between downtown Juneau and the Mendenhall Valley. The system currently accommodates approximately 8 to 10 percent of the commuter work force in the downtown area. The system has the potential of displacing a substantial portion of the total vehicular trips made in the CBJ. A number of recommendations from the Capital Transit Detailed Development Program, 1988-1992 are being considered to improve the quality of service and to increase ridership.

Previous investigations made by both DOT&PF and the CBJ for rail transportation of commuters between the Mendenhall Valley and the downtown indicated that this was not economically justifiable. However, the provision of a dedicated commuter lane on Egan Drive is a feasible, less costly, alternative which can provide much better transit service without requiring additional land for right-of-way.

Improved pedestrian and bicycle movement within and between major concentrations of population is needed to provide an alternative to automobile travel. Pedestrian and bicycle facilities are needed to provide safer and more efficient movement within and between neighborhoods and major concentrations of population. These facilities are also important as an aspect of recreation.

Private barge docks in downtown Juneau are not conveniently accessible to the Mendenhall Valley, the center of commercial and residential growth in the CBJ. North Douglas Island has been identified as a possible location for new freight facilities, but this is feasible only if a second channel crossing is built. Cruise ship moorages also require improvement and expansion.
New improvements to small boat marinas and boat ramps, including Atnalga Harbor and the government float at Auke Bay have greatly improved the capacity of these facilities. Additional parking at Auke Bay and continued boat ramp improvements are needed.

The CBJ Harbor Board was formed by the Assembly to oversee new development projects. Emphasis has been placed on improving facilities to serve the fishing fleet and promote local fish processing as well as providing facilities and services to recreational mariners.

It is critical that the CBJ provide an efficient roadway system which facilitates traffic within and between major population centers, including the Valley, Auke Bay, and Douglas Island, as well as to and within downtown, the region’s employment, cultural, and tourist center.

**POLICY 4.2. IT IS THE POLICY OF THE CBJ TO PROMOTE A BALANCED, WELL-INTEGRATED LOCAL TRANSPORTATION SYSTEM WHICH PROVIDES SAFE, CONVENIENT AND ENERGY EFFICIENT ACCESS AND FACILITATES THE MOVEMENT OF COMMODITIES.**

**Implementing actions:**

4.2.1. Urge formation of a Transportation Advisory Committee and enhance CBJ staff capability to address long- and short-range planning issues related to surface, marine, and air transportation for the borough.

4.2.2. Develop a list of needed roadway improvements according to priority, cost, and potential funding, and incorporate it into the CBJ's capital improvement plan and ISTEA Statewide Transportation Improvement Program Needs list. Potential road corridors in the Mendenhall Valley/Auke Bay and on Douglas Island are illustrated on the Comprehensive Plan maps.

4.2.3. Develop an overall intermodal transportation plan for the CBJ.

4.2.4. Develop an agreement between the CBJ and the Alaska Department of Transportation that spells out the responsibilities for planning, construction, maintenance and ownership of roads within the CBJ.

4.2.5. Require dedication of all needed rights-of-way. Obtain commitments to construct local and collector roadway improvements from private developers when projects are approved.
4.2.6. Review and implement adequate development standards in subdivision and other development ordinances to facilitate vehicular traffic and provide safe pedestrian and bicycle access.

4.2.7. Designate corridors for planned and potential roadways on the Comprehensive Plan maps to establish a basis for subsequent site specific studies, which also address the mitigation of associated environmental impacts through proper location of the actual right-of-way. Revise CBJ development ordinances to assure that needed rights-of-way for planned or potential roadways are reserved when development proposals are reviewed and approved.

4.2.8. Urge DOT&PF to adopt detailed and comprehensive improvement plans for roadways under state jurisdiction. These plans should include clear goals and intentions for each roadway corridor and be developed through a public process.

4.2.9. Prepare and adopt a classification ordinance and map identifying the existing and/or proposed level of use for each street in the CBJ within the following categories:

- **Arterial.** A street intended to carry large volumes of traffic at steady speeds with minimum interruptions to traffic flow, generally connecting with collector streets and major traffic generators within the area.
- **Collector.** A street which forms the boundary of major blocks of land, is intended primarily for inter-neighborhood traffic, connects neighborhood local road systems to arterials, and is often a feeder road to commercial areas from the arterial system.
- **Street.** Designed to provide vehicular access to abutting properties and discourage through-traffic.

4.2.10. Evaluate DOT&PF design concepts and endorse an accelerated schedule for improvements of the intersection near Sunny Point.

4.2.11. Encourage the upgrading of Thane Road with that portion from Taku Smokeries to the CBJ Sewer Treatment Plant as the highest priority, and from the CBJ Sewer Treatment Plant to Sheep Creek next in priority. All reconstruction of Thane Road should include pedestrian and bike lanes.

4.2.12. Urge more frequent painting or use of more durable marking material for crosswalk and street demarcation.
4.2.13 Evaluate the motor vehicle and pedestrian access to the Juneau International Airport including ingress, egress, parking, and non-airport traffic flow. Consider methods for routing non-airport traffic through alternative arterials.

**Alternative Means of Transportation**

Despite its contribution to congestion, air pollution, expense, and inefficient use of energy, the private automobile remains the favored mode of transportation in the CBJ. To minimize these problems, the CBJ can encourage and support the provision of alternative transportation opportunities. The most significant impact results from increasing the patronage of public bus service, augmented by private carpools and vanpools. Bicycling is an alternative for shorter commuter and shopping trips as well as recreation many months of the year and should be encouraged within and between all major concentrations of population. Improved pedestrian access should greatly enhance the use of the downtown core area by local employees, shoppers and tourists.

**POLICY 4.3. IT IS THE POLICY OF THE CBJ TO PROMOTE AND FACILITATE TRANSPORTATION ALTERNATIVES TO AUTOMOBILES AS A MEANS OF REDUCING CONGESTION AND AIR POLLUTION AND CONSERVING ENERGY.**

**Implementing actions:**

4.3.1. Continue implementation of the Capital Transit Development Program.

   1. Expand Capital Transit to provide holiday service.

   2. Provide additional bus service during peak hours to the Mendenhall Valley and Douglas.

   3. Implement new marketing programs to increase mass transit ridership.

4.3.2. Explore the feasibility of a downtown shuttle service and a Mendenhall Valley shuttle service linked by express buses. Consider using vehicles with alternative fuels.

4.3.3. Evaluate the provision of park-and-ride service.
4.3.4. Evaluate reinstitution of a CBJ-supported carpool program.

4.3.5. Develop employee incentives to use alternative modes of transportation which will not require the use of parking spaces in the Downtown area. Specifically establish such a system for CBJ employees to set a good example for other government and private sector employers.

4.3.6. Provide bus shelters and turnouts pursuant to the 1994 “Bus Passenger Shelter Design and Location Study.”

4.3.7. Require bicycle and pedestrian paths, preferably separated from automobile traffic, in all new growth areas and planned unit developments. Provide sidewalks and bicycle paths in and around the expanded campus of the University of Alaska Southeast, particularly in conjunction with the construction of student housing in the Auke Bay area.

4.3.8. Continue to support supplementary transit service for the elderly and handicapped.

4.3.9. Provide secure bike parking facilities at public buildings and encourage them in private developments.

4.3.10. Complete and/or upgrade a continuous separated bicycle/pedestrian pathway between the Mendenhall Valley and downtown Juneau by connecting those portions now existing.

4.3.11. Require sidewalks and bicycle paths or lanes along existing or newly constructed arterial and collector streets where appropriate to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

4.3.12. Undertake a comprehensive study in cooperation with Alaska DOT&PF to determine the feasibility of a light rail, commuter lanes, or other mass transit systems to link Downtown with the Valley. The study should also include analysis and recommendations for zoning changes to allow land use patterns to reach the population densities necessary to justify such a system.

4.3.13. Identify and establish mass transit corridors.

4.3.14. Identify pedestrian routes in the Downtown area. Include provisions for rest areas, and methods to reduce the conflicts between pedestrian, bicycle, and vehicular traffic.
Subarea Transportation Needs

As documented in the Downtown Transportation Plan prepared for the CBJ in 1987, there are several major transportation problems in downtown Juneau. Coordinated planning is needed to improve traffic circulation, accommodate additional off-street parking, increase mass transit service and facilitate pedestrian movement. These improvements support the role of downtown as a residential neighborhood and governmental, cultural, and tourist center.

For the past two decades, the Mendenhall Valley/Auke Bay Vicinity has been the most rapidly growing area in the CBJ. Future growth patterns in this area have been considered in the Mendenhall Valley Transportation Plan Update completed in 1987 with a number of changes recommended to proposed road improvements. These include deletion of the planned Jordan Creek and West Valley collectors. Also numerous improvements are recommended to upgrade existing roadways including Glacier Highway, Egan Drive and the Mendenhall Loop Road.

Existing traffic conditions on Glacier Highway in the airport commercial area are congested and improvements are necessary to allow safer and more efficient vehicular and pedestrian movement.

If north, west and/or south Douglas Island are developed extensively, major road improvements will be necessary to facilitate the movement of traffic between the island and the rest of the CBJ. These include the widening and possible extension of Douglas Highway northward or southward, construction of a parallel bench road, and/or construction of a channel crossing to the Mendenhall Valley.

During the past decade, the CBJ has commissioned studies concerning waterfront development, airport expansion and transportation conditions in downtown Juneau and the Mendenhall Valley. However, a comprehensive evaluation of CBJ-wide transportation needs has not been completed.

To insure a smoothly functioning transportation system, the CBJ must address some serious transportation problems within and between major concentrations of population. The areas most affected by projected growth, and therefore most subject to increased congestion, include downtown Juneau, Lemon/Scott Creek, Mendenhall Valley/Auke Bay and Douglas Island.

Policy 4.4: It is the policy of the CBJ to respond to the special transportation needs of each subarea of the

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BOROUGH AND TO INTEGRATE THEM INTO A BOROUGH WIDE COMPREHENSIVE TRANSPORTATION PLAN.

Implementing actions:

**Downtown**

4.4.1. Encourage alternative modes of transportation to downtown Juneau such as more buses (including a shuttle service), vanpools and carpools, walking and bicycling for commuters.

4.4.2. Encourage the state, federal, and local government to adopt policies encouraging staggered work hours to relieve peak hour congestion.

4.4.3. Provide additional parking and alternative transportation opportunities to support downtown office, housing, retail, recreational, and cultural activities. Specifically, the CBJ should establish a partnership with private parties, developers, nearby landowners, federal government and the state to construct a transportation terminal within the CBJ near the downtown area which will consolidate parking and offer a hub for commuter and local shuttle transit vehicles.

4.4.4. Reduce allowable on-street parking to facilitate vehicular and pedestrian circulation as off-street parking becomes available.

4.4.5. Work with the state and the private sector to provide needed parking for employees through the construction of adequate multi-level parking associated with any major office development.

4.4.6. Encourage employers to promote the use of mass transit and carpooling among their employees as an alternative to additional parking.

4.4.7. Maintain and improve design standards for new developments which facilitate pedestrian movement, particularly in the waterfront and retail core areas. Explore the possibility of providing a network of pedestrian skyways connecting major office buildings and new developments.

4.4.8. Encourage DOT&PF to provide necessary improvements to Egan Drive to allow pedestrians safe crossing and access between Aurora Harbor and the AJ Rock Dump.
4.4.9. Continue to pursue the “harbor bypass” whereby existing streets and parking lots serving Aurora Harbor, the University of Alaska Southeast Marine Technology Center, Harris Harbor and the office complexes on the south side of the mainland bridge approach can all be interconnected with a public street.

4.4.10. Continue to pursue an upgrade project for the “West Willoughby/Glacier Avenue Corridor” from Centennial Hall to the high school.

4.4.11. Evaluate pedestrian access improvements to downtown which could include a connection between Willoughby Avenue and Fourth Street.

4.4.12. Encourage DOT&PF to take steps to reduce congestion at Tenth and Egan.

4.4.13. Encourage city, state and federal employers to provide sufficient parking facilities for downtown offices.

4.4.14. Consider and adopt, where and when applicable, the findings and recommendations from the 1994 Downtown Tour Season Traffic Study.

**Lemon Creek/ Switzer Creek**

4.4.15. Locate the proposed Lemon/Switzer Creek corridor between medium and low density residential land uses where possible.

4.4.16. Evaluate the need for a route connecting the proposed corridor with Glacier Highway or Egan Drive in the vicinity of Lemon Creek or Anka Street.

4.4.17. Require sidewalks and bicycle paths or lanes along existing or newly-constructed arterial and collector streets, where appropriate, to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

**Mendenhall Valley/ Auke Bay**

4.4.18. Pursue the upgrade of Glacier Highway between the McNugget intersection and the Loop Road.

4.4.19. Undertake transportation improvements within Auke Bay to accommodate additional demand resulting from the construction of the ferry terminal, boat marina, and other facilities, as well as the expansion of the University of Alaska
Southeast. The proposed corridor should follow the division between low and medium density residential uses where possible.

4.4.20. Evaluate a corridor re-alignment of Glacier Highway from its intersection with UAS to Auke Bay. Encourage a new driveway for UAS that avoids the Auke Lake Wayside and minimizes adverse traffic impacts.

4.4.21. Require sidewalks and bicycle paths or lanes along existing or newly-constructed arterial and collector streets, where appropriate, to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

**Douglas Island**

4.4.22. Locate potential road corridors in Douglas/West Juneau between low and medium density residential uses where possible.

4.4.23. Renew municipal support for construction of a second channel crossing to encourage use of north and west Douglas Island. Evaluate the economic, environmental, and engineering feasibility of a channel crossing to the Mendenhall Valley.

4.4.24. Designate corridor extensions of Douglas Highway access to the west and south sides of the island to serve potential sites of new growth.

4.4.25. Require sidewalks and bicycle paths or lanes along existing or newly-constructed arterial and collector streets, where appropriate, to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

**Rural**

4.4.26. Develop a review procedure for the siting of dock facilities outside the waterfront districts.

4.4.27. Evaluate the extension of Glacier Highway northward into Berners Bay to enable a marine terminal in Berners Bay that could accommodate the Kensington and Jualin Mines and the Alaska Marine Highway System and provide benefits to other maritime users.
4.4.28. Require sidewalks and bicycle paths or lanes along existing or newly-constructed arterial and collector streets, where appropriate, to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

PUBLIC AND PRIVATE UTILITIES AND FACILITIES

Public facilities--public buildings, water service, sewer services, earth retention structures and storm drainage systems--are not only important to the health, safety and economic well-being of Juneau, but they also strongly influence future growth patterns. The development envisioned in this comprehensive plan cannot be realized without the availability of public facilities and services on a timely and efficient basis.

There was rapid growth during the 1982-86 period, largely in the Mendenhall Valley but also in the north Douglas and Lemon Creek areas. In 1987 growth virtually stopped due to a dramatic contraction of the state budget. However, since the late 80’s growth continued, gathering momentum each year so that by 1995, residential and commercial construction is again quite significant. Despite flattening of the state budget, this level of activity could continue through the rest of the '90s because of the presence of the State Capital in Juneau, mining and tourism. A six-year capital improvements program (CIP) has been a major tool in determining the priority, timing and funding of needed facilities. The CIP should more closely reflect the recommendations in the adopted Comprehensive Plan.

Provision of Public Facilities

The CBJ generally funds improvements to the infrastructure through user fees, special assessments such as local improvement districts (LIDs), and sales tax initiatives passed by the voters. The community has also received substantial grants from the State of Alaska and the federal government, but these sources have diminished considerably in recent years. This reinforces the need for careful planning and avoiding over expansion of community services.

In 1988 funding for improvements for storm drainage commenced under a capital improvements program financed partially from sales tax revenue. An estimated $500,000 a year is being spent to improve storm drainage. As streets are reconstructed in the downtown area, storm drainage is reconstructed and separated from the sewer system. Separation and new storm drain facility construction will
continue through the mid 1990’s and beyond if the sales tax revenue source continues to be partially dedicated to this function.

Together with the transportation network and private utility and communications systems, public services, and facilities provide the community’s “urban glue” and require efficient and timely provision. A full complement of services and facilities to promote the public's health, safety and quality of life is needed to provide adequately for the density and intensity of land uses envisioned in the urban service area and proposed new growth areas. This level of service is not necessary in rural areas nor can it be provided in an economically efficient manner. To allocate its scarce resources efficiently, the CBJ must make public investments which meet the greatest need and serve the greatest number of residents.

**POLICY 4.5. IT IS THE POLICY OF THE CBJ TO PLAN FOR THE TIMELY AND EFFICIENT PROVISION OF AN APPROPRIATE LEVEL OF PUBLIC FACILITIES AND SERVICES IN ALL DEVELOPED AND DEVELOPING AREAS OF THE CBJ.**

**Implementing actions:**

4.5.1. Maintain an urban service boundary which defines the limits within which the full range of urban services, such as water and sewer, will be provided by the CBJ. Except for fulfilling existing commitments or serving new growth areas, such services are not to be provided elsewhere. The urban service boundary will be delineated in the Land Use Code.

4.5.2. Set standards for improvements required in new development in the CBJ, primarily new subdivisions and commercial developments, that coincide with the established Urban Service Boundary.

4.5.3. Continue to utilize the six-year capital improvements program (CIP) which includes a list of projects to be funded during the coming fiscal year as well as those recommended for consideration during the subsequent five years. Annually review all previously unfunded projects and new projects and extend the CIP an additional year.

**Public Water, Sewer, Storm Drainage and Retaining Walls**

To support the nature and density of development envisioned in the urban service and new growth areas, enhance the quality of life, promote public health, and
protect the environment, the CBJ should provide adequate water, sewer, storm drainage, and earth retention facilities. In addition to long established municipal water systems in downtown Juneau and Douglas, the area-wide water system expansion now serves the Mendenhall Valley, Lemon Creek, Auke Bay to Indian Point, and Douglas Island from the community of Douglas to the Forest Service Boundary near Fish Creek. The system now serves all of the east Mendenhall Valley, Auke Bay, and extends out Glacier Highway to serve the Lena Loop residential area. Residents further out, in the Tee Harbor area are now indicating a desire for water service. The system as designed and installed is not intended to support large demand industrial users. The supply is not adequate and the distribution system is not adequate for these types of users without substantial additional investment.

The water system as installed provides sufficient water flows and reservoir capacities in the majority of the community to qualify the community for a IS0 rating of five. Prior to the improvements in the system only Juneau and West Juneau could qualify for this rating. The CBJ area-wide water system receives its water from two sources, Gold Creek Basin and Salmon Creek Reservoir.

Extension of public water to evermore remote locations with correspondingly lower residential density becomes extremely expensive on a per-service basis. The cost to serve residents on north Douglas and Lena Loop, for example, ranges between $30,000 and $40,000 per service and could be as low as $5,000 per service in more densely developed areas like the east Mendenhall Valley. In 1984, when residents voted on a sales tax increase to expand the water system, these cost distinctions were not part of the public discussion. Rather, an official commitment was defined by the election pamphlet which showed water service to all of the areas now served. That was the expectation when the tax election was held and that expectation has now been fulfilled. It is thus appropriate to consider cost-per-service once again in making system expansion decisions.

The Auke Bay wastewater treatment plant frequently operates over its design limit. New development in the area will tax the plant beyond its limit. A sewer line needs to be constructed from the Mendenhall Wastewater Treatment Plant out to Auke Bay and the Auke Bay plant converted to a lift station in the immediate future.

Due to slope and soil conditions, many areas not served by sewer are marginally suitable for on-site septic systems. Due to a lack of resources, the Alaska Department of Environmental Conservation (DEC), which is responsible for local enforcement, cannot adequately monitor the installation and maintenance of septic systems.
To prevent potentially serious health problems, sewer service should be available in all new urban development areas. In areas within the urban service area, extension of existing municipal systems is likely to be the most economically and technically feasible alternative. In new growth areas, some distance from municipal systems, a packaged or community-wide sewage treatment is appropriate. In the early 90's, sewer was extended to the upper west Mendenhall Valley to serve several hundred residences that had been using on-lot disposal with high rates of failure.

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

All potential new growth areas may be most feasibly served through the use of self-contained water, sewer and storm drainage facilities. To help decide whether these should be publicly or privately owned and maintained, the CBJ should first determine its future obligation with regard to the development of these areas.

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

**POLICY 4.6. IT IS THE POLICY OF THE CBJ TO EXTEND PUBLIC WATER, SEWER, STORM DRAINAGE, AND EARTH RETENTION FACILITIES TO ALL AREAS WITHIN THE URBAN SERVICE BOUNDARY WHICH LACK SUCH SERVICE.**
**Implementing actions:**

4.6.1.  Amend the Land Use Code to specify that no urban service, specifically sewer, and storm drainage, will be provided by the CBJ in any location beyond the Urban Service Boundary and that the CBJ water system will not be extended beyond its 1995 configuration. Extensions should only be considered after a decision has been made to expand the boundary.

4.6.2.  Coordinate public services and facilities and assist private developers to identify state sources of technical information and funding.

4.6.3.  Request the Alaska Department of Environmental Conservation to improve its regulation of on-site sewage disposal in the CBJ and provide assistance to their program to identify and monitor existing systems within the CBJ or to transfer this function to the CBJ with sufficient resources to enable an adequate transition.

4.6.4.  Develop plans for overall storm drainage systems, including public provision of the central drainage system within the urban service area and storm/sanitary sewer separation.

4.6.5.  Implement through the capital improvements program those central storm drainage systems identified in the planning process.

4.6.6.  Develop a program to prioritize the reconstruction of retaining walls within the Urban Service Boundary. Incorporate CBJ staff and Planning Commission review at the design stage to consider specific design features and impacts on the neighborhood.

4.6.7.  Determine CBJ’s role in development in new growth areas and decide whether public services should be publicly or privately owned and maintained.

4.6.8.  Consider as a top priority connection of the Mendenhall and Auke Bay treatment plants, together with infilling of urban areas not presently serviced by city sewer.

**Electrical Generation and Distribution**

A substantially expanded section on energy has been added to Chapter 2 which addresses a much wider array of subjects and issues. This section is specifically
aimed at the electrical system for Juneau and is included in this subject section because the network is one of the linear components essential for modern life. The privately owned Alaska Electric Light and Power Company (AEL&P) distributes electricity throughout most of the roaded area of Juneau. AEL&P buys most of its power wholesale from the federally-constructed Snettisham hydropower facility some 25 miles south of downtown Juneau, but it also generates power from hydro facilities on Salmon Creek, Annex Creek and Gold Creek. AEL&P also maintains a wide assortment of standby generating facilities when the primary hydro source is unavailable. The standby facilities include fourteen diesel generators and four jet turbine-powered generators.

**POLICY 4.8. IT IS THE POLICY OF THE CBJ TO ENCOURAGE THE PROVISION OF AN ADEQUATE SUPPLY OF HYDROELECTRIC POWER TO PROVIDE FOR THE CONTINUED GROWTH AND DEVELOPMENT OF THE COMMUNITY.**

**Implementing actions:**

4.8.1. Encourage the continued development of hydroelectric power generating facilities to provide for future community needs.

**PUBLIC AND SEMI-PUBLIC SERVICES**

This section focuses attention on the service and program aspect of the services discussed below. This section addresses physical services that any community requires in order to function. The next subject section addresses cultural services and needs.

**Solid Waste**

Disposal of solid waste is an essential community service. Assurance that solid waste disposal occurs in an aesthetic, safe and environmentally-sound manner is in the public interest. Local government frequently provides solid waste disposal services, directly with its own personnel, or indirectly with a contractor. Juneau's solid waste services are currently provided by the private sector, with the exception of the household hazardous waste program.

Heightened concern about environmental impacts of solid waste landfills have resulted in more stringent federal standards for siting, operating, and closing landfills. This trend has resulted in greater costs in constructing new, and
managing existing landfills. Nationwide, there is increasing emphasis on developing integrated waste management systems in which waste reduction and recycling are preferred over traditional waste disposal options of incineration and landflling.

In the last several years, the CBJ has taken an active role in addressing solid waste issues and developing alternatives for recycling, waste stream reduction, and hazardous waste disposal, and in conducting a formal study for new landfill sites. The CBJ has conducted or been involved with a number of other studies related to solid waste disposal. The CBJ is also in the process of evaluating the Lemon Creek area (CBJ land) for possible development, including landfill and recycling facilities. Solid waste disposal is an essential service in any community.

**POLICY 4.9. IT IS THE POLICY OF THE CBJ TO PROMOTE EFFICIENT, SAFE AND ENVIRONMENTALLY SOUND METHODS FOR THE DISPOSAL OF SOLID WASTE.**

**Implementing actions:**

4.9.1. Reserve the top two candidate landfill sites (and a buffer surrounding them) which were identified in the October 1993 “Technical Reconnaissance Study for New Landfill Site Selection,” by designating those sites public/institutional in the Comprehensive Plan.

4.9.2. Prepare and adopt a solid waste management plan that presents a methodology for implementing an integrated waste management system.

4.9.3. Acquire or develop CBJ property that could be used for a recycling/processing center.

4.9.4. Continue to explore alternative disposal methods, including recycling, energy recovery, and/or compaction to reduce the quantity of solid waste requiring landflling.

**Police Protection**

Many changes have occurred with regard to police protection in Juneau. A three-phase process starting in 1986 resulted in area-wide responsibility of enforcement activities shifting from a combination of Juneau Police Department/State Troopers to mainly JPD. July 1, 1993 was the beginning of Phase III. Full police protection
of CBJ became JPD's responsibility. The Juneau Police Department has forty-five commissioned officers and twenty-five records and dispatch personnel. The State Troopers are still responsible for search and rescue operations and for response to complaints or offenses which occur at the Lemon Creek Correctional Institute. Violations and complaints related to State of Alaska or Federal fish and game statutes are the responsibility of the Alaska Department of Public Safety.

In the mid-1990s, JPD completed installation of the “enhanced 9-l-l system” and improved their internal computerized records management and computer dispatch system. The enhanced 9-l-l system provides JPD dispatch or the PSAP (Public Safety Answering Point) the telephone number of the calling party, name and address to which the number is designated, name of business, building name, cross street information, phone type. It also provides that location to the proper primary and secondary law enforcement, fire, emergency medical service, and other special emergency services (i.e., Poison control, TTD service, Foreign Language service). The CBJ is preparing a conceptual design for a new public safety building. This building will replace the inadequate facilities which currently house the JPD. A new police facility and the addition of centralized communication will increase efficiency and effectiveness of the JPD.

**POLICY 4.10. IT IS THE POLICY OF THE CBJ TO PROMOTE ADEQUATE AND EFFICIENT POLICE PROTECTION FOR THE COMMUNITY.**

**Implementing actions:**

4.10.1. Encourage and support coordination of services between state, federal, and local police.

4.10.2. Develop and review the strategic location of police and fire facilities including a plan for centralized dispatch of all emergency and essential services.

4.10.3. Continue with the planning effort to design a centralized public safety facility. Proceed with efforts to secure funding for the facility so it becomes reality.

4.10.4. Update and improve JPD's computerized dispatch and record keeping systems to increase efficiency.

4.10.5. Maintain enhanced 9-l-l system.

4.10.6. Continue to improve computerized integration of JPD and CDD and other CBJ departments.
Fire Protection and Emergency Services

Fire protection is a fundamental and basic community service which is one of the first services usually provided in a community and has often been the seed from which other community services have grown. The fire department is responsible for the prevention and extinguishment of fire, the protection of life and property against fire, the removal of fire hazards, and the provision of field emergency medical services. In 1992, the fire and emergency medical service, borough-wide was given the name Capital City Fire and Rescue or CCFR.

The CBJ had been divided into eight fire protection districts and five semi-autonomous fire departments prior to 1994. Consolidation of the fire service into one department took place in April 1994. A Joint Chiefs committee was established as an advisory committee to the Assembly to represent each fire department.

CCFR has five fire stations which have all been constructed since 1979. Each station has different amounts and types of fire apparatus based upon its responsibilities. The Glacier District has the additional responsibility of airport rescue and fire fighting. CCFR is also charged with enforcement of the Fire Code and does so in a review of building permit applications and inspection of construction coordinated with the Community Development Department.

CCFR provides emergency medical services at the advance life support level. Medical units are stationed at the Juneau and Glacier stations. Paid staff are trained at the advanced cardiac life support level. Rescue squads in volunteer departments are an integral part of this service and augment the paid staff. The department has a Dive Rescue Team available as a quick response team for water-related emergencies.

CBJ staff from various departments are undergoing training to form a CBJ Crisis Management Team (CMT). The role of the CMT is to respond to a major incident that exceeds the capabilities of the fire department and assume command and control. The team functions within the scope of the Incident Command System.

**POLICY 4.11. IT IS THE POLICY OF THE CBJ TO PROMOTE ADEQUATE AND EFFICIENT FIRE PROTECTION AND FIELD EMERGENCY MEDICAL CARE FOR ALL CITIZENS. IT IS FURTHER THE POLICY OF THE CBJ TO ESTABLISH AND MAINTAIN AN INCIDENT RESPONSE**
ORGANIZATION TO RESPOND TO LARGE-SCALE EVENTS AND DISASTERS.

Implementing actions:

4.11.1. Continue the program to provide standardized training, procedures, equipment and response to all fire stations.

4.11.2. Determine adequate and efficient fire protection by conducting a fire hazard analysis, fire flow requirement analysis, and resource requirements.

4.11.3. Review and recommend changes in the Fire Code to reduce fire hazards and life and property loss.

4.11.4. Design and implement a public fire education program to reduce life and property loss.

4.11.5. Develop a plan for the Southeast Regional Fire Training Center to provide extended training programs to the CBJ and the southeast region.

4.11.6. Determine the level of pre-hospital emergency medical services the fire department should provide.

4.11.7. Complete organization of CBJ Crisis Management Team. Conduct two training programs and two exercises each year. At least one of the exercises should be a “wheels-rolling” mock disaster.

4.11.8. Develop and implement a plan for a centralized dispatch system with other essential agencies, i.e., Juneau Police Department, Alaska State Troopers.

4.11.9. Complete preparation of a plan for emergency response to a hazardous materials incident (Community Right to Know).

Medical and Social Services

High-quality medical and social services are important amenities of urban life. In addition to the municipally-owned Bartlett Memorial Hospital, the CBJ operates mental health and chemical dependency treatment centers. The CBJ also provides funding for an array of non-profit social service agencies. These programs target...
youth in crisis, adults in crisis, the elderly, and other persons needing special care. Continued provision of quality services is an important goal of the CBJ.

Bartlett Memorial Hospital, although municipally-owned, is operated by an independent management firm. A recent expansion has made major improvements to the radiology, physical therapy, admitting, emergency room, and surgery facilities. This is intended to meet the needs of the community for a number of years. However, the hospital Board of Directors has initiated a master-planning effort for the campus area of the hospital. This 1994 draft plan shows substantial expansion of the hospital itself, development of a 60-bed nursing home, and development of other facilities including a road extension to improve access. Many of the projected buildings would be built by private medical organizations or by other CBJ departments under the hospital master plan.

The goal of providing quality social services remains of great importance. During 1994, alternative methods for administering medical and social service programs have been debated. At this time it is not apparent that administrative changes in providing services would change the stated general policy regarding social services. A CBJ-sponsored health care task force was initiated in mid-1994 to address administrative questions and other issues.

The CBJ Health and Social Services Department is presently headquartered in an inadequate building that was bought by the CBJ and converted from its original form. The structure is decaying and frail, subject to a leaky roof and not adequately soundproofed for counseling. Funds have been requested to rehabilitate this building.

POLICY 4.12. IT IS THE POLICY OF THE CBJ TO PROMOTE QUALITY MEDICAL AND SOCIAL SERVICES IN THE CBJ.

Implementing actions:

4.121. Designate adequate land adjacent to Bartlett Memorial Hospital on CBJ lands to accommodate expansion of hospital/support medical facilities.

4.122. Continue to provide public funds for programs for the indigent and for high risk groups such as youth and the elderly.

4.123. Rehabilitate the existing Health and Social Services Department building.
4.12.4. Review and approve a master plan presented by the Hospital Board for the hospital campus as a component of the Comprehensive Plan.

4.12.5. Promote the establishment of a voluntary Juneau Health Care Alliance as a forum for public and private health care providers to communicate and cooperate among themselves and to provide a voice in administrative, legislative, judicial, and general matters that may affect the professional practices of health care providers and the services received by consumers.

**CULTURAL SERVICES AND AMENITIES**

**Schools**

Schools are among the most important public services society provides for its citizens. Not only are they the centers of learning for our children, they are also important focal points for all kinds of neighborhood activities. The health and vitality of the community's schools is invariably a clear indicator of the health and vitality of the community itself.

In 1995, the Juneau Public Schools serve 5,400 students in a senior high, two middle schools, and five elementary schools. A sixth elementary school is planned to be built in Dimond Park to serve the mid-valley area. One of the most urgent decisions that must be made in this process is to determine whether the District will build a second high school that is a complement to the existing high school, thus having a two-school system or whether the new school will completely replace the existing school.

School district building programs are coordinated with the CBJ's Department of Community Development and with the Parks and Recreation Department. Joint planning efforts are beneficial, particularly as population shifts and growth results in excess classrooms in some portions of the CBJ. As an alternative to school closures, these facilities could be used for other community functions such as adult education, senior citizen centers, day care facilities or community recreationall cultural facilities.

At its Auke Bay campus, the University of Alaska Southeast (UAS) grants undergraduate and graduate degrees in a variety of fields. Proposed expansion to accommodate a projected 30 percent more full-time students will create pressure in the area for additional support services such as restaurants, stores and public transportation.
One of the most important factors influencing the quality of life in a community is a good elementary, secondary, and university educational system. In addition to its role as an important source of jobs and revenue, the University of Alaska Southeast, (UAS) offers educational and technical training to Juneau’s population.

**POLICY 4.13. IT IS THE POLICY OF THE CBJ TO SUPPORT AND FACILITATE A STRONG SYSTEM OF HIGH QUALITY PUBLIC ELEMENTARY, SECONDARY, AND HIGHER EDUCATION IN THE CBJ WHICH WILL ENABLE ALL STUDENTS TO BECOME WELL EDUCATED, INFORMED CITIZENS WHO UNDERSTAND AND APPRECIATE DIVERSE CULTURES AND WHO ARE EQUIPPED TO PURSUE FURTHER EDUCATION AND COMPETE SUCCESSFULLY IN THE WORK FORCE.**

**Implementing actions:**

4.13.1. Develop and implement a joint CBJ/School District school facility site identification process in accordance with projected growth.

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

4.13.3. Wherever practicable, centrally locate elementary school sites in their service areas. Site selection should consider the needs and impacts of bus and other traffic.

4.13.4. Locate middle schools on or near a collector or minor arterial to minimize the impact of bus and other vehicular traffic.

4.13.5. Locate high schools to be readily accessible to both pedestrian and vehicular traffic via major or minor arterials.

4.13.6. Planning for school facilities should take into account potential community use for educational, recreational and cultural purposes and facilitate after-hours use of these facilities by adults. Conversely, planning for parks, recreational facilities, cultural facilities, and libraries should account for possible instructional uses.
4.13.7. Evaluate existing facilities for possible expansion if they are determined to need additional outdoor space for physical education and for parking.

4.13.8. Plan school facilities to accommodate other services to students and their families which may be necessary and appropriate to address societal factors which interfere with learning such as medical and counselling facilities.

4.13.9. Review with the School District any proposal to dispose of CBJ-owned land or equipment to determine if there are impacts on or opportunities for the District.

4.13.10. Continue to work closely with the staff of UAS in detailed planning for the Auke Bay area which considers the on and off-site impacts and requirements associated with UAS expansion. This should include impacts on existing and planned elementary or secondary school campuses.

4.13.11. Work cooperatively with UAS to ensure that new UAS facilities are planned and sited to enhance their availability to the citizens of Juneau.

4.13.12. Continue to coordinate and cooperate with UAS in the development of UAS infrastructure, housing, vehicular and pedestrian access, trails, the future recreation facility, and other such additions to UAS which contribute to a successful learning environment.


### Libraries

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

A 17,000-square-foot main library was opened in December 1988, on the newly-constructed fifth floor of the Marine Park Garage on the downtown waterfront. Six
thousand additional square feet is available for expansion on that site. Future plans for waterfront development should make this location increasingly central.

The Douglas Public Library is located in a combined library/fire station which opened in 1987. Approximately 6,000 square feet is dedicated to the Library and a public meeting room. The Mendenhall Valley Public Library is in a 7,250 square-foot leased storefront. Space and electronic needs in the next ten years are likely to require construction of a new building to serve the community. Land in the Mendenhall Valley Community Park site has been identified for this purpose.

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

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

**POLICY 4.14. IT IS THE POLICY OF THE CBJ TO SUPPORT AND FACILITATE THE PROVISION OF FREE ACCESS TO LIBRARY FACILITIES AND SERVICES.**

**Implementing actions:**

4.14.1. Identify and pursue local, state and federal funding sources for library services.

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

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

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

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

As indicated in a report prepared for the Juneau Arts and Humanities Council and Juneau Economic Development Council in 1988, the arts industry plays a significant role in the Juneau economy. Improvements in the cultural environment, including some additional facilities for cultural activities, may enhance the economic benefits this sector has on the community. Aside from the potential for direct economic benefits, improvements in the cultural environment would support and enhance the general quality of life for residents and provide additional opportunities for visitors as well.

Another important aspect of the quality of life in the community is the community's built environment. New construction is an inherent component of a vital and growing community. New structures, both public and private, are almost always significant additions to the visual landscape, and architecture is a significant part of a community's culture. Particularly as the capital city, Juneau's built environment should be a positive part of this culture, contributing in its own way, as does the natural environment, to the positive image of our city. To this end, the architectural potential of the built environment should be promoted. In the Downtown Historic District, emphasis is well placed on respecting the historic character of the area. In other central and visible areas less restrictive standards are appropriate. Related policies are found in the section pertaining to design review.

**Policy 4.15. It is the policy of the CBJ to continue its support of the arts as a vital element of community life, and to recognize the important role that the arts play in the cultural, social, and economic well-being of the**

Transportation, Public Facilities, Services, and Amenities
COMMUNITY. IT IS FURTHER THE POLICY OF THE CBJ TO STRENGTHEN ITS ROLE AS A REGIONAL CULTURAL RESOURCE TO THE COMMUNITIES OF SOUTHEAST ALASKA.

Implementing actions:

4.15.1. Continue to require that at least one percent of the construction, remodeling or renovation costs of a public facility be reserved for public art.

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

4.15.3. Continue to make funds available to individual artists and arts organizations through the CBJ's designated arts agency, the Juneau Arts and Humanities Council.

4.15.4. Through the designated arts agency, continue to provide the community with technical assistance, reference and resource material, and rental equipment including a concert grand piano, professional dance floor, acoustic shell, theatrical lights, display panels, and portable sound equipment.

4.15.5. Co-sponsor summer weekly concerts in Marine Park.

4.15.6. Maintain fee schedules for all non-profit arts organizations for CBJ facilities including Centennial Hall and the High School Auditorium that are related to actual costs of using the facilities, but not more than approximately 50 percent of the regular fee schedule.

4.15.7. Through the Capital Improvement Program, promote the expansion of facilities for a wide variety of cultural activities including performing and visual arts. Such facilities shall be developed at an appropriate site or sites, such as an expansion of Centennial Hall or as a part of a larger Centennial Hall or community center complex, or, in cooperation with the University of Alaska, as part of the university campus.

4.15.8. Promote the development of neighborhood cultural centers or other appropriate opportunities for cultural expression and participation.

4.15.9. Promote purchase of durable art for CBJ.

Transportation, Public Facilities, Services, and Amenities
4.15.10. Strengthen its Design Review District/Downtown Historic District standards and site development standards to prevent degradation of and to enhance the visual environment.

4.15.11. Establish a program to encourage the use of professional design services for projects having or likely to have a significant visual impact. The program should include recognition, as by annual awards, of outstanding building, landscape, and other appropriate design.

4.15.12. Support facilities, institutions, organizations, and individual artists, that enable the CBJ to maintain its regional stature.

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

**Parks and Recreation**

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

In 1995 the Parks and Recreation Department will be updating their long range plan. The results of this effort should be adopted as part of this plan. The “Juneau Area Recreation Plan” (1982), contained the following recommendations:

1. Designate appropriate municipal lands for recreation.

2. Develop a Mendenhall Valley indoor recreation facility.

3. Acquire land on the west bank of the Mendenhall River as recreational open space.

In planning for the dispersed portion of recreational opportunities, the CBJ Parks and Recreation Department has worked closely with the State Division of Parks and Outdoor Recreation, the U.S. Forest Service, the National Park Service, multiple citizen groups and individuals to produce a vision document called the “Juneau Trails Plan” (1992). As a comprehensive evaluation of all the trails in the Juneau area regardless of land ownership or management authority, this document identifies a wide spectrum of actions from improvement of existing trail conditions, to suggestions for construction of new trails or back-country cabins. The Forest Service has officially adopted the plan, and it is to be approved by the Alaska Division of Parks as well. The Parks and Recreation Advisory Committee has unanimously endorsed it. The general nature of the plan and its long term look at trail related issues makes it an appropriate document to include as a component of the Comprehensive Plan.

In recent years, there has been increasing commercial use of public trails in connection with the burgeoning tourist population. This use appears to be accelerating, and there seems to be increasing acceptance of the need to regulate this use so as to protect the resource and the quality of the recreation experience for local residents and tourists alike.

There is a lack of adequate neighborhood and community parks and facilities in major areas, including the Mendenhall Valley and Lemon Creek. While recreational programs are in great demand in Juneau, the number of facilities to support these programs is insufficient. Planning underway by the CBJ Parks and Recreation Department should be coordinated with the CBJ School District. There is an immediate need to acquire, designate, and maintain public access to beaches and shoreline areas.

The Eaglecrest ski area, located on Douglas Island, hosts 45,000 skier visits annually. Of that number, about 92 percent are local residents. The average number of skiers per day has been increasing steadily. Eaglecrest is an important winter recreational resource to many Juneau families. The ski area would benefit from the provision of electrical power from Juneau’s existing electrical grid. It is believed that the second channel crossing would increase skier visits.

The Capital Improvement Program Six-Year Plan includes a prioritized listing of Parks and Recreation, Eaglecrest, and Centennial Hall projects. Funding is provided primarily through the CBJ budget, with occasional state funding through Transportation, Public Facilities, Services, and Amenities.
the legislative process. As appropriate, other sources of funding should be investigated.

Although the CBJ contains a wide variety of outdoor recreational resources, more park and recreational facilities both indoor and outdoor, should be provided within the urban area.

**POLICY 4.16.** IT IS THE POLICY OF THE CBJ TO CONTINUE PROVIDING QUALITY DISPERSED OUTDOOR RECREATIONAL OPPORTUNITIES; AND TO ACQUIRE AND DEVELOP SUFFICIENT LOCAL PARKS AND RECREATIONAL FACILITIES IN LOCATIONS CONVENIENT TO ALL AREAS OF THE CBJ. PLACES GIVEN PRIORITY FOR NEW FACILITIES INCLUDE RAPIDLY DEVELOPING AREAS AND CURRENTLY DEVELOPED AREAS WHICH LACK ADEQUATE PARKS.

**Implementing actions**

4.16.1. Adopt the “Juneau Trails Plan” (1992), as an addendum to this plan.

4.16.2. Develop a long-range plan for parks and recreation land management and acquisition, facility development and maintenance, program development and provision of services.

4.16.3. Develop a map layer that clearly labels developed or designated open space, parks, and beach access routes.

4.16.4. Pursue funding for acquisition and development of parks and recreation facilities through the CBJ Capital Improvements Program, state legislative process, and federal funding opportunities.

4.16.5. Enact a permit system for commercial use of public lands which includes commercial user fees as part of the funding source for dispersed recreation development and maintenance costs. Consider the value of the resource when establishing a commercial user fee.

4.16.6. Develop parks and recreation facilities, for both urban level and dispersed recreation, based on Juneau’s unique characteristics, needs, and traditions. In developing dispersed recreation opportunities such as wildlife viewing areas and increased sport fishing opportunities, recognize the importance of habitat and sensitive area protection.
4.16.7. Cooperate with the School District and Parks and Recreation Department to plan for joint use of neighborhood and community parks, community and school facilities, and sports fields by the students and general public.

4.16.8. Encourage development of additional facilities and provision of electric power from Juneau’s existing electrical grid to Eaglecrest ski area.

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

4.16.10. Incorporate park lands in developing areas through designation of publicly owned lands, acquisition of private lands, or dedication of lands during the subdivision process.

4.16.11. Revise the subdivision code to provide a mechanism for designation of land for public purposes.

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

4.16.13. Support the formation of the Juneau Channel Islands State Marine Park.

Open Space

Open space is an essential component of Juneau’s community form and identity. It should be maintained and enhanced, especially in relation to future development. Shoreline areas are a major coastal resource which also function as valuable natural recreational resources. Most are publicly owned.

The West Mendenhall Valley Greenbelt has been established, beach access routes have been identified and signs put in place, and there have been improvements made for recreational access to Echo Cove and Amalga Harbor. Area for a Mendenhall Valley recreational facility has been accommodated in the Dimond Park plan.

The CBJ should maintain awareness of and educate the public of, the importance of open space in land use and development decisions. Valuable habitat areas within the CBJ require retention of vegetation and water resources. Inadequately regulated development degrades scenic resources. The quality of residential developments is enhanced by standards and policies to preserve open space.

Transportation, Public Facilities, Services, and Amenities
Demand for outdoor recreational opportunities is related to tourism and residential growth. Tourism is increasing at an estimated rate of 10 to 15 percent annually.

**POLICY 4.17. IT IS THE POLICY OF THE CBJ TO PRESERVE AS PUBLIC OPEN SPACE PUBLICLY-OWNED LANDS AND SHORELINE AREAS WHICH POSSESS IMPORTANT RECREATIONAL, SCENIC, WILDLIFE, AND OTHER ENVIRONMENTAL QUALITIES OR ARE SUBJECT TO NATURAL HAZARDS.**

**Implementing actions:**

4.17.1. Designate public areas and sites recommended in the “Juneau Area Recreation Plan” for permanent public access and use. Work toward acquiring such privately-owned land through dedication, donation or purchase. Develop legal descriptions and revise the zoning map accordingly.

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

4.17.3. Encourage relevant state agencies to adopt open space management policies for state land and tidelands indicated in the “Juneau Area Recreation Plan.” Initiate cooperative management agreements proposed in the plan.

4.17.4. Where regulatory actions are inappropriate, acquire easements through dedication, donation, or purchase through privately-owned streamside lands and other areas indicated in the “Juneau Area Recreation Plan.”

4.17.5. Amend the Land Use Code relating to subdivision and planned unit development ordinances to strengthen open space requirements in residential development.

4.17.6. Revise the Land Use Code to establish special approval procedures to prevent conflict between water-dependent or water-related uses and areas designated as open space.

4.17.7. Designate corridors along streams and rivers on CBJ, state, and federal land as identified in Appendix B. These corridors may vary in size depending on topography and surrounding uses, but should be more than 50 feet and less than or equal to 200 feet from the ordinary high water mark on both sides of the stream or river.
4.17.8. Designate corridors along recreation trails on CBJ, state and federal land. These corridors may vary in size depending on topography and surrounding uses.

**Historic And Cultural Resources**

Juneau is rich in history. Tlingits lived in the area long before the city was founded by Richard Harris and Joe Juneau. The CBJ possesses historic and archeological resources from Native, Russian, early American, and other ethnic cultures which should be protected. Current documentation lists 300 to 400 buildings that were built before or during the first quarter of this century. Uncounted numbers of historic sites and structures throughout the borough await documentation. The CBJ has many commercial and residential structures that are significant turn-of-the-century architecture.

It is in Juneau's best interest to preserve the historic and cultural diversity of the community. Juneau has been one of the most active communities in Alaska in its historic preservation efforts. The historic preservation program has been important in the development of Juneau as a tourist destination and for enhancing Juneau as Alaska's Capital City. It is important for the visitor to Juneau and the local residents to have access to accurate depictions of the unique history of the area.

The existing policy on historic resources is a basic good start toward recognizing and protecting valuable historic resources. However, a Historic and Cultural Preservation Plan should be developed for the CBJ which would identify future preservation activities and integrate them into broader community and land use planning efforts. Such a plan would provide further direction for planning decisions and encouragement for enhancing the historic features of Juneau. Heritage tourism has been shown to be a viable economic asset to many communities. Juneau's Downtown Historic District is recognized around the state and regionally as a fine example of early twentieth-century northwestern architecture.

While the downtown Historic District is certainly Juneau’s showcase, other parts of the community contain rich historic resources as well. The historic buildings of the original Juneau Townsite, Chicken Ridge, Starr Hill and Casey-Shattuck neighborhoods represent various periods in Juneau’s history. These buildings are worthy of preservation. The general character of Juneau as a whole is enhanced by the very existence of these historic neighborhoods. Owners of historic buildings should be educated, encouraged, and assisted in the preservation of these important features in the community.
POLICY 4.18. IT IS THE POLICY OF THE CBJ TO IDENTIFY AND PROTECT HISTORIC AND ARCHEOLOGICAL RESOURCES; TO EDUCATE, ENCOURAGE AND ASSIST THE GENERAL PUBLIC IN RECOGNIZING THE VALUE OF HISTORIC PRESERVATION; AND TO PROMOTE HERITAGE TOURISM WHICH ACCURATELY REPRESENTS JUNEAU’S UNIQUE NATIVE ALASKAN, RUSSIAN, EARLY AMERICAN AND OTHER CULTURES.

Implementing actions:

4.18.1. Identify appropriate regulatory measures to protect identified historic resources. These may include special review of proposed changes, development standards, tax concessions and other measures.

4.18.2. Educate local citizens and visitors to the community about Juneau’s unique and diverse ethnic heritage, through publications, museum development, interpretive exhibits, and other measures.

4.18.3. Encourage owners of significant historic properties to maintain them in the original character through tax incentives, recognition programs and other funding measures.

4.18.4. Assist owners of significant historic properties who wish to maintain the original character of the property with the development of design guidelines, design information, building code provisions and other measures.

4.18.5. Expand and improve the Historic District Standards to assure that the unique architectural character of the Downtown Historic District is preserved and enhanced.

4.18.6. Encourage property owners to take steps to lessen the threat of catastrophic fire.

4.18.7. Educate vendors of on-shore excursions about Juneau’s unique heritage, including the Native Alaskan, Russian, and early American cultures, through workshops, publications, and other measures.

4.18.8. Reward vendors of on-shore excursions who participate in appropriate training workshops and demonstrate the ability to deliver accurate depictions of Juneau’s unique and diverse ethnic heritage with recognition, official certification, and other measures.
4.18.9. Continue to support and maintain the Juneau Douglas City Museum as a repository for heritage materials and information held in the public interest.

4.X3.10. Develop interpretive materials for placement throughout the community that inform locals and visitors about the unique and diverse ethnic heritage of the area.

4.18.11. Revise and expand the Juneau Historical Preservation Strategy to become a Historic and Cultural Preservation Plan that sets forth goals and objectives for organizing preservation activities and integrating preservation into broader community and land use planning efforts outlining tasks, area specific surveys, and grant funding sources.

4.18.12. Complete the inventory of historic resources and evaluate historical significance and relative value of each resource.