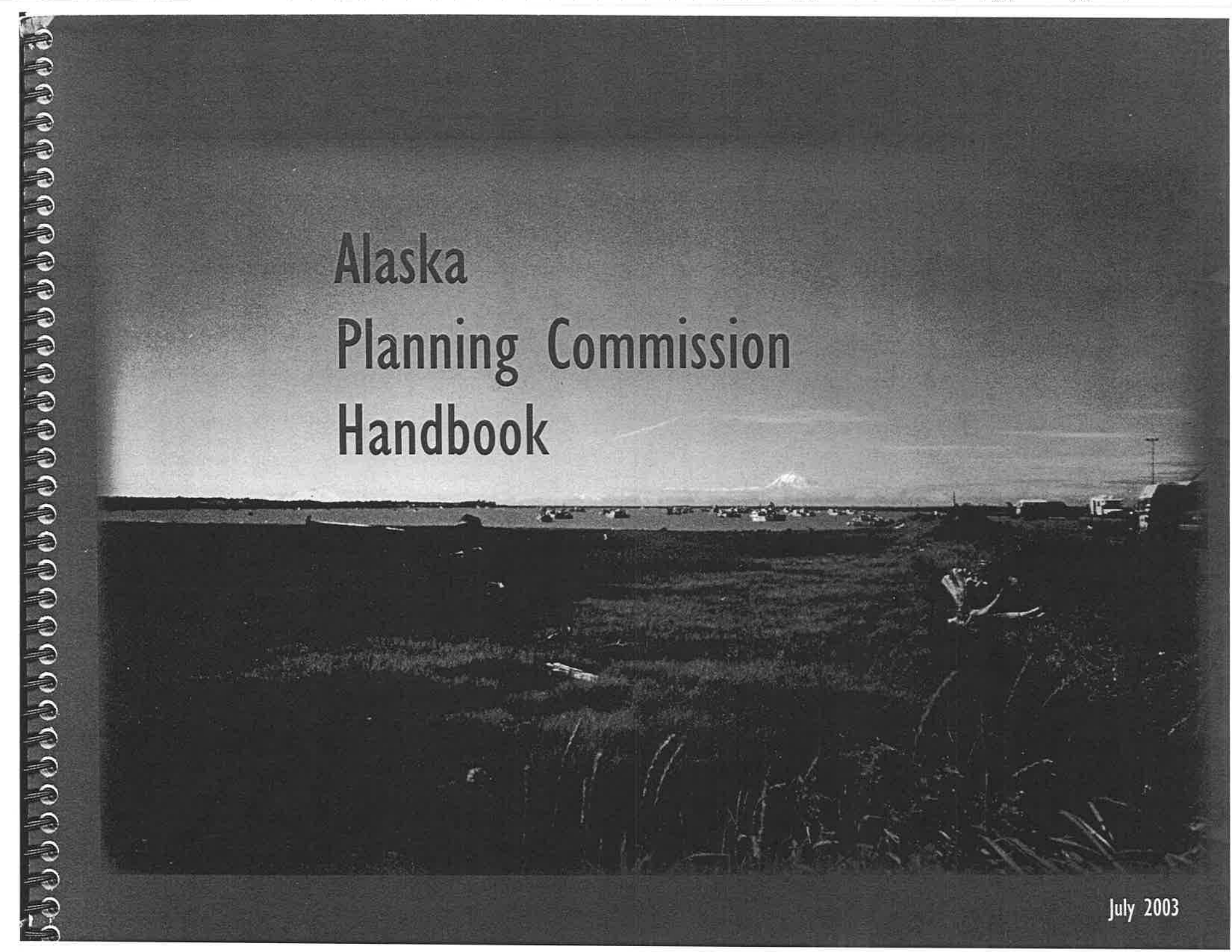


Agenda

Planning Commission - Ad Hoc Committee City and Borough of Juneau

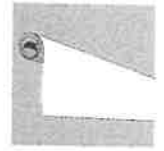
February 27, 2018
Comprehensive Plan Review Ad Hoc Committee
5:30 PM

- I. ROLL CALL
- II. APPROVAL OF AGENDA
- III. AGENDA TOPICS
 - A. Committee Purpose Review
- IV. COMMITTEE MEMBER COMMENTS AND QUESTIONS
- V. ADJOURNMENT



Alaska Planning Commission Handbook

July 2003



THE COMPREHENSIVE PLAN

The most common function delegated to a planning commission is preparing the comprehensive plan for the community.

Definition of a Comprehensive Plan

The comprehensive plan is a blueprint for guiding development in a community and includes information on the many facets of a community such as population/demographics, physical conditions, land use, the environment, transportation, and legal and fiscal aspects. The plan reflects the vision and direction of residents. Through the comprehensive plan's vision, goals, objectives, policies and implementation strategies, it provides a framework for decision-making regarding land use, transportation, housing, public facilities, and economic development.

While the comprehensive plan deals with growth and development in general, it must not be vague or difficult to interpret. The success of the comprehensive plan depends on the community's commitment to planning and its acceptance of the plan as a valid expression of community attitudes, values, and agreed-upon direction. It helps ensure predictability in the future by guiding decisions and courses of action that are taken today.

The comprehensive plan can be referred to as the general plan, master plan, or even the land use plan, and is meant to serve several purposes.

Fulfills Legal Obligations

Alaskan communities must have an adopted comprehensive plan before they may adopt land use regulations such as a zoning ordinance. Increasingly, state and federal agencies require a plan as a condition of receiving grants.

Provides Vision of the Future

The plan contains long-range goals, objectives and policies that describe how, where, and in what manner physical development of the community will occur. The plan contains a map depicting intended land use by both type and location. The plan also links together physical development with considerations about social needs and economic development.

Serves as a Decision-Making Tool

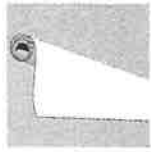
The plan is a guide for decision-making and a blueprint for growth. Elected officials and planning commissioners will rely on and use a thoughtfully prepared plan when they make decisions that affect and shape the community's future.

Serves a Coordinating Function

The plan provides an opportunity to place under a single cover, policies for a wide range of municipal activities such as land use, utilities, recreation, and transportation. This coordinating function of the plan can

The Comprehensive Plan

- The Definition of a Comprehensive Plan
- Comprehensive Plan Preparation
- Elements of a Typical Comprehensive Plan
- When to Update or Rewrite the Comprehensive Plan
- Additional Comprehensive Planning Subjects



A high-quality plan includes:

- ☐ A systematic and comprehensive collection and analysis of data
- ☐ Clear and comprehensive goals
- ☐ Specific, action-oriented policies for implementation
- ☐ Local official support
- ☐ Local community support
- ☐ Current and up-to-date data and policies

reduce the opportunity for contradictory policies from different municipal departments.

Comprehensive Plan Preparation

A community that undertakes planning establishes a degree of predictability and certainty over the patterns and costs of community growth. Change, and the associated problems and issues, provides both focus and motivation for comprehensive planning.

Planning is a dynamic, ongoing process, but it is possible to organize it into a series of discrete or separate steps.

Plan to Plan

Allocate time, human resources, money, and energy to the effort. Do not assume these factors will manage themselves or can be dealt with as problems arise.

Structure and Schedule the Process

Determine the role the public will play, identify key stakeholders who need to be involved, decide how the plan will be developed (in-house or by a consultant), decide how the plan could be organized, and decide the role of the governing body in the process. Prepare a plan development schedule with key milestones so the project stays on track.

Identify Issues and Problems

Preparation for a community-based comprehensive plan requires identifying

the reasons for undertaking the planning and establishing basic directions for the planning process. It requires both technical analysis and citizen participation.

Gather and Analyze Community Conditions

Describe and analyze the community's current physical, environmental, and social and economic characteristics.

Identify the Community's Vision

A vision statement directs the development of plan goals and objectives. A vision statement affirms what the community wishes to become in the future.

Develop Plan Goals and Objectives

Describe the major themes that characterize the community's direction and purpose and the means of realizing them.

Identify and Evaluate Plan Options

The comprehensive plan process identifies several alternatives for future growth and development based on planning assumptions. These possible land use scenarios are tied to the vision, goals and objectives.

Select Planning Option or Scenario

The next step in the planning process includes analysis and selection of a preferred planning alternative with maps and plan policies that will achieve the vision, goals, and objectives.

Implement the Plan

The final step in the planning process is the adoption of plan policies to implement the preferred option. Further implementation of the plan depends on land use regulations, capital improvements plans, and day-to-day decisions of the staff, commission, and elected officials.

Review and Monitor the Plan

Keep the plan up-to-date and useful through scheduled review and revision. Create a "steering committee" to keep up with the plan as it progresses.

Change is inevitable, and over time, development will affect the places we live. The kind of development that takes place, however, can be managed and regulated. Change can be good or bad and the community can either improve or decline. Planning can play an important role in improving life in the community, and making the community a better place to live.

"Plan Preparation Steps" PC Journal No.39
Summer 2000

Elements of a Typical Comprehensive Plan

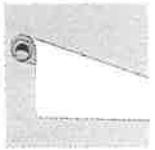
AS 29.40.030(a) describes the elements that comprise a comprehensive plan:

The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social and economic development, both private and public, of the first or second class borough,

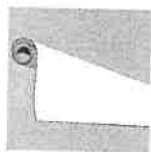
and may include, but is not limited to, the following:

A plan may include:

- General statement of goals and objectives
- Background report:
 - Regional needs
 - Historic and cultural resources
 - Coastal and natural resources
 - Sensitive environmental areas
 - Population trends
 - Transportation facilities
 - Utilities and infrastructure
 - Housing resources and needs
 - Educational, cultural and historic facilities
 - Health and emergency facilities
 - Park and recreational facilities
 - Commercial and industrial facilities
- Land Use Plan
- Community Facilities Plan
- Other plans such as parks and recreation, flood mitigation, and coastal management
- Implementation – principles, policies, and standards
- Plans of other agencies and communities
- Strategies for improving the local economy

**Title 29 Plan Contents**

- ✓ Statements of policies, goals, standards
- ✓ Land use plan
- ✓ Community facilities plan
- ✓ Transportation plan
- ✓ Recommendations for implementation of the comprehensive plan



When to Update or Rewrite the Comprehensive Plan



To determine when to update or rewrite the comprehensive plan, consider the following:

Adoption Date of the Comprehensive Plan. Examine the plan every 2-5 years to determine if the data and other parts of the plan are still relevant.

Changes in internal policies and conditions. For example, the city or borough might decide to sell or dispose of major municipal lands or buildings. This would most likely result in a need to update and revise the plan and ordinances.

Changes in external conditions. The construction or extension of a major public facility, such as a sanitary sewer or highway is likely to have impact on future development in the community and signals the need to update and revise the plan and ordinances.

Frequent amendments to the comprehensive plan and zoning ordinances. If the plan is amended frequently or there are a substantial number of rezones, this may be a signal that a revision is needed.

Local policy. Some communities update their plan on a periodic basis as a matter of policy.

Usefulness. The plan is not being used.

Additional Comprehensive Planning Subjects

In addition to the typical elements defined by statute, the following planning subjects may also be included in the comprehensive plan. Inclusion of these planning subjects will add breadth and value to the comprehensive plan, assist with decision-making, and overall improve the quality of development in the community.

Transportation

Transportation is an essential service function in a community along with water supply, wastewater disposal, fire and police protection, schools, and recreational facilities. The transportation system often is the foundation upon which a community is built. Roads, trails, pedestrian amenities, airports, marine ferry system, and ports, harbors and docks all comprise the transportation system. The purpose is in the community to move people and goods within and to-and-from the community. The system should support the needs of the people in the area covered by the system. The location of transportation improvements impacts land uses and the local economy.

Historically, transportation planning focused on urban issues such as the construction of major facilities – freeways, airports, ports, and transit systems. In many cases in Alaska, the transportation system was treated separately from the comprehensive plan.

This is starting to change. Today transportation planning is now linked more with land use and community planning. Citizens are more involved in the decision-making process and more interested in how the transportation system fits with their community's goals for growth and livability. Coordinating transportation plans and community-based plans is vital to addressing priority projects.

Parks, Recreation, and Trails Plans

These are an expression of the community's objectives, needs, and priorities for the provision of leisure space, and recreation services and facilities. The plan provides a guide for public policy and private decisions related to the scope, quality, and location of leisure opportunities to meet the needs of residents and visitors. The plan should be long-range and comprehensive. It should describe alternatives, recommendations, and guidelines for public and private decisions related to the use and preservation of open space for recreation. The plan should detail community recreation needs (parks, trails, facilities) and translate them into specific sites to acquire or develop. It also details policies, practices, or criteria related to the design and management of

these spaces and services. The community will review how a specific subdivision will impact those needs defined in the Parks, Recreation, and Trails Plans. This is important because once land is developed, it almost never reverts to a pre-developed condition.

Open Space Plans

Plans to meet the need (psychological and physical) for contrast and change from the indoor environment. Whether it be private open space (retention of vegetation through site-development requirements) or public (parks or wilderness), open space relieves the stressfulness of the urban environment. The open space plan is not the same as the parks and recreation plan. Open space plans define areas for active and passive uses and policies for acquisition and management. The plans can also set aside natural areas such as wetlands, habitat or subsistence use areas as open space. As with parks, once land is developed (i.e. with structures or roads), it almost never reverts to open space.

Housing Plans

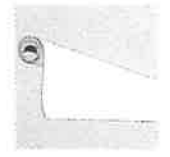
Housing Plans address infill, urban renewal, rehabilitation, and small business development. Housing is one of the most important elements in our lives and our communities – socially, physically, and economically. In Alaska, federal agencies such as the U.S. Housing and Urban Development (HUD), the U.S. Department of Agriculture/Rural Development, and the Federal Housing Authority (FHA) as

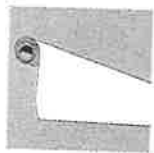
“The Capital Improvements Program (CIP) is a tool the Planning Commission can use to describe the relationship between capital projects and the goals and objectives of the comprehensive plan.”

- CIP, Part I, Michael Chandler

PC Journal, Number 25

Winter 1996-1997





"You have brains in your head.
You have feet in your shoes.
You can steer yourself
in any direction you choose.
You're on your own.
And you know what you know.
And YOU are the one who'll
decide where to go ..."

- Theodore Seuss Geisel,
a.k.a. Dr. Seuss, 1904-1991

well as the Alaska Housing Finance Corporation and regional housing authorities influence the funding of affordable housing in communities. Location of new housing and the feasibility of rehabilitating older housing are the greatest determinant of where future infrastructure, such as water, sewer, and utilities, will go.

Local government has a very direct impact on housing through its comprehensive plan and zoning and subdivision regulations. Many governmental decisions affect housing, yet the housing implications of decisions made by the government are not often considered. Planning for housing must be an element of any comprehensive plan and implementation strategy. Since housing is primarily focused in the private sector, the role of the local government is often unclear. However, government can examine its review processes (zoning and subdivision controls and building codes) to ensure that the regulations do not inadvertently drive up the cost of the housing.

Economic Development Plans

Economic Development Plans can be used to expand opportunity for commerce and industry and provide more jobs or job opportunities in the community. Economic development is about retaining existing businesses, starting new businesses in your community, and encouraging businesses to relocate to your community. Typically, planning commissions and the media focus only on the businesses moving to the community and ignore the other two

opportunities. A company just starting up or an existing company adding jobs may actually be more valuable than a business relocating to your community. New and expanding businesses may actually provide more, and often better jobs, than relocations do. Economic development plans also address ways to reduce costs of living within the community.

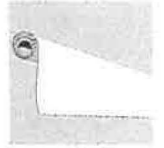
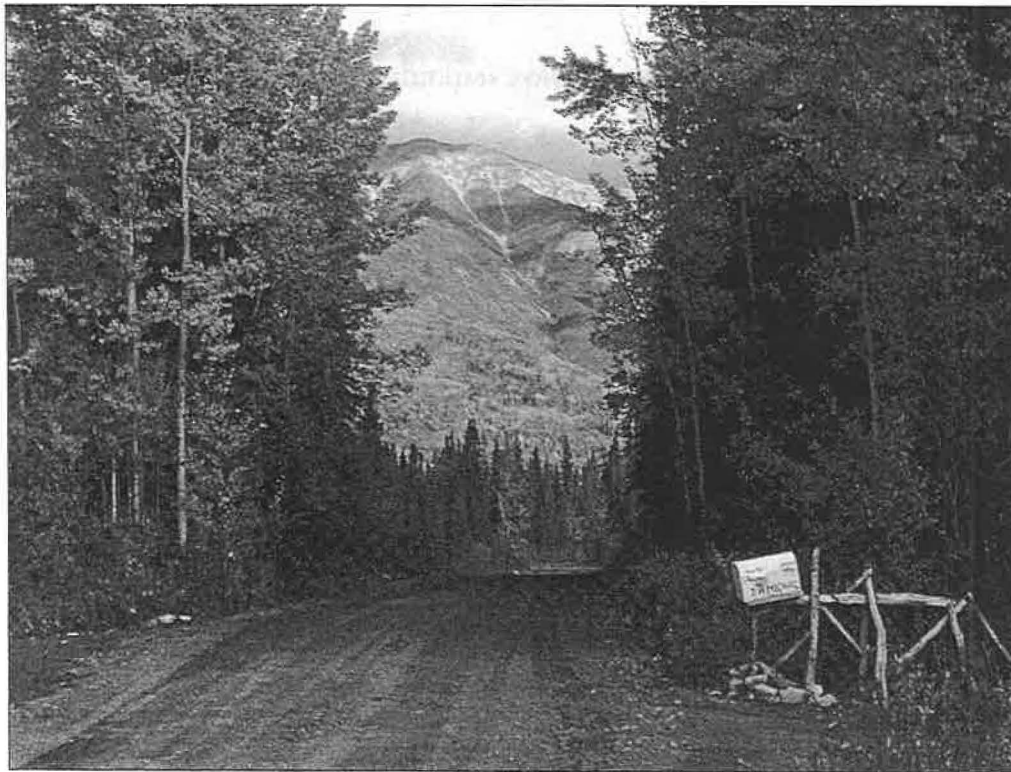
Annexation

Annexation is the incorporation of land into a community. Often community planning goals for future growth and development include expansion of municipal corporate limits. Including a plan for annexation as a comprehensive plan subject requires the community do several things.

1. Identify the need for the annexation. Define what areas should be included in the annexation and what method should be used for annexation.
2. Determine the best boundaries for the annexation proposal. Review the boundary criteria in state statute and regulations.
3. Determine the fiscal impact of the annexation. What will be the financial implications for the community?
4. Ascertain the level of support for annexation. Keep the public informed of annexation plans and identify support and opposition for the petition.
5. Determine the appropriate method of annexation. There are five methods of annexation. Each requires approval by

the Local Boundary Commission (LBC). The five methods are described in AS 29 or you can contact the LBC staff with the State Department of Community and Economic Development.

6. Decide whether to proceed. Reflect before committing the resources required to develop and process the annexation petition.



“The Commission is responsible for the capitol improvement plan, subdivision plat review, environmental issues, coastal management, development permitting and the economic growth of the Borough, which are all key to the success of the Borough. For these responsibilities a Commissioner needs to be versed on local as well as statewide issues as many of the decisions the Commission makes locally could have a lasting affect (good or bad) for years and in some cases decades.”

- Marv Smith, Community Development Director, Lake and Peninsula Borough

Comprehensive Plan Documents:

2013 Comprehensive Plan -

<http://www.juneau.org/cddftp/documents/20170316UPDATEComp.Plan2013WEB.pdf>

From Title 49:

PC Duties – CBJ 49.10.170(a)

49.05.200 49.10.170 - Duties.

Comprehensive plan review. The commission shall undertake a general review of the comprehensive plan two years after the adoption of the most recent update, and shall recommend appropriate amendments to the assembly. Proposed map changes shall be reviewed on a neighborhood or community basis as directed by the planning commission.

49.05.201 Comprehensive Plan

(a) The City and Borough Comprehensive Plan is designed to lessen congestion in the streets; secure safety from fire, panic and other dangers; promote health and the general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population; and facilitate adequate and cost-effective provision for transportation, water, sewerage, schools, parks and other public requirements.

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

(1) Plan *adopted*. There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2013 Update, including the following additions:

(A) The Juneau Coastal Management Program, Volumes 1 and 2, dated February, 2008;

<http://www.juneau.org/cddftp/JCMPVolume1.php>

(B) The Downtown Historic District Development Plan, dated December 1981; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;

<http://www.juneau.org/cddftp/WETLANDSMGTPLAN.php>

(C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended; http://www.juneau.org/plancomm/Final_LRWP_112204.php

(D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;

<http://www.juneau.org/cddftp/documents/LastChanceBasin-1994.pdf>

(E) Watershed Control Program - Salmon Creek Source, dated April 1992;

<http://www.juneau.org/archive/RS-entryinfo.php?UID=1502>

(F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;

<http://www.juneau.org/cddftp/documents/WatershedandWellheadProtectionProgram-1995.pdf>

(G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;

<http://www.juneau.lib.ak.us/plancomm/WestDouglasConceptualPlan.php>

(H) Juneau Non-Motorized Transportation Plan, dated November 2009;

<http://www.juneau.org/cddftp/documents/JNMTPFinalwithMaps.pdf>

(I) 2010 Downtown Parking Management Plan;

http://www.juneau.org/cddftp/documents/DJPMP_Adopted_000.pdf

(J) [Chapter 5](#) of the Willoughby District Land Use Plan, dated March 2012;

(K) Municipal Drinking Water Supply Plan, dated June 5, 2012;

(L) Wireless Telecommunication Master Plan, dated May 2014;

<http://www.juneau.org/cddftp/projects/WirelessPlan/>

(M) Juneau Economic Development Plan, dated January 28, 2015;

<http://www.juneau.org/archive/pdfs/20150226040900.pdf>

(N) Auke Bay Area Plan, dated March 16, 2015; and

http://www.juneau.org/cddftp/documents/Auke_Bay_Plan_04172015_WEB_FINAL.pdf

(O) Lemon Creek Area Plan dated December 18, 2017. <http://www.juneau.org/lemoncreekplan/>

(Serial No. 87-49, § 2, 1987; Serial No. 88-53, § 2, 1988; Serial No. 92-37, § 2, 1992; Serial No. 94-44, § 2, 1994; Serial No. 95-37am, § 2, 1996; Serial No. 97-13, § 2, 1997; Serial No. 2003-06, § 2, 2-10-2003; Serial No. 2004-40, § 2, 10-25-2004; Serial No. 2007-07, § 2, 2-12-2007, eff. 3-15-2007; Serial No. 2008-19, § 2, 6-23-2008; Serial No. 2008-30, § 2, 10-20-2008; Serial No. 2009-15, § 2, 11-2-2009; Serial No. 2010-21, § 3, 7-19-2010; [Serial No. 2012-14, § 2, 4-2-2012](#); [Serial No. 2013-26\(am\), § 2, 11-4-2013, eff. 12-5-2013](#); [Serial No. 2014-32\(e\)am, § 5, 9-29-2014, eff. 10-29-2014](#); [Serial No. 2015-10, § 2, 2-23-2015, eff. 3-26-2015](#); Serial No. [2015-13](#), § 2, 3-16-2015, eff. 4-16-2015; [Serial No. 2017-34, § 2, 1-8-2018, eff. 2-8-2018](#))

Other relevant documents

[Housing Action Plan](#)

[Climate Action Plan](#)

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