

Alaska, Department of Community and Regional Affairs

Final Report

**JUNEAU COASTAL  
MANAGEMENT  
PROGRAM**

**HEARING  
DRAFT**

City and Borough  
of Juneau  
Planning Department

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FINAL REPORT

JUNEAU COASTAL MANAGEMENT PROGRAM - PHASE II

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CITY AND BOROUGH OF JUNEAU  
PLANNING DEPARTMENT

March, 1979

JUNEAU COASTAL MANAGEMENT PROGRAM - PHASE II

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JUNEAU COASTAL MANAGEMENT PROGRAM - PHASE II

FINAL REPORT

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## I. EXECUTIVE SUMMARY

### A. INTRODUCTION

Coastal management is land and water use planning which places emphasis on the rich and unique resources found in the coastal area.

Juneau's 200+ miles of coastline on the waters of the world-famous Inside Passage is one of the community's outstanding assets. The use and enjoyment of the coast and its resources constitutes a major factor in Juneau's economy as well as in the quality of life of the community's over 22,000 residents.

Alaska's Coastal Management Act (Chapter 84 SLA 1977) provided the opportunity for coastal communities to formulate coastal management programs, and the Alaska Coastal Policy Council has prepared guidelines and standards for the development of these programs (6 AAC 85).

Aided by public participation, federal, state and local agency input, professional consultants, and the guidance of the City/Borough Planning Commission, the Planning Department has developed a management program in conformance with the State's Guidelines and Standards. The program is recommended to the City/Borough Assembly and the Alaska Coastal Policy Council as the JUNEAU COASTAL MANAGEMENT PROGRAM.

### B. DISTRICT PROGRAM ORGANIZATION

Planning, platting and zoning authority is actively exercised by the City and Borough of Juneau under the municipality's Home Rule Charter.

A Planning Commission consisting of nine citizens who are residents of the city and borough has the responsibility of preparing, reviewing, holding hearings and recommending to the City/Borough Assembly plans, programs and regulations related to the orderly and systematic development of the city and borough.

A full-time Planning Department within the City/Borough administration serves as professional staff to the Planning Commission, and administers the Zoning Ordinance, Subdivision Regulations and other protective regulations adopted by the City/Borough Assembly. The Planning Department is presently at its budgeted complement, and consists of 5 professional, 1 technical and 1.5 clerical positions. (1 clerical position is currently 1/2 time).

It is anticipated that the additional responsibilities of the coordinated review process and the overall implementation of the regulatory system of the Juneau Coastal Management Program will require additional personnel, and that requirement is currently estimated to include one full-time professional position and a 1/2 time clerical person.

#### C. ABSTRACT

The Juneau Coastal Management Program was developed in two phases. Phase I was accomplished from June through September, 1977. The Interim Report (October, 1977) summarized the Phase I planning effort, and included a review of relevant coastal management legislation; description of study boundaries; inventory and analysis of natural and man-made environmental components; factors to be applied in evaluating coastal resource use capabilities and a preliminary statement of program assumptions, goals and objectives.

Phase II began in June, 1978, and concludes with the adoption of the resulting coastal management program as a component of the Comprehensive Plan of the City and Borough of Juneau. The Phase II work program has included continuation of the public participation and coordination elements begun earlier, development of broad land and water use policies; refinement of preliminary goals and objectives; identification of areas which merit special attention, and a description of methods to be applied in implementing the Juneau Coastal Management Program.

This Final Report, in Chapter II, states the program's goals and objectives that have been constantly refined throughout the planning

process, while the exterior boundaries of the area to be included in the Juneau Coastal Management Program are described in Chapter III, and delineated on Map 1. Chapter IV addresses specific geographic areas which will be recommended for designation as "Areas which Merit Special Attention" (AMSA). Each is identified as to the value which qualifies it for such designation, and is accompanied by a suggested management plan designed to protect that particular value. The Coastal Management Program (Chapter V) is composed of three major elements. The Recommendations and Policies element contains broad statements of coastal policy based on the goals and objectives and the resource analyses, as well as specific recommendations for non-regulatory actions supportive of the articulated policies. The element pertaining to Regulation describes a regulatory system which supplements the City/Borough's existing zoning and subdivision regulations by the introduction of geographic "areas of concern". Specific standards and general requirements for each area of concern are prescribed, as well as the procedures to be followed in implementing the regulatory functions of the program. The third element of the management program describes the required coordination of implementation activities with appropriate state and federal agencies.

The appendices contain much useful analytical research data, issue identification and discussion, and documentation of planning project activity. Appendix A documents the public participation and agency coordination elements of the planning process, and the conceptual approval of the coastal management program by the Planning Commission and the Assembly. Appendix B summarizes the inventory of resources which the coastal program seeks to protect, as well as the resource analysis on which the rationale of the management program relies. It also contains a review of the 1973 Juneau Waterfront Plan, and a discussion of issues identified during the planning process. The final section of Appendix B states the principles and assumptions used in the preparation of the district coastal program. The bibliography of source documents used in the development of the Juneau Coastal Management Program is found in Appendix C.

## II. GOALS AND OBJECTIVES

The assumptions and principles used in program development are stated in Section 5, Appendix B of this program document.

The goal and objectives stated in this chapter have undergone an extensive process of development. Based on a number of completed Juneau planning studies, State and Federal Coastal Management Acts, Planning Commission review and input from interested citizens, they have been refined throughout the public participation element of program preparation, and form the foundation of the Juneau Coastal Management Program.

### COASTAL MANAGEMENT GOAL

ORDERLY AND BALANCED USE, DEVELOPMENT, CONSERVATION AND PROTECTION OF  
THE COASTAL RESOURCES IN THE CITY AND BOROUGH OF JUNEAU, ALASKA.

### COASTAL MANAGEMENT OBJECTIVES

- o To utilize and protect the resources of the coastal area consistent with sound conservation and sustained yield principles so that further urbanization of the community will have the least possible negative impacts on coastal values.
- o To encourage the use of waterfront land for water-dependent and water-related uses.
- o To increase opportunities for diversification of the economic base.
- o To maintain a high standard of air and water quality.



- o To provide maximum physical and visual access to the coastal area for all people consistent with the protection of coastal resources.
- o To protect and maintain significant natural systems and processes within the coastal area.
- o To encourage industrial and commercial enterprises which are consistent with the social, cultural, economic and environmental interests and values of the people of Juneau.
- o To maintain and enhance the sport and commercial fisheries.
- o To acquire and utilize land, water and shoreline areas with significant recreation potential for public recreational purposes.
- o To protect the outstanding scenic, historic and cultural values of Juneau's coastal area.

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### III. BOUNDARIES

The boundaries established in this coastal management program extend inland and seaward to the extent necessary to manage uses and activities that have, or are likely to have a direct and significant impact on coastal waters.

The boundaries of the Juneau Coastal Management Program are delineated on Map 1 of this report. (See map pocket inside back cover)

Based primarily on the biophysical studies program of the Marine/Coastal Habitat Management Section of the Alaska Department of Fish and Game, the inland boundary includes the "zone of direct interaction" and the "zone of direct influence" as delineated on Maps 52 and 53 of the map series covering Coastal Biophysical Boundaries.

\* \* \*

#### IV. AREAS WHICH MERIT SPECIAL ATTENTION

Alaska's Coastal Management Act recognizes that certain locations within the State's coastal zone are "areas of unique, scarce, fragile or vulnerable natural habitat, cultural value, historic significance, or social importance;" and establishes the basis for a management tool to protect such areas. The Guidelines and Standards of the Alaska Coastal Policy Council permit the establishment of "areas which merit special attention" (AMSA), and sets out certain broad criteria to guide districts and state agencies in establishing AMSAs.

Although the concept of AMSA is primarily one of environmental conservation, the objectives of the Alaska Coastal Management Act include "the development of industrial or commercial enterprises which are consistent with the social, cultural, historic, economic and environmental interests of the people of the state" (AS 46.35.020.(2)). The definition section of that act suggests that "areas where development of facilities is dependent on the utilization of, or access to, coastal waters", and "areas of unique geologic or topographic significance which are susceptible to industrial or commercial development" (AS 46.35.210) are also characteristics appropriate for AMSA designation.

The goal of this district coastal management program is to achieve "balanced use, development, conservation and protection" of Juneau's coastal resources. While the area is rich in coastal resources which would technically qualify for AMSA designation, an adequate level of protection for these economic and environmental values is provided through the regulatory system of the Juneau Coastal Management Program.

Five specific sensitive wetland areas within the City and Borough of Juneau are believed to contain resources of sufficient significance as to be credibly identified as AMSAs, and to warrant detailed planning studies as the coastal program is implemented.

A. BERNERS BAY AMSA

1. Location

Latitude - 58°-50' North; Longitude - 134°-58' West  
41 miles (68.3 kilometers) northwest of Juneau

2. Description

The area constitutes the deltas of the Berners, Lace and Antler Rivers, and the related tidal wetlands of Berners Bay. Approximately 8,500 acres (3,400 hectares) of shallow waters, wetlands and associated upland are included in this area. (See AMSA Sketch A)

3. Resource Values

This complex of related tidal wetlands and the freshwater flows of the three river systems constitute an important salmonoid nursery, as well as providing waterfowl resting and nesting habitat.

4. Present Ownership

United States

5. Present Management

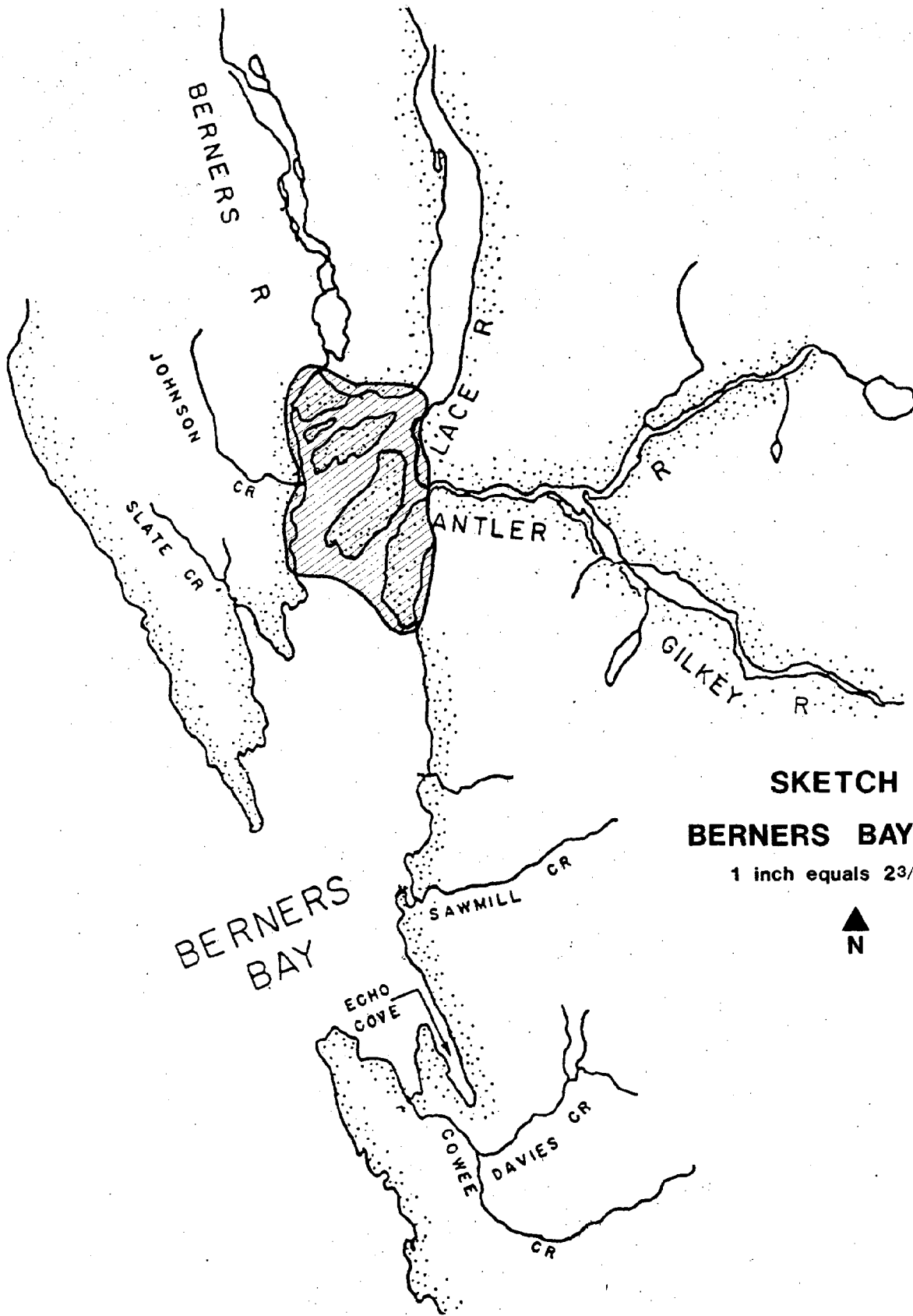
U. S. Department of Agriculture - Forest Service

6. Present Use

Accessible by boat or float plane, a few hardy campers hike the 10 miles from Echo Cove. The area is used seasonally for recreational and subsistence purposes; hunting, fishing, camping, picnicking, photography, wildlife observation and similar casual public uses.

7. Proposed Management

Area to remain in its natural state so as to maintain the rich biological and recreational values present. In the event of future mining or timber development in the upstream reaches of the Berners, Lace, Antler or Gilkey Rivers, adequate protection should be afforded the water quality and flows to ensure maintenance of the pristine values present in the AMSA.



**SKETCH A**  
**BERNERS BAY AMSA**

1 inch equals 2<sup>3</sup>/<sub>4</sub> miles



B. EAGLE RIVER WETLANDS AMSA

1. Location

Latitude - 58°31' North; Longitude - 134°-49' West  
21 miles (35 kilometers) northwest of Juneau

2. Description

The area consists of the deltas of the Eagle and Herbert Rivers and the associated beaches, marshes, mudflats, wetlands and tidal waters. The AMSA encompasses about 1,280 acres (512 hectares). (See AMSA Sketch B)

3. Resource Values

Fish, crab, clam and bird habitat are provided by this integrated ecosystem, and its location offers extraordinary views of the Chilkat Range across Lynn Canal.

4. Present Ownership

United States (Forest Service); Boy Scouts of America; Private

5. Present Management

Zoned R-40 by the City/Borough, the area is presently managed primarily for the educational/recreational values occasioned by the natural aspects of the beach and wetlands systems.

6. Present Use

Located at Mile 27 of the Glacier Highway, the area is heavily utilized by recreationalists for shore fishing, picnicking, photography, beach walking, scenery-viewing and bird-hunting in season. The Scout Camp is used for short duration residence and organized outdoor activity and education. The Forest Service picnic facility, equipped with tables, fireplaces and toilets, is a popular recreational attraction.

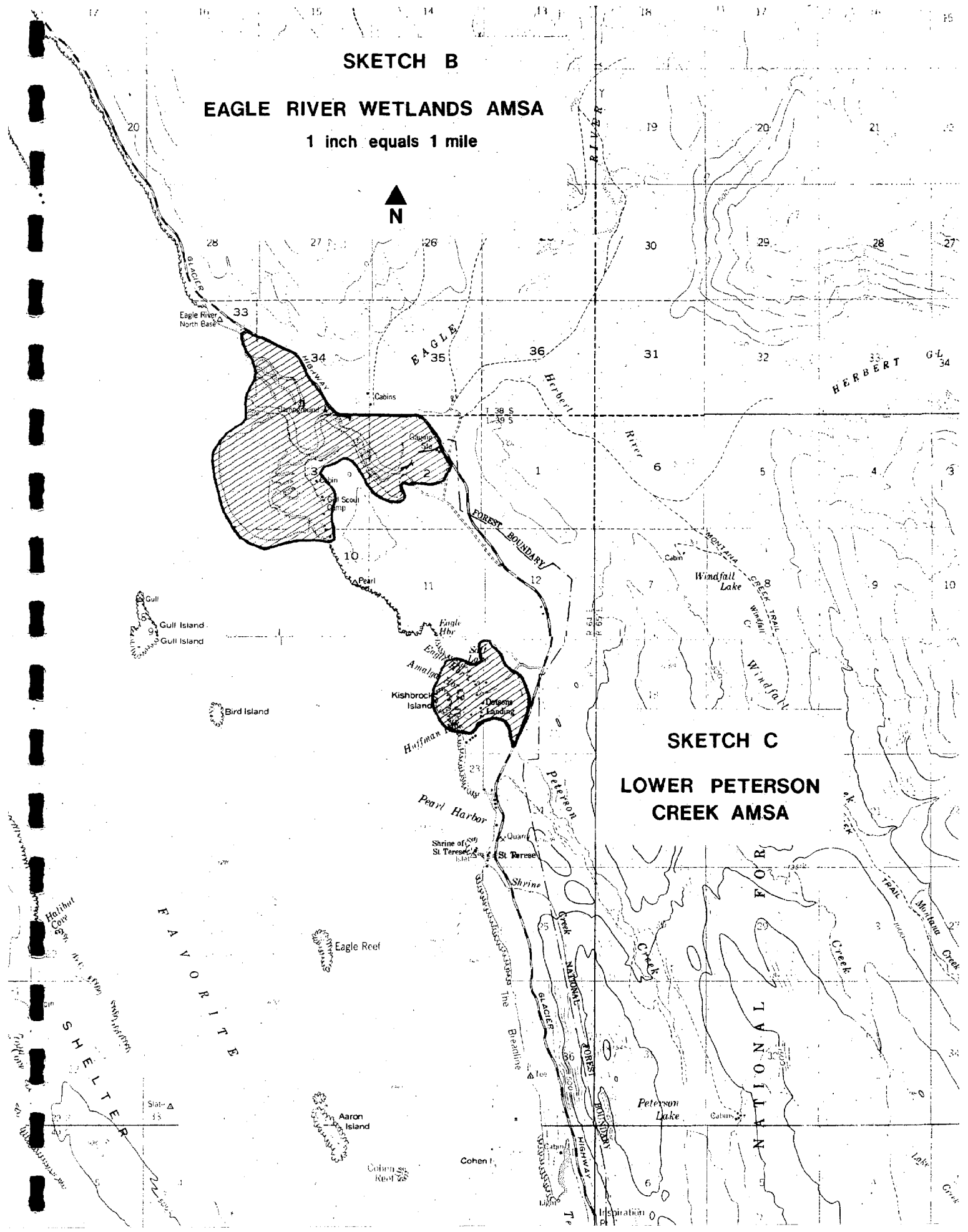
7. Proposed Management

Public land within the AMSA should remain public and be dedicated, zoned and managed for recreational, educational and open-space uses consistent with its varied natural systems and attractions.

# SKETCH B

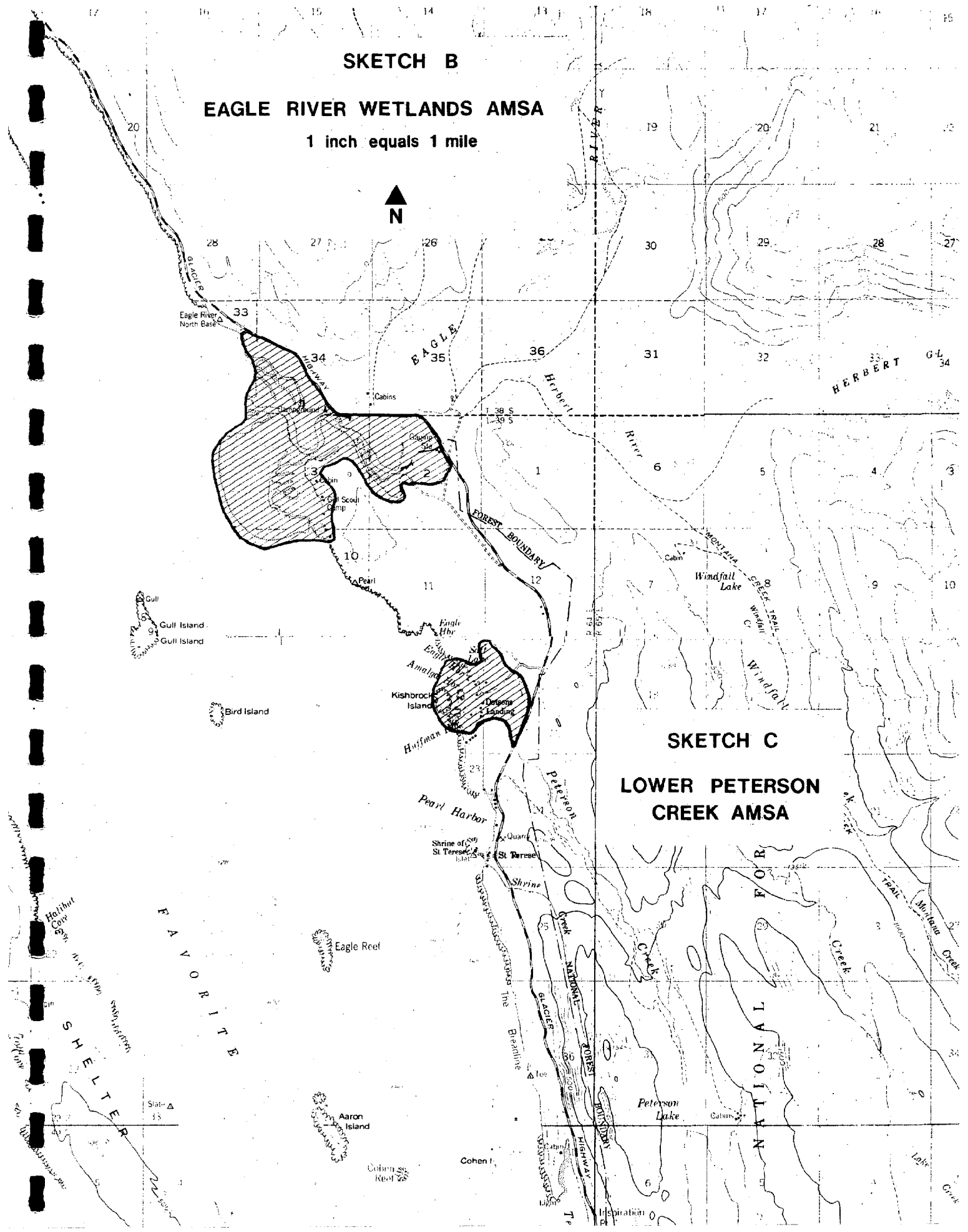
## EAGLE RIVER WETLANDS AMSA

1 inch equals 1 mile



# SKETCH C

## LOWER PETERSON CREEK AMSA



## C. LOWER PETERSON CREEK AMSA

1. Location

Latitude - 58°-30' North; Longitude - 134°-46' West  
19 miles (31.7 kilometers) northwest of Juneau

2. Description

The area includes the Peterson Creek valley downstream (west) of the Glacier Highway, the salt-lake into which the creek flows, and the associated waters, lowlands and meadows. The AMSA includes about 300 acres (120 hectares). (See AMSA Sketch C).

3. Resource Values

Esthetic and biological values of the unique salt-lake; associated wetlands; steelhead present in Peterson Creek; vegetation and harbor configuration, making the area an increasingly popular recreation destination.

4. Present Ownership

City and Borough of Juneau; State of Alaska; Multiple private owners

5. Present Management

The area is bisected by the zoning line between R-12 and R-40 districts, and is managed primarily for low-density residential and public recreation uses.

6. Present Use

12 residences are located within the area. Recreational uses of the area include small-boat launching at Amalga Harbor, nature study, picnicking, fishing, berry picking, and enjoyment of the natural beauty of the area.

7. Proposed Management

Continued dispersed residential uses of the private lands. Walking and fishing access along both banks of Peterson Creek which provides Steelhead fishing opportunities uncommon in the Juneau area. Protection of and continued public access to and around the salt-lake. Operation of the boat-launching and associated facilities for public recreational use and maintenance of the area's environmental integrity in the face of increasing recreational pressures.



## D. MENDENHALL WETLANDS STATE GAME REFUGE AMSA

1. Location

Latitude - 58°-21' North; Longitude - 134°-33' West  
6 miles (10 kilometers) northwest of Juneau

2. Description

This area is a 3,840 acre (1,536 hectare) wetland which has been designated by the Legislature as the Mendenhall Wetlands State Game Refuge (Chapter 45 SLA 1976). The designation covers the Gastineau Channel, Mendenhall Bar, and the included waters and tidelands from Salmon Creek to the south shore of the Mendenhall Peninsula. (See AMSA Sketch D)

3. Resource Values

Migrating fishes traverse these wetlands to reach the fifteen identified fish producing streams which empty into saltwater in the area. The area is an important spring and fall feeding and resting area for migrating waterfowl, and provides habitat for thousands of overwintering ducks and geese. Songbirds and shorebirds also utilize the area. The grasses, sedges, roots, stems and diverse wetland vegetation which flourish in the area provide an extremely productive biological system that serves as a nursery area for juvenile salmonoids.

4. Present Ownership

State of Alaska

5. Present Management

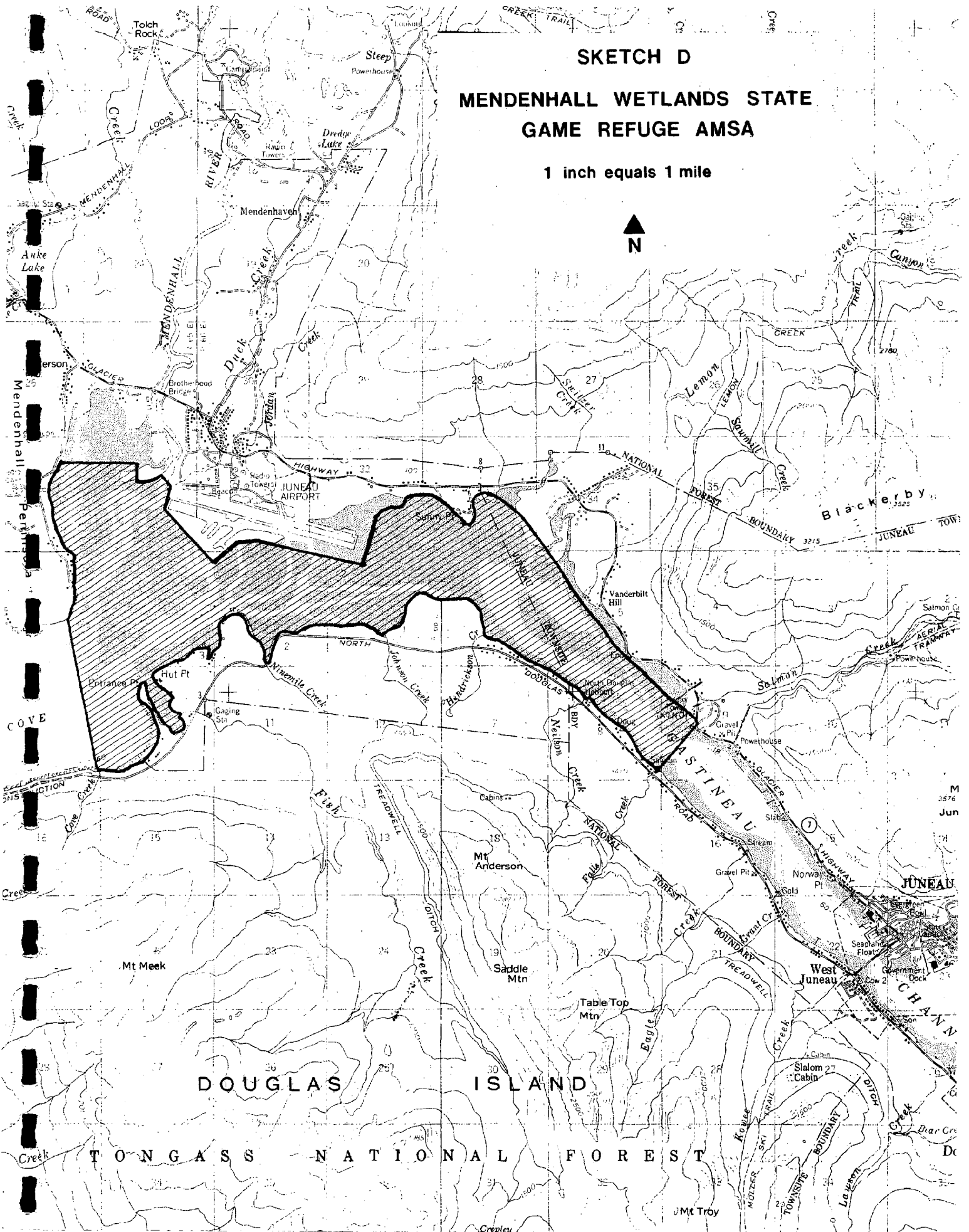
Alaska Department of Natural Resources  
Alaska Department of Fish and Game

6. Present Use

The area is extensively used for waterfowl hunting, fishing, bird-watching, nature study, walking, photography, environmental education and scenery-viewing.

SKETCH D  
MENDENHALL WETLANDS STATE  
GAME REFUGE AMSA

1 inch equals 1 mile



## 7. Proposed Management

A specific management plan for the Mendenhall Wetlands State Game Refuge is presently being prepared by the Alaska Department of Fish and Game. Following consultation with the City and Borough of Juneau and necessary public hearings, the plan as adopted will become the controlling standard by which the Department of Natural Resources will manage the area.

The goal of the preliminary management plan is "to maintain the Mendenhall wetlands for public use consistent with the area's wildlife and fishery values." Objectives include the intent to enhance the quality and quantity of the recreational and educational opportunities on the Refuge by habitat protection and improvement, publication of an informational leaflet, posting of public access points, reducing conflicts between various users, manipulation of hunting seasons and by other appropriate means.

### E. SWEETHEART FLATS AMSA

#### 1. Location

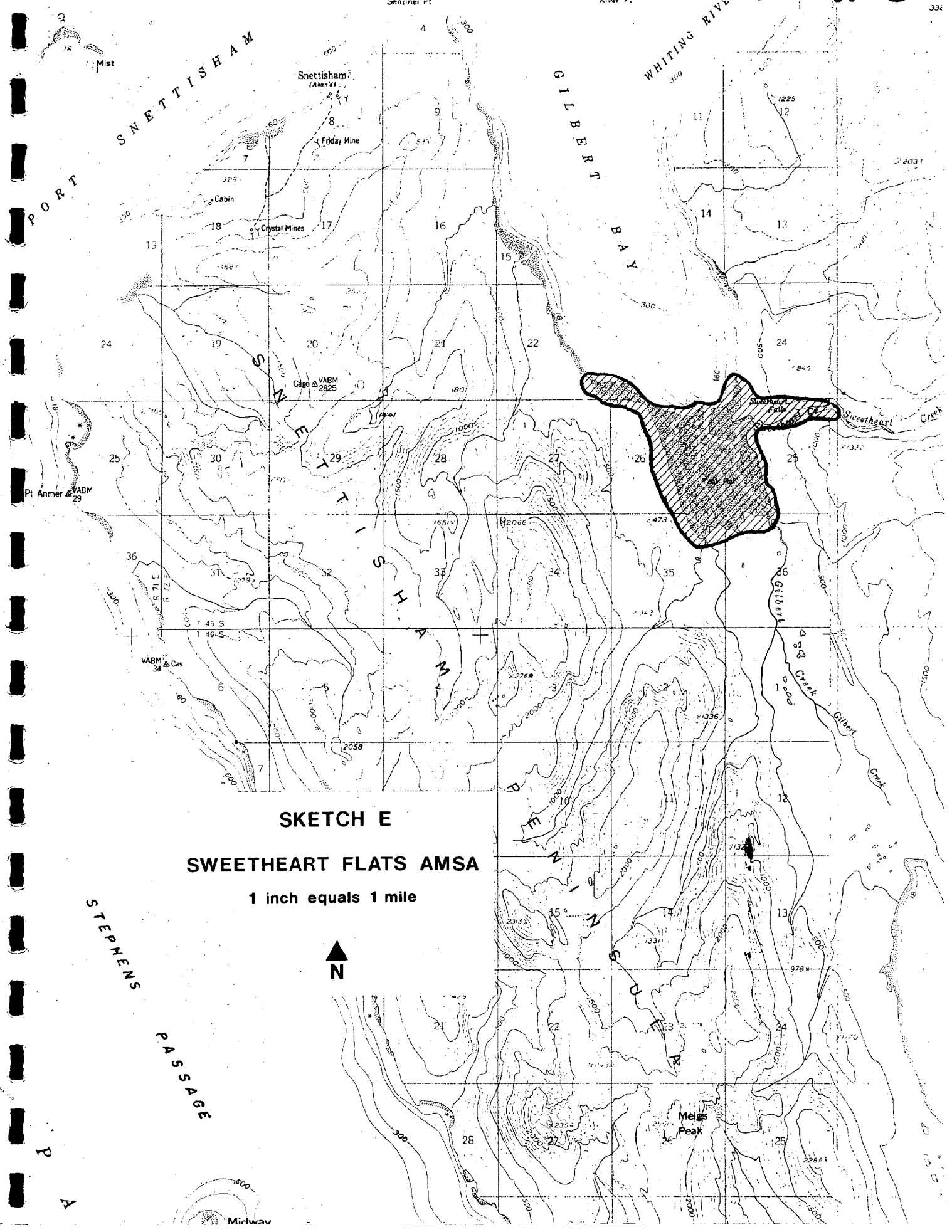
Latitude - 57°-58' North; Longitude - 133°-43' West  
35 miles (58 kilometers) southeast of Juneau

#### 2. Description

The area of approximately 940 acres (376 hectares) is the headland waters and associated wetlands of Gilbert Bay. Upper and Lower Sweetheart Lakes provide freshwater flows through Sweetheart Creek and the Falls to this tidal wetland, as do Gilbert Creek and five other unnamed creeks cataloged by the Alaska Department of Fish and Game as anadromous systems. (See AMSA Sketch E)

#### 3. Resource Values

These wetlands provide nursery area for migrating salmonoids, spring feeding grounds for bear, and habitat for both migrating and overwintering waterfowl.



**SKETCH E**

**SWEETHEART FLATS AMSA**

1 inch equals 1 mile



STEPHENS

PASSAGE

Midway

4. Present Ownership

United States

5. Present Management

U. S. Department of Agriculture - Forest Service

6. Present Use

Accessible only by boat and float plane, the area receives only occasional public use by recreationalists and bird hunters.

7. Proposed Management

Maintenance of the pristine character of the AMSA, and its habitat value to fish and wildlife populations. In the event of upland development of Forest Service lands, adequate precautions shall be mandated to ensure maintenance of the present freshwater flows and quality.

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## V. MANAGEMENT PROGRAM

### A. POLICIES AND RECOMMENDATIONS

#### 1. Policies

Policies constitute the framework of the coastal management program. They set forth broad principles expressive of the goals and objectives and specifically applicable to the resource values found in Juneau's coastal area.

The policies included in this chapter have been the subject of detailed public scrutiny and discussion, and have been amended and revised in accordance with Planning Commission and public review and comments.

#### P O P U L A T I O N   G R O W T H

Juneau's population is presently over 22,000, reflecting a 65% increase since 1970. This growth has placed additional residential, commercial, transportation and recreational pressures on the resources of the coast.

Assuming no capital move, projections are for continued growth, with total City/Borough population approaching 40,000 before the end of the century.

If the coastal resources and amenities that the people of Juneau use and enjoy today are going to be available for an increased population, care must be taken to satisfy urban needs while maintaining the value of these finite resources.

#### Policies

- o Residential and other urban land uses will be encouraged in presently urbanized areas where necessary public facilities already exist, so that linear coastal development can be avoided.
- o Public access to tidelands and waterfront lands will be increased and maintained wherever possible.

## E C O N O M I C   D I V E R S I F I C A T I O N

Juneau's economy is heavily dependent on government. State, federal and local governmental employment makes up 58% of the Juneau work force, and provides 63% of the personal wage income. Thus, the capital relocation effort constitutes a grave threat to the stability and economic well-being of the community.

Diversification of Juneau's economy to broaden the economic base and lessen the dependence on state government is a stated objective of the City and Borough of Juneau.

The coastal management program goal of "balanced development and conservation" recognizes the need for economic diversification, and encourages those economic activities that can be undertaken with minimal negative impact on coastal resources and values.

Policies

- o Land and water capability analysis will be employed in evaluating proposed development so as to assure minimal adverse impacts on coastal processes and values.
- o Prospecting, mining and mineral processing operations shall be conducted in a manner consistent with the State Water Quality Standards.
- o Commercial logging operations will be conducted in accordance with the regulations promulgated under the Forest Practices Act (Chap 108 SLA 1978)
- o On-shore storage of logs will be encouraged to avoid conflict with commercial and recreational boating and with marine ecosystems.
- o Boat repair and maintenance facilities on commercial waterfront land will be encouraged.
- o Fish and shellfish processing facilities which are consistent with the sustained fisheries productivity of the Juneau area shall be encouraged.
- o Measures for artificial enhancement of the salmon fishery will be supported when reasonably compatible with other existing or potential natural fisheries resources, patterns of fishing, and related water resources and uses.

- o Deep-water frontage suitable for commercial/industrial development with minimal negative environmental impact will be encouraged to be utilized for those purposes.

### T R A N S P O R T A T I O N

Juneau depends on air and marine transportation for its very survival, as surface routes are not available to the Lower 48 nor to other communities in Alaska.

The community's location on the Inside Passage and its functions as a regional service center and the state capital have made Juneau a hub of marine and air transportation operations in the northern part of Southeastern Alaska.

The rugged topography of the Juneau area has dictated a linear development which is served by a 140 mile network of roads, streets and highways.

All air, marine and surface transportation facilities in Juneau lie within the boundaries of the coastal area.

#### Policies

- o Necessary new transportation facilities will be routed, located, designed, constructed and maintained so as to exert minimal negative impact on coastal ecosystems, recreational values and other coastal resources.
- o Marine transportation modes (including ferries, cruise-ships and barges) will be encouraged to share common facilities to the greatest extent practicable.

### C O A S T A L R E S O U R C E S

Coastal resources in Juneau are understood to include its coastal waters, bays, coves, beaches, wetlands and other areas immediately adjacent to the coastal waters. Equally important to the community, however, are the dense coastal spruce/hemlock forests, the fish and



game resources, the natural processes of fresh water stream flows, and the scenic vistas that accompany this rich, varied and interdependent coastal ecosystem.

The challenge of coastal management planning is to achieve a balance between the use and development of the resources, and the need to conserve the chain of these natural processes for the benefit of Juneauites yet unborn.

The coastal forest margin, in addition to its important game and eagle habitat, provides significant wind protection to anchorages in the coves and close-in coastal waters.

The wetlands (estuarine areas) provide nursery and feeding areas for various species of fishes, nesting and feeding habitat for a large variety of resident and migratory waterfowl and shorebirds, and a buffer zone against coastal flooding. Surface flows of fresh water through wetlands is particularly important to the early life of many species of fishes, including salmon.

Deep-draft navigational channels and moorages in the Juneau area provide the community with the benefits of economical marine transportation and water-borne commerce as well as contributing to the economic base.

The fishery resource is both recreationally and commercially important. Anadromous fish streams of the area constitute a critical element in the local fishery. Maintenance and enhancement of Juneau's fishery resources is vital to the quality of life enjoyed by residents, and is an important objective of coastal management.

Policies

- o Wildlife habitat, fish streams and protective coastal forest margins are important coastal resource values, and will be protected to the greatest extent possible through the standards of the district program.
- o In coordination with the U.S. Fish and Wildlife Service, City/Borough cooperation in the protection of eagle habitat will be recommended.
- o Removal of timber from lands along saltwater or fish streams shall be done so as to minimize impacts on adjoining water and fishery values.
- o The natural processes of beaches, estuaries and wetlands will be protected to the greatest extent possible from negative impacts.
- o In coordination with the Alaska Department of Natural Resources, maintenance of adequate fresh water flows in area creeks and streams will be encouraged in the matter of water allocations.
- o The natural fisheries productivity of fresh and salt waters will be protected from degradation, and Alaska Department of Fish & Game management and harvest policies which sustain optimum population of fishes will be sought and supported.
- o Fisheries enhancement efforts directed toward a more even geographical distribution of sport and commercial salmon fishing opportunities will be encouraged.
- o Sand and gravel extraction operations will be regulated so as to minimize adverse impacts on other coastal values during their operation. Rehabilitation of pits and their margins to produce favorable recreational and fisheries conditions will be encouraged.

## G E O P H Y S I C A L   H A Z A R D S

The steep slopes, earthquake damage potential and flood hazards present in the Juneau area pose geophysical hazards of sufficient severity to warrant concern by the City/Borough.

Policies

- o Uses and developments on fresh or saltwater shorelines should generally be compatible with the possibility of traumatic natural shoreline changes as a result of storms, floods, tides or erosion.
- o Residential development and increased population densities should be actively discouraged in areas that pose an imminent threat to life and property by reason of known geophysical hazards.

- o Dense residential development and places of public assembly downstream of dams should be discouraged.

#### SCENIC / HISTORIC / CULTURAL VALUES

The Juneau coast is rich in scenic, historic and cultural resources which need and deserve protection in the coastal management program.

Scenic vistas abound throughout the coastal area, and are made particularly dramatic by the presence of off-shore islands, forested hillsides, and the backdrop of rugged mountain peaks.

Coastal shipwrecks, Tlingit village sites and burial grounds, lighthouse locations and other historic sites important to Juneau's past are critical factors in the heritage of the community, and deserve protection and interpretation.

Cultural values are considered to be the entire range of human uses of the coastal area, and include specific recreational and educational utilization as well as the simple restorative value of enjoying the wonders of the shoreline.

#### Policies

- o Outstanding views and esthetic resources constitute a value which are worthy of conservation and protection.
- o Identified historic, prehistoric and archeological sites and areas will be carefully and sensitively managed for their heritage values.
- o Identified existing and potential recreational, educational and cultural resources of the coastal area will be given high priority in the management program.
- o Publically-owned tidelands and waterfront lands with existing or identified potential for recreational or educational use will, to the maximum extent possible, be maintained in public ownership status.

## 2. Recommendations

The analysis of coastal resources summarized in Appendix B, and public comments received over the 18-month development period of the district program, have suggested that in addition to the policies and regulatory system of the coastal program, recommendations to the City/Borough Assembly should be offered that are designed to accomplish the goals and objectives of the program in a positive way.

The following recommendations, consistent with the goals and objectives of the Juneau Coastal Management Program, are offered in the hope that these actions, along with the policies and standards of the district program will encourage continued growth and development of the community with the least possible negative impacts on its rich and varied coastal resource values.

- Land Selection - - In making final selections from the "pool" of land recently approved, it is recommended that the City and Borough consider the following beneficial uses:
  - ° shoreline parks, recreation, open-space and educational sites
  - ° environmental protection of eagle tree locations, coastal forest margins and stream banks
  - ° sand, gravel and quarry rock locations where mining can be accomplished with minimal adverse impact on coastal resources
  
- Zone outlying lands - - Present land use zoning covers lands primarily in the area of the City/Borough accessible by road. The geographic areas of concern of the Juneau Coastal Management Program are intended to be applied as an "overlay" to the zoning map, and it is important that the offshore islands (Mab, Ralston, Lincoln, Shelter, Hump, North, Benjamin, Sentinel, Gull, Bird, Aaron, Cohen, Portland, Coghlan, Suedla and Spuhn) and the remainder of Douglas Island be included in the area covered by the R-40 zoning district. Additionally, it is recommended that other outlying lands in the City/Borough beyond the roaded area but within the area of conservation concern of the coastal program also be incorporated into the R-40 zoning district.

- Beach access - - Shoreline access is a matter of concern to a great number of Juneauites. A number of known access routes and the status of the lands they traverse is included in Appendix B, and these, along with public rights-of-way and public waterfront lands are indicated on the maps of the Juneau Coastal Management Program. It is recommended that the Property Officer together with the Planning Department carefully research all possible access routes with the objective of signing and identifying each legal access so that members of the public will be aware of their availability.
- Research sewer outfall effluent - - An important resource is the schools of herring that winter in Fritz Cove waters. Although it is believed that the outfall effluent from the Mendenhall Sewage Treatment facility is innocuous at this time, the future addition of commercial and industrial wastes to the plant may be cause for concern. It is recommended that a qualified consultant be retained to research the matter and to present appropriate technical recommendations.
- Bald eagle protection - - The bald eagle population of Juneau is a popular coastal resource for Juneauites and visitors alike. The U.S. Fish and Wildlife Service, responsible for enforcement of the federal laws protecting this species, has not yet completed its survey of eagle nest trees in the City and Borough. It is recommended that the agency be requested to complete its survey and management plan so that adequate protection of this resource can be properly coordinated through the coastal management program.
- Stream Research - - More than 40 anadromous fish streams are located in the roaded areas of Douglas Island and the mainland. Freshwater flows, gravel bedload, protection from erosion, siltation and pollution in these streams is of critical importance in the conservation of our fishery resource. It is recommended that the Planning Department, with necessary technical assistance, be directed to research the legal status, physical characteristics and biological productivity of these streams so that adequate protective standards can be prepared and offered for adoption.

## B. COASTAL MANAGEMENT REGULATIONS

The goal of the Juneau Coastal Management Program is to attain orderly and balanced use, development, conservation and protection of Juneau's coastal resources; and the policies, recommendations, standards and regulations of this document are intended to provide a logical pattern of community action toward that goal.

Juneau is a growing urban community, and its growth increases the pressures on the finite resources of the coastal area. The regulatory system described herein recognizes the need for as well as the benefits of that growth. At the same time, it recognizes the need and desirability of protecting coastal resources important for their social, economic and environmental values.

The Juneau Coastal Management Program uses existing local, state and federal regulatory authority to assure that growth and development in the coastal area will be compatible with recreational, fishery and scenic values and the natural processes that maintain these beneficial resources.

The City and Borough of Juneau will assume primary responsibility for implementing the district program. In cases where state or federal statutes and regulations prevail, and in matters of greater-than-local significance, implementation will be coordinated with appropriate state and/or federal agencies.

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Outline of the regulatory program and how it works

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The community's existing Zoning and Subdivision Regulations form the foundation for implementation of the Juneau Coastal Management Program.

Other than the Areas which Merit Special Attention (AMSA) described in Chapter IV, the limits of the geographic areas of concern used in this program and the development standards within these areas are based on

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the minimum level of protection required to maintain the coastal values described in this program. These areas of concern work in conjunction with the zoning to determine what may be developed on a particular site (determined by the zoning), and how it is to be developed (determined by the coastal management standards).

[Example: Applicant has a waterfront site in an RMM (Medium Density) Multifamily Residential District which is also in an Area of Conservation Concern under the Coastal Management Program, and wishes to build a 12-unit apartment complex.

In addition to the reviews such application would receive for zoning, building code compliance, etc., it would also be reviewed for compliance with the standards for development in an area of conservation concern.]

Coastal permits are required in an AMSA, an Area of Conservation Concern and an Area of Urban Concern.

Applications for coastal permits will be reviewed by the Planning Department for compliance with the standards of the area of concern in which the development is proposed to be located, and may coordinate such review with appropriate state and/or federal agencies. It is anticipated that the vast majority of coastal permits will be administratively issued by the Planning Department following this review.

In the case of those uses which tend to significantly affect coastal resources, the regulatory program requires an in-depth coordinated review by the Planning Department and a Public Hearing conducted by the Planning Commission before a coastal permit may be issued:

[Example: Applicant has a waterfront site in a CWR Residential-Waterfront Commercial District which is also in an Area of Conservation Concern under the Coastal Management Program, and proposes to develop a small-boat marina.

Such a use (permitted in the zoning district) often requires dredge and fill operations, large parking and storage areas, and other activities which, both during and after construction, can cause adverse impacts on natural bottom configurations, flushing action, water quality, etc., and damage



fish spawning or nursery habitat and other coastal values.

The Planning Department would conduct a detailed, site-specific review of the application and would coordinate such review with state and federal agencies having jurisdiction over the resource likely to be impacted.

After receipt of the written review report from the Planning Department, the Planning Commission would conduct a formal public hearing, and would then make a decision with respect to the issuance of the requested coastal permit.]

Variations and appeals are processed in a manner similar to zoning procedures for variations and appeals, and any "aggrieved party" may appeal to the City and Borough Assembly.

1. Uses Subject to the Juneau Coastal Management Program

All residential, commercial, industrial and governmental uses of land and water within the coastal area, whether of public or private property, shall be subject to the policies and standards of the Juneau Coastal Management Program.

Uses permitted by the Zoning Regulations (City and Borough of Juneau Code Chapter 49.25) in specific zoning districts are considered proper uses in those districts within the coastal area subject to compliance with the standards and regulations of the Juneau Coastal Management Program.

Uses prohibited in specific zoning districts by the Zoning Regulations are deemed to be improper uses in those districts within the coastal area.

2. Geographic Areas of Concern

The Guidelines for District Coastal Management Programs (6 AAC 85.040.) require that inland boundaries include the zone of direct interaction and the zone of direct influence, as detailed on maps published by the Alaska

Department of Fish and Game and the Office of Coastal Management, and entitled Biophysical Boundaries of Alaska's Coastal Zone. The overall boundaries established for the Juneau coastal area meet this criteria (see Chapter III, and Coastal Boundary Map in pocket part). Within that overall area, however, the regulatory program stresses protection of those resources found in the zone of direct interaction, and the limits of the Area of Conservation Concern in this program are generally consistent with that biophysical zone.

Recognizing that environmental conditions, economic demands and ownership patterns vary widely within Juneau's coastal area, the land and water within the Juneau coastal area is divided into four management classifications, or areas of concern. These areas of concern are applied as an overlay to the Official Zoning Map of the City and Borough. The general and specific standards (see sub-section 4., this section) addressing the intent of each area of concern are supplementary to the text of the Zoning Regulations. The Subdivision Regulations are also supplemented by these standards to ensure comprehensive land and water management in accordance with the intent of the areas of concern.

AREA WHICH MERITS SPECIAL ATTENTION (AMSA) - Land and water within this category (regardless of the zoning district in which it lies) will be managed in accordance with a plan adopted for the specific area so designated; said plan to be directed toward protection and maintenance of the particular value for which the AMSA was created.

AREA OF CONSERVATION CONCERN (CC) - This is the classification applied to marine waters, most shoreline and waterfront lands, and areas where permitted uses and activities have, or are likely to have, significant impact on coastal resources. Consistent with the goals, objectives and policies of the program, standards for proposed uses and activities within this category are directed toward protection of coastal resource values.

AREA OF URBAN CONCERN (UC) - This classification recognizes and is applied to the existing urban waterfront on Gastineau Channel, and to those urban waterfront lands suitable for moderate or intensive development. Standards for uses and activities within this category stress appropriate use of the urban waterfront to assure priority for water-dependent and water-related developments of benefit to the community.

AREA OF NORMAL CONCERN (NC) - This classification is applied to those lands within the coastal area where proposed uses and activities have, or are likely to have, a nominal impact on coastal resources. Management within this category will be directed toward minimizing adverse impacts.

### 3. Coastal Use Permit

A coastal use permit issued by the City and Borough of Juneau is required before any person may clear, grade, fill or build on land located in an Area which Merits Special Attention (AMSA), an Area of Conservation Concern (CC), or an Area of Urban Concern (UC).

#### (a) Administrative Permit Issuance

The Planning Department shall review each application for a coastal use permit to determine if the proposed use or activity will significantly impact a natural shoreline, anadromous fish stream or other coastal process, and shall consult with appropriate agencies to assist in such determination.

If the review indicates that the proposed development will not significantly impact coastal resources, and that it is consistent with the policies and standards of the Juneau Coastal Management Program, the Planning Department shall issue a coastal use permit.

Note: The issuance of a coastal use permit by the City and Borough of Juneau does not relieve the responsibility of acquiring necessary state and/or federal development permits.

#### (b) Coastal Impact Uses and Activities

Uses and activities which, by their very nature, significantly affect natural shorelines, anadromous fish streams, coastal wetlands or other coastal resources shall be known as coastal impact uses. Such uses and activities may include, but are not necessarily limited to the following:

- ° breakwaters, bulkheads, seawalls
- ° docks, piers, marinas, ports
- ° mineral (including sand and gravel) extraction, crushing, processing and stockpiling
- ° log rafting, log storage
- ° landfill, dredging, spoil disposal
- ° commercial or industrial development on shoreline sites
- ° uses of state concern (as defined by the Alaska Coastal Policy Council)

Following administrative determination that the proposed use or activity has the potential of significant damage to a coastal resource, the Planning Department shall inform the applicant that the proposed use or activity has been classified as a coastal impact use, and that the application will be subject to the coordinated review and public hearing procedure.

(1) Coordinated Review - Applications for coastal impact uses or activities shall be reviewed by the Planning Department on a site-specific basis in consultation and coordination with appropriate state and/or federal agencies having jurisdiction over the coastal resource or values anticipated to be impacted.

The Planning Department shall act as a clearinghouse in the coordinated review process, and shall conduct such meetings with other agencies and/or the permit applicant as deemed necessary to aid in conflict resolution.

No later than 60 days following the filing of an application for a coastal impact use or activity, the Planning Department shall forward to the City and Borough Planning Commission its finding of facts with respect to the subject permit application. The finding of facts shall be in the form of a written report and shall, as a minimum, include the following:

- a copy of the permit application
- all comments, recommendations, objections or approvals of state and/or federal agencies contacted during the review
- a comprehensive summary outlining the coastal resource or resources expected to be impacted by the proposed project as well as the nature and severity of the anticipated impacts
- a comprehensive summary of the tradeoffs or benefits anticipated to result from the proposed project
- recommendations regarding conditions or modifications to the project that would increase its compatibility with the goals, objectives, policies and standards of the Juneau Coastal Management Program

(2) Public Hearing - Following receipt of the report from the Planning Department, the Planning Commission shall set a date for a formal public hearing on the application for a coastal impact use, and shall advertise such hearing as required by ordinance.

Pursuant to the public hearing, the Planning Commission shall take action on the permit application by resolution. Such action may direct the Planning Department to:

- issue a coastal use permit as applied for
- deny the permit
- issue a coastal use permit subject to conditions or modifications ordered by the Commission, and written agreement by the applicant to comply with such conditions or modifications.

(3) Criteria for Permit Approval - Before the Planning Commission may act on an application for a permit involving a coastal impact use or activity, it shall consider the finding of facts developed by the coordinated review as well as such oral and/or written testimony as may be submitted at the public hearing.

The Commission shall direct issuance of a permit only if it finds:

- the proposed use will not cause unreasonable damage to the coastal environment
- the proposed use will not unreasonably restrict public use of public waters or public shorelines

- ° the proposed use will be reasonably compatible with surrounding land and water uses.
- ° the proposed use will, on balance, be beneficial to the public interest and consistent with the goal and objectives of the Juneau Coastal Management Program.

(c) Variances and Appeals

The purpose of a variance from the requirements of the Juneau Coastal Management Program is to provide relief when there are practical difficulties and unnecessary hardships involved in compliance with the strict letter of the program. The Planning Commission acting as a Board of Adjustment shall consider requests for variances under the procedures specified in the City and Borough of Juneau Code Section 49.25.800 et seq.

Applicants for a variance must show that if the requirements of the program are met, no reasonable use of the property can be enjoyed. A variance may be granted only if the Board of Adjustment finds that:

- ° the hardship which serves as the basis for the variance is specifically unique to the property of the applicant.
- ° the hardship results from the application of the requirements of the Juneau Coastal Management Program, and not from deed restrictions, the applicant's own actions, or other conditions unrelated to the coastal management program.
- ° the variance granted will be in harmony with the general purpose and intent of the Juneau Coastal Management Program.
- ° the public interest will be protected and preserved. (If more harm will be done to the area by granting the variance than would be done to the applicant by denying it, the variance shall be denied).

An appeal from an action, decision, ruling, judgement or order of the Planning Department, Planning Commission or Board of Adjustment regarding any matter pertaining to the implementation of the Juneau Coastal Management Program may be taken by any aggrieved party to the City and Borough Assembly as specified in the City and Borough of Juneau Code, Section 49.25.806.

#### 4. Standards

Management standards are designed to provide an adequate level of coastal resource protection appropriate to the geographic area of concern in which they are applied.

Nothing contained in these standards diminishes the responsibility for compliance with applicable state and federal requirements. The City and Borough of Juneau does not assume responsibility for enforcement of state or federal statutes and regulations, but will not issue a coastal use permit for a use or activity which appears to be in violation of such state or federal standards.

##### (a) General Standards

Consultation with the Planning Department shall be conducted prior to design or construction of uses proposed to be located adjacent to sites listed on the Alaska Heritage Resources Survey Index or the National Register of Historic Places, or within a Historical District designated by the City and Borough of Juneau to ensure that the proposed use or activity will exert the least possible negative impact on the character of the historic site or district.

No shoreline or streamside site shall be utilized as a site for dumping or disposing of trash, garbage, stumps or other solid waste material.

Uses and activities within all geographic areas of concern are required to comply with applicable state regulations regarding water quality (18 AAC 70), and protection of fish and game (AS 16.05.870).

Review of proposed uses and activities in all geographic areas of concern within the Juneau Coastal Management boundaries will be coordinated with appropriate agencies to assure that such uses and activities will comply with applicable standards.

(b) Areas which Merit Special Attention (AMSA)

In addition to the general standards, proposed uses and activities in an area which merits special attention (AMSA) shall be subject to the terms and conditions of the management plan for the specific AMSA in which the use or activity proposes to locate.

(c) Areas of Conservation Concern (CC)

Standards and regulations within areas of conservation concern (CC) are intended to be directed toward protection of coastal resources and values. In addition to the policies and general standards of the Juneau Coastal Management Program, uses and activities proposed in an area of conservation concern shall comply with the following standards:

- (1) Uses and activities which utilize impervious (paved) parking and/or storage areas in excess of 10,000 square feet (926 sq. m.) shall construct a subsurface drainfield or other practical and feasible measure to assure that surface water runoff from such paved surface does not flow directly into a natural water body.
- (2) Other than normal residential storage facilities, uses and activities involving the handling and storage of fuel, chemicals, oil or other substances with the potential for damaging spillage or leakage into adjacent waterways shall construct physical structures capable of containing potential spills.
- (3) No building shall be located closer than twenty five (25) feet (7.6 m.) from the top of the bank slope of a creek, stream or river identified as an anadromous fish stream.
- (4) Where a windfirm forest margin on a shoreline site has been specifically identified as providing wind protection to coves, anchorages or adjacent lands, it shall be maintained in as close to its natural condition as is consistent with the proposed improvement on the site.



(d) Areas of Urban Concern (UC)

Standards within areas of urban concern are intended to stress development of appropriate and beneficial urban uses and activities.

Subject to review for compatibility with the objectives, policies and general standards of the Juneau Coastal Management Program, the Planning Department shall issue coastal use permits for water-dependent and water-related uses and activities within areas of urban concern (UC).

Water-dependent uses are those that cannot exist in a location other than the waterfront. Such uses include, but are not necessarily limited to the following:

- marine transportation terminals including ferry, cruise-ship, barge, freighter, tanker and float plane
- small boat marina including sales, service, storage and moorage
- marine construction and repair facility
- fish/shellfish buying and processing
- marine freight-handling, transfer and storage areas
- other commercial or industrial uses requiring frontage on deep-draft navigation waters

Water-related uses and activities are those that derive and provide to the community social or economic benefit by location on or near the waterfront. Such uses include, but are not necessarily limited to the following:

- marine warehousing
- recreation and open space, including marine parks, shoreline pathways, access corridors, viewpoints and vehicular turnouts
- waterfront restaurants and taverns
- tourist-related retail shops
- hotels, motels and dwellings

Coastal use permits for non-water-related uses and activities shall be issued by the Planning Department only after review by the Planning Commission and finding by the Commission that the proposed use or

activity is generally compatible with the objectives, policies and standards of the Juneau Coastal Management Program and that its location in an area of urban concern is in the general public interest.

Non-water-related uses or activities are those that derive no significant benefit from location on the waterfront.

Vehicular parking facilities for uses and activities shall be located so as to be most convenient to the surface transportation system, and on the inland side of commercial or industrial structures wherever feasible.

Design of uses shall give due consideration to visual impact from both inland and seaward viewpoints.

(e) Areas of Normal Concern (NC)

Standards within areas of normal concern are intended to minimize the negative impact on coastal resources by permitted uses and activities. Although coastal use permits are not required in these areas, the general standards of the Juneau Coastal Management Program apply to uses and activities. Through implementation of the Subdivision Regulations and Zoning Ordinance, uses and activities shall be reviewed by the Planning Department to assure that they are compatible with the general purpose and intent of the area of normal concern.

C. COORDINATION

The coastal resources of the City and Borough of Juneau have values and interrelationships that transcend municipal boundaries, and are of regional, state or even national significance. While the Alaska Coastal Management Act and the Guidelines and Standards promulgated under the Act by the Coastal Policy Council require preparation and implementation of local coastal management programs by district organizations, the clear intent of the Act and the Guidelines and Standards is that both development and ensuing implementation will be accomplished

employing the expertise, authorities and responsibilities of the appropriate local, state and federal governmental agencies.

The City and Borough of Juneau intends to act as the lead agency in implementation of the policies, standards and regulations of the Juneau Coastal Management Program. Coordination with state and federal agencies having jurisdiction or authority with respect to particular coastal resources is inherent in the regulatory system of the district program, and review of applications for proposed developments, uses or activities that may significantly impact these resources will be closely coordinated with the appropriate agency or agencies.

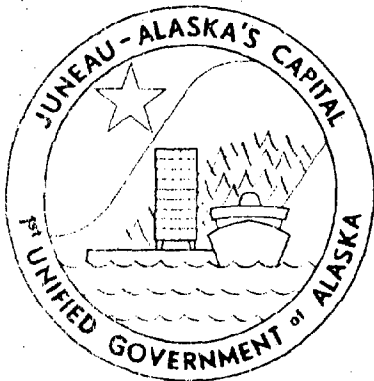
State and federal agencies contemplating projects, uses or activities on land or waters within the Juneau coastal area will similarly be expected to coordinate closely with the City and Borough of Juneau so that consistency with the goals, objectives, policies and standards of the Juneau Coastal Management Program can be assured.

\* \* \* \* \*

Although participation of the public was not as extensive as had been hoped for, it was definitely of assistance in preparation of the program, and substantially exceeded the effort required by the Guidelines and Standards.

Public participation will be a continuing element of the Juneau Coastal Management Program even after the public hearings regarding adoption of the program, as implementation calls for public hearings with respect to the review of coastal impact uses and activities in the community. Also, the annual evaluation and possible program revisions will be the subject of future citizen involvement meetings.

Following are copies of notices, agendas, meeting summaries and other material documenting the citizen involvement in preparation of the Juneau Coastal Management Program. Additional material including discussion briefs, correspondence and "sign-in sheets" are available for inspection at the offices of the City/Borough Planning Department and at the Alaska Office of Coastal Management (OCM) in Juneau.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 21, 1978

FILE NO.

SUBJECT.

Dear Resident:

The first public information meeting on the community's coastal management program was held last September 13th. Many people who participated in that meeting and gave freely of their ideas and suggestions regarding Juneau's coastal resources have asked about the continuation of the effort to arrive at a balanced program of use and conservation of our coastal area.

This letter is to assure you that despite a seven-month gap in the planning (due to a delay in the anticipated federal/state grant), Juneau's coastal management program is "alive and well" and is presently embarking on the Phase II work schedule. Copies of the Phase I Interim Report of Juneau's Coastal Management Program are available for inspection at both the City/Borough Planning Department Office and the State Library.

For your information and review, we are enclosing the Work Program for the Phase II project, which is geared to develop the community's management program for early winter submittal to the Alaska Coastal Policy Council.

We hope that you will take the time to review the Work Program and provide us with any suggestions you may have for improving it.

Our next public meeting will be held early in July. The exact date, time, place and subject matter of the meeting will be furnished to you about 10 days in advance of the meeting, and will also be well publicized in the local media.

We hope that we can look forward to your active participation in helping to develop our community's coastal planning and management program.

Sincerely,

Ron Bolton  
Assistant Planning Director

RB/nls

The City and Borough of Juneau  
cordially invites you to a

**PUBLIC DISCUSSION**  
of the  
**JUNEAU COASTAL  
MANAGEMENT PROGRAM**

*...an opportunity for you to participate in the  
development of your community's program of  
balanced use and conservation of its coastline  
and coastal resources.*

**WEDNESDAY, JULY 12  
8:00 P.M.**

**City/Borough Assembly Chambers  
155 South Seward Street**



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: July 12, 1978

FILE NO. Juneau Coastal Management Program

SUBJECT: PUBLIC DISCUSSION MEETING  
City & Borough Assembly Chambers  
8:00 p.m.

## A G E N D A

1. OPENING REMARKS

Welcome and introductions

Status of Juneau Coastal Management Program development

Outline purpose and tentative schedule for the 3 informal public meetings

2. PHASE I PUBLIC MEETING "FEEDBACK"

Respond to specific statements and questions (see Attachment 3)

Discussion of content and availability of Interim Report

3. PHASE II WORK PROGRAM (see Attachment 1)

Examine work program and detail tasks involved in each element

Discussion of suggested amendments to work program

- - - REFRESHMENT BREAK - - -

4. REVIEW ASSUMPTIONS, GOALS AND OBJECTIVES OF PROGRAM (see Attachment 2)

Discussion of goals and objectives

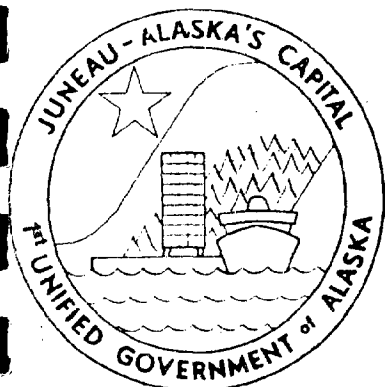
Suggested additions, deletions, amendments

5. PROGRAM CRITIQUE

Discussion of concerns not covered in the work program

Discussion of ways and means to maintain public participation and support

6. ADJOURN



## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: July 12, 1978.

FILE NO. Juneau Coastal Management Program

SUBJECT: Public Discussion Meeting

WELCOME TO THE PUBLIC DISCUSSION MEETING ON THE JUNEAU COASTAL MANAGEMENT PROGRAM

Coastal management is land use planning that recognizes the unique natural values of the coastal area and strives to achieve a balanced use and conservation of these resources.

Last September, an initial public information meeting was held during the first phase of the coastal management planning process. Over 60 persons attended that meeting, and the many questions and comments voiced at that initial public session attest to the concerns felt by Juneauites regarding the values of the coastal area. This valuable input became an important part of the Interim Report and the design of the Phase II. work program on which the City and Borough Planning Department has now embarked.

The purpose of tonight's public discussion is to review the Phase II. work program as well as the goals and objectives contained in the Interim Report, and to suggest ways in which these can be improved. It is hoped that any concerns or issues not already addressed in the work program will be brought up for discussion this evening, and suggestions made for improvement of the public participation process.

The Work Program is included in this packet as Attachment 1. The draft goals and objectives constitute Attachment 2, while Attachment 3 abstracts the questions and comments presented at the initial public information meeting, and the response to this public testimony.

Two more informal public meetings are contemplated in the Phase II. work program ...one in mid-August to review a draft of recommended coastal policies, and a second in early October to comment on the draft of the coastal management program and the recommended implementation procedures. Formal Public Hearings will be held by the Planning Commission and the City/Borough Assembly prior to final adoption of the Juneau Coastal Management Program.

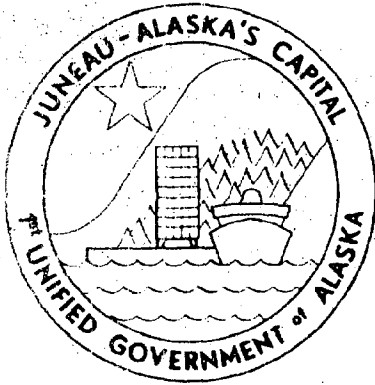
We appreciate your participation in the development of our community's coastal management program, and hope that you will feel free to visit the Planning Department offices at any time to view the work in progress.

Sincerely,

Ron Bolton  
Assistant Planning Director

RB/bp





# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: July 24, 1978

FILE NO.

SUBJECT:

To All Persons Attending:

On behalf of the City and Borough of Juneau, thank you for your attendance at the Public Discussion meeting of the Juneau Coastal Management Program, Phase II.

The several constructive ideas, comments and questions are valuable to the staff in developing Phase II of this project. A summary of these comments and questions is enclosed.

The next public meeting concerning Juneau's Coastal Management Program is scheduled for mid-August and will review a draft of recommended coastal policies addressing specific issues. We will inform you as to the details of the meeting in the near future in addition to advertising the meeting in the newspaper and on radio and T.V.

We appreciate your continued interest and input in Juneau's Coastal Management Program. Please feel free to visit or call the Planning Department offices (586-3300, ext. 35) if you wish to discuss any aspects of this program.

Sincerely,

Ron Bolton  
Assistant Planning Director

Enclosure

SUMMARY OF QUESTIONS AND COMMENTS  
Public Discussion Meeting - July 12, 1978  
Juneau Coastal Management Program - Phase II

A broad spectrum of topics were discussed at the first public meeting regarding Phase II of the Juneau Coastal Management Program. Topics ranged from specific major uses and activities of the coastal area to general questions regarding coastal management.

Basic questions were asked about the definition of the coastal zone and it's boundaries. A question arose if there was a conflict between coastal management planning and regular planning and zoning procedures. An inquiry was made as to who was responsible for developing coastal management programs outside unorganized Borough boundaries and if the surrounding organized Borough's have any input into the programs of these unorganized areas.

Representatives of the Alaska Miners Association were present to express their concerns regarding Mining and the Juneau Coastal Management Program. They felt that the program must be flexible enough to allow for the exploration and development of new mineral discoveries. Management objectives must not preclude the possibility of further development of mineral resources in areas of previous mining activity.

Several transportation related issues were discussed. The Auke Bay Ferry Terminal Expansion Proposal continued to draw attention. It was stated that most Juneauites are opposed to any terminal expansion at Auke Bay. Concern was also expressed to insure the continuation of maintenance dredging of Gastineau Channel.

Comments about waterfront uses focused on the clarification of draft management objectives. One person suggested that the objective, "To encourage the use of waterfront land for water-oriented uses," should be stronger. Waterfront land uses should be reserved for water dependent/related uses while non-water dependent/related uses should be discouraged. Another person stated that the objective, "To develop and improve Juneau's port and tourist facilities," is unclear. Does Juneau refer to the entire City and Borough of Juneau or just the City of Juneau? In addition to waterfront uses, concern was expressed regarding uses and implication of tideland management.

Several individuals felt that water use/allocation planning should be addressed in Juneau's Coastal Management Program. The Auke Lake and the proposed Salmon Creek Fish Hatcheries water appropriation problems were cited as examples for the need of such planning. Such a plan should consider minimum stream flows, aquifers and ground water flows. One suggestion was to consider aquifers and watersheds as Areas Meriting Special Attention (AMSAS). Another comment was that the City and Borough should at least have policies regarding water appropriation.

One person noted that there was no Juneau Coastal Management Objective concerned specifically with fisheries or fisheries enhancement.

Final comments centered around public participation in the program. Suggestions were made to make future public meetings more issue-specific to generate more public involvement. A list of specific issues to be discussed at the next public meeting should be distributed in advance and possibly published in the paper to broaden public interest. An article in the newspaper about the public meeting should appear prior to the meeting to further stimulate public involvement.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: August 8, 1978

FILE NO. Juneau Coastal Management Program

SUBJECT: Public Discussion Meeting

Dear Juneauite:

Tuesday evening, August 15th at 8:00 P.M., the second public discussion meeting of the Juneau Coastal Management Program (Phase II) will address a vitally-important part of the program...the POLICIES recommended to achieve the "balanced use, development, conservation and protection of Juneau's coastal resources" that is the goal of the program.

We will be discussing broad policy recommendations in the fields of:

- POPULATION GROWTH
- ECONOMIC DIVERSIFICATION
- TRANSPORTATION
- COASTAL RESOURCES
- GEOPHYSICAL HAZARDS
- SCENIC / HISTORIC / CULTURAL VALUES

In addition, your comments will be welcome on the tentatively-established coastal area boundaries which will be displayed on a large-scale map.

Your participation in the development of the coastal management program is appreciated, and we hope that you can be present on August 15th to join in this important policy discussion.

Best wishes.

Ron Bolton  
Assistant Planning Director

RB/bp

**JUNEAU COASTAL  
MANAGEMENT PROGRAM**

**PUBLIC POLICY DISCUSSION**

**TUESDAY, AUGUST 15**

**8:00 P.M.**

**CITY/BOROUGH CHAMBERS  
(155 South Seward Street)**

*The second of the three public discussion meetings of the Phase II work program will focus on the recommended policies of the Juneau Coastal Management Program.*

*The goal of the City/Borough Program is "a balanced use, development, conservation and protection of Juneau's coastal resources," and the policies of the program will be directed toward achieving that goal.*

*Public input and discussion is sought and welcomed with respect to suggested policies on:*

**POPULATION GROWTH**

**TRANSPORTATION**

**GEOPHYSICAL HAZARDS**

**ECONOMIC DIVERSIFICATION**

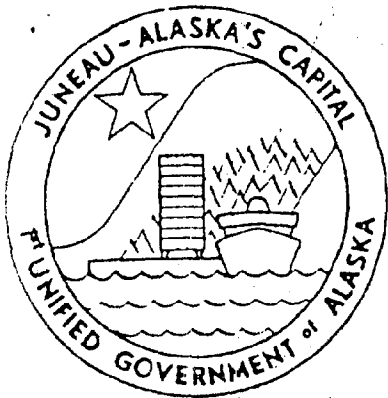
**COASTAL RESOURCES**

**SCENIC HISTORIC/CULTURAL VALUES**

**TENTATIVE COASTAL AREA BOUNDARIES WILL ALSO BE DISCUSSED**

*All interested citizens are cordially invited to participate.*

Published August 10, 11, 14, 15, 1978



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: August 15, 1978  
FILE NO. Juneau Coastal Management Program  
SUBJECT: PUBLIC DISCUSSION MEETING  
City & Borough Assembly Chambers  
8:00 P.M.

## A G E N D A

1. OPENING REMARKS

Welcome and introductions  
Status of Juneau Coastal Management Program development

2. FRAMEWORK FOR MANAGEMENT DECISIONS

Progression of Goals, Objectives and policies  
Where do we go from here?

3. RECOMMENDED BROAD POLICIES

Discussion, review, debate, amendment, etc.

- - - R E F R E S H M E N T   B R E A K - - -

4. COASTAL BOUNDARIES

Discussion, review, debate, amendment, etc.

5. PUBLIC PARTICIPATION PROGRAM REVIEW

Ways and means to maintain public interest and support  
Subjects of discussion at the final (early October) discussion meeting

6. ADJOURN



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA  
155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: August 22, 1978

FILE NO.

SUBJECT:

To All Persons Attending:

On behalf of the City and Borough of Juneau, thank you for your attendance at the Second Public Discussion meeting of the Juneau Coastal Management Program, Phase II.

The meeting was very successful in several ways. Attendance was good, the discussion was spirited, and several valuable suggestions were made to the staff as to how to improve and refine the draft policies. A summary of the meeting is attached.

The Final Informal Public meeting concerning Juneau's Coastal Management Program will be held in early October and will review the draft of the coastal management program and the recommended implementation procedures. We will inform you as to the details of the meeting in addition to advertising the meeting in the newspaper and on radio and T.V.

We appreciate your continued interest and input in Juneau's Coastal Management Program. Please feel free to visit or call the Planning Department offices (586-3300, ext. 35) if you wish to discuss any aspects of this program.

Sincerely,

*for Ron Bolton*

Ron Bolton  
Assistant Planning Director

enclosure

Summary of Comments

Public Discussion Meeting No. 2 - August 15, 1978  
Juneau Coastal Management Program - Phase II

Public Discussion meeting No. 2 of the Juneau Coastal Management Program reviewed a draft of recommended coastal policies. The discussion was centered around six broad policy categories as presented in the meeting packet.

The discussion concerning the policies of Population Growth was productive. Regarding the first policy, it was stated that it is wise to strive towards higher densities in urbanized areas. However an inquiry was made as to what distinguished an urbanized area from other developed areas. Another question was asked concerning how this policy would be implemented. It was stated that the answers to this and other questions regarding policy implementation mechanisms would be discussed at the next public meeting.

The second and third population growth policies stimulated a strong and polarized debate. Some people felt that the policies should be stronger. More waterfront and tidelands should be acquired to increase the amount of publically-owned waterfront and tidelands for public use and enjoyment. Access to these lands should be maximized. Others argued that Publically-owned waterfront lands should be turned over to private ownership so that everyone may have a chance to own beachfront land and that existing public access to the waterfront is adequate.

The next subject discussed was economic diversification. It was questioned if it is fair to single out specific industries in the economic diversification policies regarding the industry's operations being consistent with federal or state standards. A state agency representative responded that the state can use the specific City and Borough policies as further support or clout to enforce state laws. A spokesman for mining interests found the policy concerning mining and State Water Quality Standards to be acceptable. It was suggested that a policy concerning the encouragement of tourism be added to the economic diversification section. Other questions centered around clarification of terminology used in the policies such as "sustained yield principles".

Transportation policies were discussed next. The first policy generated much attention. It was felt that it should be expanded to include not just new road construction but all necessary transportation facilities, "being routed and designed so as to exert the least possible impact on anadromous fish streams, wetlands and other coastal resources". It was further recommended that "minimizing impacts" should be substituted for "exert the least possible impact".

Another transportation policy which was not in the meeting packet was read and discussed concerning the encouragement of deep-draft vessel docks and facilities in the downtown areas to avoid the proliferation of facility sites in outlying areas where they would have adverse impacts. The policy statement was felt to be too strong having a somewhat negative connotation. It was suggested that the term "downtown areas" be improved upon and that "additional facilities sites" be substituted for



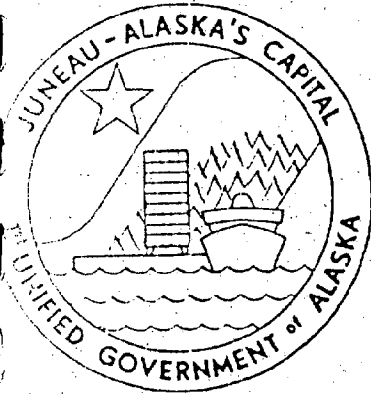
the "proliferation of facilities sites".

The fourth topic discussed was Coastal Resources policies. General comments included an inquiry as to why minerals were not included in any of the policies in this section. It was also noted that biological habitat seemed to be stressed more than other resources.

Concerning specific coastal resource policies it was suggested that "anadromous fish streams" be substituted for "anadromous streams" in the policy regarding stream protection in the design of timber harvests. Another suggestion was to delete "anadromous" from the policy dealing with the "removal of timber from lands along salt water or anadromous fish streams....." thereby broadening the policy to include all types of fish in the streams. A final suggestion was that the policy about protecting to the greatest extent possible, the natural coastal process of beaches, wetlands, and estuaries from negative impacts was too strong. Also "negative impacts" should be clarified. From a recreational point of view the impact of the mining tailings dumped on Douglas Island creating Sandy Beach was a positive one. However, biologically the tailings had a negative impact on the once productive rocky shoreline.

The narrative introducing the Geophysical Hazards policies was mentioned as being too strong. It was suggested rather than stating geophysical hazards warrant "protective regulations by the City and Borough" the narrative should state geophysical hazards warrant "concern by the City and Borough". Regarding the Geophysical Hazards Policies it was recommended that a third policy be written discouraging Residential development or places of assembly downstream of a dam. Another suggestion was to discourage development in a geophysical area, not by regulation but through a process of notification on the property's deed of the property's existence in a geophysical hazard area. Another idea was to limit densities in geophysical hazard area by zoning restrictions. A final question was asked as to whether tides or erosion cause "traumatic natural shoreline changes," or if these processes were of a less intense and more long term nature.

The final topic discussed at the meeting was Scenic/Historic/Cultural Values. A request was made to delete the section of the narrative concerning the protection of the "sites important to the gold mining era of Juneau's past", since this might restrict the development of new mining activities. A final suggestion was made to accommodate in the policies of preserving or investigating before construction as yet undiscovered archeological or historical sites.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: October 3, 1978

FILE NO. Juneau Coastal Management Program

SUBJECT: Public Discussion Meeting

J - D HIGH SCHOOL CAFETERIA

Dear Juneauite:

On Thursday evening, October 12 at 7:30 P.M., the third and final public discussion meeting of the Juneau Coastal Management Program (Phase II) will address the development of the program document and the implementation of coastal management in our community.

The discussion meeting held on August 15th was most lively and helpful, and the recommended policies of the coastal management program have been substantively revised to reflect the excellent public discussion at that meeting and the agency and Planning Commission input that followed.

Now the development of the program is getting down to the "nitty-gritty", and we are seeking your help in drafting standards and procedures that will accomplish the goals and objectives of coastal management with a minimum of red tape and regulations.

On the agenda at the upcoming meeting will be recommendations for areas which merit special attention (AMSA's), and the recommended interior and exterior boundaries of the Juneau coastal area. Discussion will focus, however, on the drafting of the PROGRAM IMPLEMENTATION chapter of the document, including regulations, implementation procedures and coordination. Alternative approaches to these subjects will be explored, and it is hoped that the discussion will aid in determining which of the approaches will effectively bring Juneau closer to "balanced use, development, conservation and protection" of our valuable coastal resources.

Because of conflict with a City/Borough Assembly meeting, the meeting will be held at the Juneau - Douglas High School Cafeteria.

We hope that you will be present on October 12th to join in this important discussion.

Best wishes.

Ron Bolton  
Assistant Planning Director

RB/bp

**JUNEAU COASTAL MANAGEMENT  
PROGRAM**

**PUBLIC DISCUSSION MEETING**

**THURSDAY, OCTOBER 12**

**7:30 P.M.**

**JUNEAU-DOUGLAS HIGH SCHOOL CAFETERIA**

This will be the final informal discussion meeting before preparation of the draft of the Juneau Coastal Management Program.

The agenda will include boundaries for areas of concern within the coastal area; areas which merit special attention (AMSA's), and the proposed regulations, management procedures and coordination that make up the implementation section of the program.

Your participation in the discussion meeting is cordially requested so that the Juneau Coastal Management Program can most effectively work toward its goal of **BALANCED USE, DEVELOPMENT, CONSERVATION AND PROTECTION OF JUNEAU'S COASTAL RESOURCES.**



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: October 12, 1978

FILE NO. Juneau Coastal Management Program

SUBJECT: PUBLIC DISCUSSION MEETING  
J - D High School Cafeteria  
7:30 P.M.

## A G E N D A

1. OPENING REMARKS  
Welcome and introductions
2. REVIEW OF COASTAL MANAGEMENT PLANNING PROCESS  
Status of Juneau Coastal Management Program development
3. RECOMMENDATIONS AND POLICIES  
Brief review of policies  
Discussion of recommendations
4. AREAS OF CONCERN  
Discussion of concept  
Discussion of geographic areas

- - - R E F R E S H M E N T B R E A K - - -

5. PERFORMANCE STANDARDS  
Discussion of concept
6. PROCEDURES AND COORDINATION  
Discussion of issues
7. ADJOURN

Attachments: DISCUSSION PAPER  
RECOMMENDED POLICIES



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: October 25, 1978

FILE NO.

SUBJECT:

To All Persons Attending:

On behalf of the City and Borough of Juneau, thank you for your attendance at the third Public Discussion meeting of the Juneau Coastal Management Program - Phase II.

Several valuable comments, questions and suggestions were expressed and will assist the staff in refining the management program. A summary of these comments and questions is enclosed.

Due to delays in both funding and State agencies providing the City and Borough with certain information, we have asked for a sixty day extension of the Juneau Coastal Management Program contract with the state. The extension will allow the City and Borough to hold another public discussion meeting to review the draft of the coastal management program and implementation procedures. Portions of the draft program document will be mailed to you before the meeting. We will inform you as to the details of the meeting in addition to advertising the meeting in the newspaper and on radio and T.V.

We appreciate your continued interest and input in Juneau's Coastal Management Program. Please feel free to visit or call the Planning Department offices (586-3300, ext. 35) if you wish to discuss any aspects of this program.

Sincerely,

Tom Lawson  
Planner

Summary of Comments

Public Discussion Meeting No. 3 - October 12, 1978  
Juneau Coastal Management Program - Phase II

Public Discussion meeting No. 3 of the Juneau Coastal Management Program focused on several elements of the proposed Management Program including Recommendations and Policies, Areas of Concern, Performance Standards, and Procedures and Coordination.

Discussion of Recommendations and Policies centered around public access and use of beaches. It was stated that access to several beaches is being lost. During Sea Week, 2,200 elementary school children visit Juneau's coastal areas. Beaches once visited by the children are no longer accessible due to changing ownerships and new uses. It was recommended that public access to the shoreline be provided at regular intervals. Access to beaches or public ownership of beaches near town is especially important for Sea Week because of the locations of the schools. A comment was made that publicly-owned land leased by individuals often becomes private property. Thus public lands should be limited to public uses and no private leases should be allowed. Concern was expressed whether the Juneau Coastal Management Program would protect public beach areas from development that may be available for selection from the state. Further inquiry was then made whether the City and Borough would use its entitlement of state lands to acquire wetlands or beach areas.

A Comment was made regarding the revised Coastal Management Policies to the effect that the first Economic Diversification policy, calling for land and water capability analysis of proposed development in linear coastal areas, was felt to be too broad. Another participant responded that there are two types of policies, general and regulatory, and that he felt the policy cited to be a useful broad policy statement. A general comment concerning economic diversification policies noted that Beach Parks for Juneau, the 1975 document proposing several beach parks, would be a very important form of economic diversification from a tourism and recreational standpoint.

The next subject discussed at the meeting introduced the concept of "Areas of Concern" as a basis for land and water use regulation. A question was asked if there would be a conflict between these regulations and the Zoning Ordinance. Another question was asked concerning guidelines and standards which require that "Areas Meriting Special Attention (AMSA) have a management plan. Does the City and Borough or the State prepare this plan? The Cowee Creek wetlands area was introduced as a possible AMSA which raised the question as to how this designation relates to the Goldbelt Echo Cove selection. The Gilkey-Lace-Antler Rivers wetlands area was suggested as an AMSA since it has a more rich habitat than Cowee Creek.

Summary of Comments

Public Discussion Meeting No. 3 - October 12, 1978

Juneau Coastal Management Program - Phase II

Cont. Page 2

The City and Borough should not ignore these areas simply because they are under federal management, ie, the Forest Service. It was noted that the Coastal districts, not the State Agencies or the Alaska Coastal Policy Council, will have the major role in identifying AMSA and preparing their plans, if proposed ammendments to the Guidelines and Standards are adopted.

An inquiry was made as to which of the Areas of Concern informal recreation areas would fit into. A question was asked if parameters have been established as to how much access should be provided to the shoreline in the form of buffer zones or easements and also what the setback requirements would be from the shoreline. It was noted that recreational, critical habitat, and anchorage areas are important areas to be considering when designating beach access. An inquiry was made concerning continuing the existence of traditional trails providing beach access across land that may become private through changing ownerships. Would there be any "Prior use" rights that would preserve these beach access routes? Many of these beach access trails exist out the road on State land that may eventually become private land, and on some of the Native-selected lands.

The next discussion topic centered around performance standards as a means of regulating the avoidance of adverse impacts in each particular area of concern. Comments regarding the performance standards centered around whether the public would have a chance to evaluate and review the standards before they were adopted. In addition, a question was asked whether the performance standards would be adopted in the program document and/or become part of the Planning and Zoning Commission's authority? One recommendation was to not establish specific standards but to decide each proposal on a case by case basis.

The final discussion topic of the evening covered the procedures and coordination for implementation of the management program. Several questions were raised concerning the process by which state agencies are involved with the program once the program is in effect. Will state agencies continue to be involved in reviewing proposals and if so how will this review process be coordinated? Or, will state input to the program be limited to only once a year when the program is updated? How will conflicts between development proposals and the Coastal Management Program be resolved? Will the program eliminate or supersede permit processing of coastal related proposals? One final suggestion concerning procedures of the Management Program was to establish a 30 day review period of all development proposals where anyone is invited to comment.

# Testimony Urges Continued Beach Access

By CRAIG MEDRED  
Empire Staff Reporter

Keeping the public beaches public seemed to be the main concern of Juneauites gathered Thursday evening to discuss a local coastal management plan.

The City and Borough of Juneau is in the process of drafting a coastal zone management plan for an area stretching from near Pt. Sherman, about 50 miles north of the city, to near Hobart Bay, about 70 miles south of the community.

As part of a statewide coastal zone program, the local plan is aimed at controlling development in the Juneau area.

One of the main development concerns of Juneauites according to those who spoke during an informal workshop, is protection of public opportunities to use local beaches.

"All these beaches close to town...every last single one...are up for claims," Mary Lou King said. Instead of Tongass National Forest

lands, which are open to everyone, those beaches will soon pass into the ownership of the state. Native corporations and the city-borough. Safeguards should be written into the coastal zone regulations to protect public use of those beaches, King said.

Ken Mitchell said he was worried about the possible effects of the Beirne Initiative on local public beaches. If that initiative, authored by state Rep. Mike Beirne, R-Anchorage, passes when it goes before the voters this fall, Southeast Alaskans will be entitled to select 20 acres of land for their own private use.

"I'm wondering, if things like the Beirne Initiative are to pass," is there any way to preserve the public beaches, Mitchell asked.

Bob Pavitt, a consultant working on the plan for the city-borough, replied there is little that can be done to remedy such problems.

"The best that a district coastal manage-

ment plan can do is say, 'we will frown on attempts by the state to put this into other than public use,'" Pavitt said.

He added that the draft coastal zone management policies dictate that "to the maximum extent possible, publicly-owned tidelands and waterfront lands will be maintained in public ownership status. Public access to tidelands and waterfront lands will be increased and maintained wherever possible," according to those policies.

Aside from recommending the city-borough follow certain policies on beaches and other developments, the coastal zone plan seeks to lay out a groundwork for orderly development.

As proposed in a discussion paper, local waterfront would be placed in one of four zoning categories: areas which merit special attention because of high environmental values, areas of conservation concern, areas of urban concern and areas of normal con-

cern.

According to Pavitt, the area from Norway Point to the Rock Dump has been tentatively designated as an area of urban concern because of its good potential for commercial development.

The Mendenhall Wetlands, the Peterson Creek lowlands, the Eagle River beach and the Cowee Creek flats, meanwhile, have been tentatively tagged as areas meriting special attention (AMSA) because of high fisheries and wildlife values, Pavitt said.

Most of the rest of the coast, he added, has been earmarked for classification as an area of conservation concern, while the area from that coastal band up to the alpine country is generally planned as an area of normal concern.

"The proposed regulatory system contemplates that these areas of concern, when finally determined, will be applied as an overlay to the official zoning map of the city

and borough. General and specific regulations addressing the intent of each area of concern will be added to the text of the zoning ordinance," according to the discussion paper.

As proposed in that paper, development would be sharply restricted in the AMSAs, where efforts "will be directed toward protection and maintenance of the particular value for which the AMSA was designated."

In areas of conservation concern, regulations will "stress protection and maintenance of the natural systems and processes" through performance standards, according to the discussion paper.

"Performance standards, it adds, "are regulations that address the avoidance of adverse impacts rather than to specify particular uses. . . the purpose of adding such performance standards to the zoning regulations is to provide the maximum emphasis possible to the maintenance of coastal values in the several zoning districts.

"Hopefully, such an approach to coastal regulation of private land will avoid the 'taking issue' by assuring that the property owner can make beneficial use of his land while at the same time protecting to the greatest extent possible the environmental integrity of valued coastal resources."

Areas of urban concern, according to the discussion paper, would "stress appropriate use of the urban waterfront to assure proper priority for water-dependent and water-related projects of benefit to the community."

The area of normal concern classification would be "applied to those upland areas within the coastal area where proposed uses and activities will have nominal impact on coastal values. Management regulations for these areas will be directed toward minimizing adverse impacts," according to the discussion paper.

SE AXEMPIRE  
10/13/78



# Approval Of Coastal Plan Sought

By Empire Staff

Environment and development interests are going to have to get together if a Juneau coastal zone plan is to succeed, according to a consultant working for the city-borough on that program.

With the plan "virtually complete," R.W. Pavitt told Planning and Zoning commissioners at a workshop Tuesday night, the time has come to worry about getting the plan approved.

The coastal plan, mandated by state law, must be approved by the Juneau City-Borough Assembly before it takes effect.

Pavitt said the greatest hurdle to that approval is a fight between developers and conservationists, age-old antagonists, who have become increasingly polarized in recent years as a battle has waged over the future of the Alaska lands.

According to Pavitt, the plan he and city-borough officials have drafted will satisfy neither side, but establishes a "logical process" for development.

"The goal of the Juneau Coastal Management program is to attain orderly and balanced use, development, conservation and protection of our coastal resources on behalf of the people of Juneau," according to a just-completed draft of the plan.

"There are going to be permits (for coastal uses) issued that shouldn't be issued," Pavitt said. "There are going to be developers hassled who shouldn't be hassled."

Overall, though, he said he thinks the plan will accomplish what it set out to do, monitor the uses of the area's coast for the benefit of everyone living in the Juneau area.

Among other things, the plan seeks to classify local areas according to their environmental and economic importance.

The existing urban waterfront, for instance, is classified as an area of "urban concern." According to the draft regulations, an area of urban concern "will stress appropriate use of the urban waterfront to assure priority for water-dependent and water-related projects of benefit to the community."

On the other hand, the plan classifies the Berners Bay wetlands, the Eagle River tidal flats, the Mendenhall Wetlands and the Sweetheart Flats as "areas which merit special attention" because of their rich ecological values. AMSAs, as they are called, "will be managed in accordance with a plan adopted for the specific area; which plan will be directed toward protection and maintenance of the particular value for which the AMSA was designated," according to the draft.

Two other land classifications are also included in the plan: areas of conservation concern, where the "protection and maintenance of natural systems and processes" will be stressed, and areas of normal concern, where regulation will be minimal.

Pavitt has proposed that the city-borough adopt the land classifications as part of the local zoning code. By doing so, local landowners would be forced to abide by the land designations when planning developments.

Continued on Page 2

12/6/78 E. Alaska Empire

## Coastal Zone...

Continued from Page 1

Such designations, too, would require another layer of red-tape that developers would need to cut through, and for that reason, they are expected to run into some opposition.

Under the plan, any person who is involved in "clearing, grubbing, filling, grading, building or otherwise altering the natural landform in an area which merits special attention, ASMA; an area of conservation concern, CC; or an area of urban concern, UC," would need a "coastal use permit."

While most of those permits would be cleared matter-of-factly by the city-borough planning department, some could be held up while the local Planning and Zoning Commission tried to determine their fate, according to Pavitt.

"Administrative determinations that the proposed use or ac-

tivity has the potential of significant adverse impacts makes it incumbent on the Planning Department to inform the applicant that the proposed use or activity has been classified as a shoreline impact use, and will be the subject of the coordinated review and public hearing procedure for such uses and activities," according to the draft regulations.

Reviewing the "shoreline impact use" proposals will fall on the shoulders of the City-Borough Planning Commission, according to Pavitt. A shoreline impact use is defined as any activity which "significantly" affects "natural shorelines or coastal processes," such as seawalls, docks, marinas, log dumps, landfills and commercial developments.

The commission, under the draft plan, would have 60 days to decide the fate of those develop-

ments.

As proposed in the draft regulations, it could issue a permit, deny a permit or issue a conditional permit.

"The commission," the draft regulations add, "may order issuance of a permit only if it finds:

---"The proposed use will cause no unreasonably adverse impacts on the coastal environment.

---"The proposed use will not unreasonably restrict public use of public water or shorelines.

---"Design of the proposed use will be compatible with surrounding land and water uses.

---"The proposed use will, on balance, be beneficial to the public interest and consistent with the goal of the Juneau Coastal Management Program."

A public workshop to discuss the plan is set for Dec. 13 in the assembly chambers.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: December 6, 1978

FILE NO. Juneau Coastal Management  
Program

SUBJECT: PUBLIC DISCUSSION MEETING

City/Borough Assembly Chambers  
(155 S. Seward Street)

December 13th (Wednesday  
Evening) @ 7:30 P.M.

Dear Juneauite:

The draft of the Juneau Coastal Management Program is scheduled to be submitted to the Alaska Department of Community and Regional Affairs on December 29. While the public participation program will be a continuing part of the coastal management implementation, the December 13th discussion meeting will likely be the final opportunity to informally discuss the draft and to adjust its recommendations before it gets enmeshed in the more formalized review process.

The enclosed draft incorporates the regulatory system discussed at the last (October 12) meeting. We hope that you will review it prior to the meeting. We would like also to receive any additional thoughts that you may have regarding the positive (non-regulatory) recommendations of the Juneau Coastal Management Program, as these are the final link in the completion of the review draft.

Your participation in these discussion meetings is much appreciated, and will ensure that Juneau's coastal program will reflect the desires of the people in this community.

We hope to see you on December 13, 1978, but if you are unable to make it, please remember that you are always welcome to bring your suggestions and thoughts on coastal management to Ron Bolton or Tom Lawson at the Planning Department offices by phone or in person.

Best Wishes,

Ron Bolton  
Assistant Planning Director

RB/bp

Encl: draft of regulatory section, JCMP II

**JUNEAU COASTAL  
MANAGEMENT PROGRAM  
PUBLIC DISCUSSION MEETING**

**WEDNESDAY, DECEMBER 13  
7:30 P.M.**

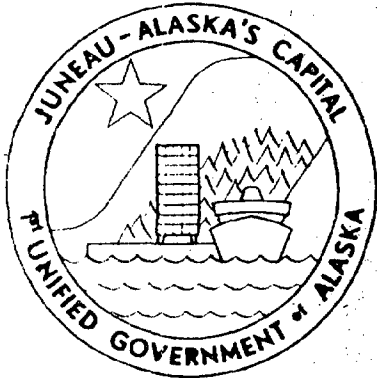
**CITY-BOROUGH ASSEMBLY CHAMBERS  
(155 South Seward Street)**

Informal review of recommended draft regulations of the Juneau Coastal area; and discussion of additional positive (non-regulatory) suggestions for the draft coastal program.

Your participation in the final discussion meeting is cordially requested so that the Juneau Coastal Management Program can most effectively work toward its goal of **BALANCED USE, DEVELOPMENT, CONSERVATION AND PROTECTION OF JUNEAU'S COASTAL RESOURCES.**

Copies available at the City/Borough Planning Department offices.

Publish: Dec. 8, 11, 12, 13, 1978  
PFO #: 7618



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: December 29, 1978

FILE NO.

SUBJECT:

To All Persons Attending:

On behalf of the City and Borough of Juneau, thank you for your attendance at the fourth Public Discussion meeting of the Juneau Coastal Management Program, Phase II.

Several valuable suggestions were made to the staff as to how to improve and refine the draft regulations. A summary of the comments is enclosed.

The review process of the Juneau Coastal Management Program will begin sometime after the first of the year. We will notify you of any meetings, formal public hearings, etc. concerning the program when the details are available. Notices will also be in the newspaper and on radio and television.

We appreciate your continued interest and input in Juneau's Coastal Management Program. Please feel free to visit or call the Planning Department offices (586-3300, ext. 35) if you wish to discuss any aspects of this program.

Sincerely,

Ron Bolton  
Assistant Planning Director

Enclosure

Summary of Comments  
Public Discussion Meeting No. 4  
December 13, 1978  
Juneau Coastal Management Program

Public Discussion meeting No.4 of the Juneau Coastal Management Program centered around the draft coastal management regulations.

General comments were expressed concerning the proposed regulations. An owner of property located at South Douglas Island, inaccessible by car, felt that private property owners were losing their rights to do what they wanted with their land. He felt owners of private coastal property are not protected enough and should be allowed to have more say on the Juneau Coastal Management Program. The regulations are too public oriented. The same property owner asked how many people present at the meeting were directly affected by the draft regulations. Further, have all coastal property owners been notified of the regulations? Another person responded that everyone is affected by the regulations and that the proposed regulations do protect property owners from their neighbors adversely impacting the environment. The same south Douglas property owner stated that property owners in outlying areas should not have to conform to various City and Borough codes, ordinances, and regulations until these areas are serviced by the City and Borough.

Additional general questions were then raised concerning the Juneau Coastal Management Program. An inquiry was made if there was State Act which supersedes the City and Borough proposed regulations or directs the City and Borough on the development of the coastal management program. It was explained that the Alaska Coastal Management Act of 1977 directs local governments to prepare a plan consistent with the guidelines and standards adopted by the Alaska Coastal Policy Council. Another question was then asked as to what would happen if City and Borough did not implement a program. The response was that the state would prepare and implement a plan.

Questions and comments concerning the Coastal use permits indicated that the description of the permit should be more specific in indicating which activities require a permit. Does "clearing" mean the removal of brush and shrubs or just trees. Others felt that the permit concept was just one more layer of red tape and that the permit and restrictions should be kept to a minimum. Additional concern focused on how the coastal use permit will be coordinated with the Corps of Engineers permitting system and if the permit will supersede the Corp's authority. A person asked for clarification of one of the criteria for permit approval, "the proposed use will not unreasonably restrict public use of public waters or shorelines". It was noted that the criteria should be changed to read "public shorelines". Final comments about the coastal use permit included hypothetical situations regarding the need for permits in the various geographic areas of concern and how the proposals would be reviewed.

Several questions and comments were made concerning the general standards and regulations. One person asked for an explanation of General regulation 4 (a) (1) and specifically the definition of "estuarine water basin". Another person had a problem with the aesthetic regulation 4 (a) (4). He questioned the validity of how the City and Borough can tell someone how an area or structure should look of the property in question is privately owned. Regarding Regulation 4 (a) (3) concerning historic sites and structures, a suggestion was made to broaden the regulation to include sites or structures eligible for but not yet on the Alaska Heritage Resource Survey (the correct title of the state register) and the National Historic Register.

Areas of geographic concern and regulations concerning these areas were also discussed. Regarding the area of conservation concern a representative from Goldbelt, Inc. felt that the standards should stress minimizing adverse impacts rather than "protection and maintenance of the natural systems and processes". In addition the representative felt that Echo Cove would be better suited as an area of normal concern than as an area of conservation concern. Another person responded that they understood the purpose of the plan was to protect the coast. They were bothered by the Echo Cove suggestion and whether the plan could be changed on a whim. The person asked if there would be more opportunities to participate in the planning process. Another person suggested that streams should be included in the area of conservation concern description since this is how they are shown on the display map. In addition someone questioned whether or not all streams should be included in the area of conservation concern rather than only designated anadromous fish streams again as represented on the display map. A final comment regarding area of conservation concern regulation 4 (c) (4) and questioned to what extent would the coastal forest margin be maintained in its natural state.

Other comments dealt with areas meriting special attention (AMSA) and areas of urban concern. A representative from U.S. Fish and Wildlife Service felt that the area of urban concern's "water related uses" concept was too broad and that federal agencies would not approve the program using the current definitions. Another individual questioned whether the proposed airport float-plane expansion would conflict with the wetlands AMSA.

Final comments centered around permit review coordination with federal and state agencies. Concern was expressed how the City and Borough would deal with a land use or activity proposal which would be in violation of state or federal law. In addition would there be a permit review system or an arbitrary judgement by the City and Borough for each permit application.

# Coastal Zone Planning Debated

By CRAIG MEDRED  
Empire Staff Reporter

Saying proposed Juneau coastal zone regulations are an attempt by "government" to steal private property, a Douglas resident launched a one-man attack on Juneau's coastal zone program at a public meeting here Wednesday evening.

"This is government taking over private ownership," Ralph Kibby, Sr., said.

Given the proposed coastal zone regulations, he said, "a person will get to the point where he almost don't want to own property no more."

Regulations proposed by the Juneau City-Borough Planning Department for the coastal zone seek to regulate development there.

"The goal of the Juneau Coastal Management program is "to attain orderly and balanced use, development, conservation and protection of our coastal resources on behalf of the people of Juneau," according to the plan.

Among other things, the plan would require a coastal use permit for "clearing, grubbing, filling, grading or otherwise altering the natural landform," along the coast.

Normally, those permits would be issued by the city's planning department, as are building permits. Activities which would "significantly impact the natural shoreline," however, would require review and approval

wouldn't infringe on your right to use the property."

The borough should not be putting any kind of regulation on remote property until it is provided such things as fire protection, police protection, water and similar conveniences, he said.

"I think the property owner should be protected some. What does the property owner get out of this. This is all for the public," he said.

"You're part of the public, though," a woman at the meeting said. "It protects you, too."

He also urged that owners of beach-front property should be given a greater say than other citizens in how the coastal zone is regulated.

"How many of you here own beach-front property," he asked. Three hands were raised.

"A lot of beach owners don't even know what's going on," he said.

Bob Loescher, a spokesman for Goldbelt, Inc., the Juneau urban Native corporation, said that firm is also concerned about the coastal plan regulations.

Goldbelt will soon have the "largest pieces of private land holdings in the borough," he said. "I don't want to feel like I can't develop, and that's what the definitions imply."

Loescher asked that coastal zone restric-

by the Juneau City-Borough Planning and Zoning Commission.

Such activities, according to the proposed regulations, would include breakwaters, docks, piers, marinas, mining, crushing, log rafting, dredging, filling or similar activities.

The coastal zone plan is mandated by state law.

Kibby, who did most of the talking at a two-hour-long public meeting attended by slightly more than a dozen persons, said he opposed the whole idea of restricting uses of the coast.

A man should be able to do whatever he wants "on his own private property," Kibby said.

"I think we should keep these restrictions and permits down. I believe a man's property is his own property," Kibby said.

"I'm the one that owns it. I'm the one that's paying the taxes on it."

The regulations, Assistant City-Borough Planning Director Ron Bolton said, are not intended to stop or prevent or even make it difficult for property owners to use their land.

What they are intended to do is point out those projects "somebody should take a look at," Bolton said.

"Once you get the Cat (bulldozer) in the creek, sometimes it's too late," he said.

Such activities, Bolton said, have to be restricted, and the idea of the regulations is to "try to reasonably minimize things that really

tions for the Echo Cove area be eased, "recognizing the development potential of that area."

That drew an angry response from one woman at the meeting.

"I thought the whole idea of this thing was to keep the beach from looking like California. If everytime somebody with clout walks in...what's the point of having it," she said.

"I take offense to the notion that we have a lot of clout. We're trying to represent our views just like anyone else," Loescher said.

The coastal zone plan is just starting to jump through a long series of hoops, Pavitt said at the meeting. Changes can still be made.

Formal public hearings before the local planning commission and the City-Borough Assembly are scheduled, he said, as well as state review.

"What if the city was to not implement this plan?" Bill Corbus asked.

"One way or another this has come down from the state from a state act," Bolton said. "It is the result of state law that it is being done."

The intent of the law was to give local districts as much say as possible in how their coastal zone is regulated, Pavitt said, adding he wished he would hear from more of the public.

DR 14, 1978 SEAK Enclave

## 2. AGENCY COORDINATION

Coordination with state and federal agencies having knowledge of or jurisdiction over coastal resources has been a key element in the preparation of the district coastal management program.

Following adoption of the Juneau Coastal Management Program, agency coordination will become even more critical, as the regulatory system is largely based on a comprehensive coordinated review process.

Correspondence with agencies, personal interviews and assignment by agency directors of specific staff persons to work with the City/Borough Planning Department in the preparation of the district program were integral parts of the Phase II work program. Four "brown-bag lunch" rap sessions were held at the City/Borough offices with staff persons of the concerned state and federal agencies, and a great deal of important input was provided at these informal meetings.

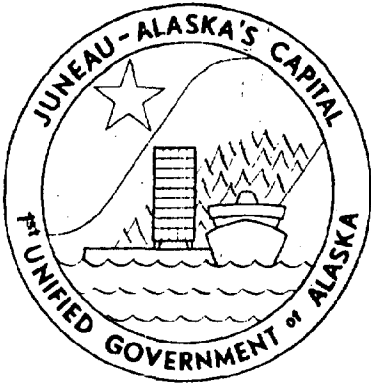
Provision of scientific data by professional personnel of state and federal resource management agencies constituted a substantial part of the coordination in the development phases of the program. Special thanks is due to Rick Reed and Forrest Blau of the Alaska Department of Fish and Game, and to Al Harris and Ken Mitchell of the U.S. Forest Service. Biologists of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service were also of substantive assistance in providing information.

Important as this coordination has been in preparation, it will become even more vital in the program implementation. Interagency efforts will have to be continued in establishing formal lines of coordination on the review of local coastal uses to the end that compliance with applicable coastal regulations can be effectively monitored while providing citizens with the least possible red-tape difficulties and delay.



Much input was sought and received from local governmental officials, boards, agencies and commissions. The Planning Commission, Parks and Recreation Council and Economic Diversification Committee were most active participants in the planning process, and excellent cooperation was also provided by interested City/Borough administrative departments and officers.

Following is a small part of the agency correspondence involved in the coordination element of the Juneau Coastal Management Program. Further documentation is available for inspection at the offices of the City/Borough Planning Department and at the Alaska Office of Coastal Management (OCM) in Juneau.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 19, 1978

FILE NO.

SUBJECT:

Enclosed is a copy of the Interim Report of Phase I of the Juneau's Coastal Management Program. The City/Borough has now received a federal/state grant to complete development of this management program.

Also enclosed for your information and review is the work program for the Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it.

Federal, State and local agency coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your agency will work closely with us in this field of mutual concern. It is respectfully requested that an agency staff person be designated as the contact point for coordinative activities with respect to the development of the Juneau Coastal Management Program.

In addition to more formal coordination, several casual brownbag luncheon rap sessions are contemplated at which various coastal management issues will be explored, and we hope that the contact person and others in your agency who are interested will participate.

If we can provide any additional information regarding the program please contact me at 586-3300 extension 35. We are looking forward to working with your agency in this important planning project.

Respectfully,

Ron Bolton  
Assistant Planning Director

Juneau Coastal Management Program Phase II

designated Contact persons

Federal and State Agencies

I. Federal

1. Coast Guard:

LCDR Frederick (Rick) N. Gallien  
CCGD17 (dpl)  
P.O. Box 3-5000  
Juneau, Alaska 99802  
586-7200 - 6-7355

2. U.S. Fish and Wildlife:

Mr. Wayne M. Pichon  
(Formal contact person)  
CZM Coordinator  
1011 E. Tudor Rd.  
Anchorage, Alaska 99503

Mr. Kenneth Chalk or  
Mr. Don Montgomery *John Montgomery*  
(informal contact person)  
U.S. Fish and Wildlife Service  
P.O. Box 1287  
Juneau, Alaska 99802  
586-7240

3. National Marine Fisheries  
Service:

Bruce Higgins  
National Marine Fisheries Service  
P.O. Box 1668  
Juneau, Alaska 99801  
586-7235

4. Corps of Engineers:

Mr. William D. Lloyd  
Engineering Division  
U.S. Army Corps of Engineers  
P.O. Box 7002  
Anchorage, Alaska 99510  
279-1132

5. Forest Service:

Mr. Ken Mitchell  
Resource Management Assistant  
U.S. Forest Service  
P.O. Box 1628  
Juneau, Alaska 99802  
586-7151

Mr. Bob Fish  
Chatham Area  
Tongass National Forest  
Box 1980  
Sitka, Alaska 99835  
747-3613

II. State

1. Commerce and Economic Development

2. Community and Regional Affairs:

Mary Jo Waits  
Associate Planner  
Department of Community and  
Regional Affairs  
Pouch B  
Juneau, Alaska 99811  
465-4752

3. Environmental Conservation:

PHONE: 465-2680

Kurt Fredriksson  
Senior Planner  
Department of Environmental  
Conservation  
Pouch O  
Juneau, Alaska 99811

4. Fish and Game

Rick Reed  
Regional Habitat Protection  
Supervisor  
Department of Fish and Game  
210 Ferry Way  
Juneau, Alaska 99801  
586-6630

Forest Blau  
Habitat Protection Section  
Department of Fish and Game  
920 W. Dimond Blvd.  
Anchorage, Alaska 99501  
349-3174

5. Natural Resources:

Henry Hall, Director  
Southeast District, Division of Lands  
Dept. Natural Resources, Pouch M  
Juneau, AK 99811  
465-2426

6. Transportation:

Larry Strüeber  
Department of Transportation  
Planning Section  
Box 3-1000  
Juneau, Alaska 99802  
789-0841, ext. 136

Ray Meketa, Planner  
Division of Harbor Design  
and Construction  
Pouch Z  
Juneau, Alaska 99811  
586-2195

7. Office of Coastal Management

Murray Walsh  
Coordinator  
Office of Coastal Management  
Office of the Governor  
Pouch AP  
Juneau, Alaska 99811  
465-3974  
3540

8. Office of the Governor:

Chris Noah  
Chairman  
Regional Coastal Planning Team  
Office of the Governor  
Pouch AD  
Juneau, Alaska 99811

PHONE: 465-3573

DATE: June 23, 1978

FILE NO.

SUBJECT:

John Borbridge  
President  
Sealaska Corporation  
1 Sealaska Plaza, Suite 400  
Juneau, Alaska 99801

Dear Mr. Borbridge:

The City and Borough of Juneau has started work on Phase II of the Juneau Coastal Management Program. Phase I of the project, which concluded with the publication of the enclosed Interim Report, identified and inventoried coastal resources of the Juneau area, and established goals and objectives for the beneficial management of these resources.

The enclosed Work Program for Phase II of the project contemplates the completion of the Juneau Coastal Management Program by November, followed by submission of the management program to the Alaska Coastal Policy Council and the Legislature. We will welcome any suggestions you or your staff may care to offer to further refine and improve the work program.

Coordination and public participation are important elements in the development and implementation of an effective coastal management program, and we hope that the Sealaska Corporation will work closely with us in this matter of mutual concern. It is respectfully requested that you or your designee serve as the contact person for coordinative activities related to the development of the Juneau Coastal Management Program.

In addition to public meetings and more formal coordination, several casual brown-bag luncheon rap sessions are contemplated at which various coastal management issues will be explored, and we hope that you and other interested persons will participate.

If we can provide any additional information regarding the program, please contact me at 586-3300 (extension 35). We are looking forward to working with Sealaska Corporation in this important planning project.

Sincerely,

Ron Bolton  
Assistant Planning Director

Jim Dumont  
Parks and Recreation Director

June 22, 1978

Phase II of the Juneau Coastal  
Management Program

Ron Bolton  
Assistant Planning Director

Attached is a copy of the Interim Report of Phase I of the Juneau's Coastal Management Program. The City and Borough has now received a federal/state grant to complete development of this management program.

Also attached for your information and review is the work program for the Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it. We anticipate working closely with your department in this important planning project.



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 26, 1978

FILE NO.

SUBJECT:

Dear Small Boat Harbor Advisory Committee Members:

In October, 1977 the Interim Report of Phase I of Juneau's Coastal Management Program was completed. The City and Borough has now received a federal/state grant to complete development of this management program.

Attached for your information and review is the work program for the Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it.

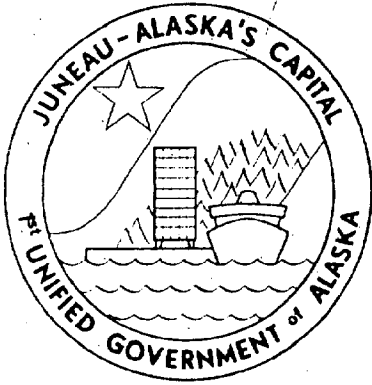
Coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your committee will work closely with us in this field of mutual concern. Specifically we look forward to your input regarding small boat harbor concerns, needs and demands in the Juneau area. We would appreciate meeting with you in the near future to discuss these topics and as well as other issues or questions you may have regarding Juneau's Coastal Management Program.

If we can provide any additional information regarding the program please contact me at 586-3300 ext. 35. We are looking forward to working with your committee in this important planning project.

Sincerely,

Ron Bolton  
Assistant Planning Director





# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 26, 1978

FILE NO.

SUBJECT:

Dear Port Advisory Committee Members:

In October, 1977, the Interim Report of Phase I of Juneau's Coastal Management Program was completed. The City and Borough has now received a federal/state grant to complete development of this management program.

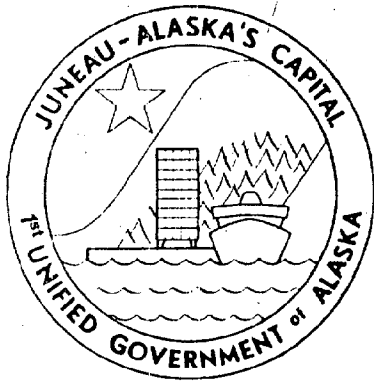
Attached for your information and review is the work program for the Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it.

Coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your committee will work closely with us in this field of mutual concern. Specifically we look forward to your ideas and criticisms concerning Juneau's Waterfront Plan completed in December, 1973. We would appreciate meeting with you in the near future to discuss the Waterfront Plan as well as other issues or concerns you may have regarding Juneau's Coastal Management Program.

If we can provide any additional information regarding the program please contact me at 586-3300 ext. 35. We are looking forward to working with your committee in this important planning project.

Sincerely,

Ron Bolton  
Assistant Planning Director



# THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 26, 1978

FILE NO.

SUBJECT:

Dear Parks and Recreation Committee Members:

In November you received a copy of the Interim Report of Phase I of Juneau's Coastal Management Program. The City and Borough has now received a federal/state grant to complete development of this management program.

Attached for your information and review is the work program for Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it.

Coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your committee will work closely with us in this field of mutual concern. We would like your ideas regarding important aspects of coastal recreation such as public access to beaches and scenic view points along the coast. Your review and refinement of Beach Parks for Juneau; A Proposal in conjunction with the Comprehensive Parks and Recreation Systems Plan would be valuable.

We would appreciate meeting with you in the near future to discuss these topics as well as other issues or questions you may have regarding Juneau's Coastal Management Program.

If we can provide any additional information regarding the program please contact me at 586-3300 ext. 35. We are looking forward to working with your agency in this important planning project.

Sincerely,

Ron Bolton  
Assistant Planning Director



## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA  
155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

DATE: June 26, 1978

FILE NO.

SUBJECT:

Dear Economic Diversification Committee Members:

In November you received a copy of the Interim Report of Phase I of Juneau's Coastal Management Program. The City and Borough has now received a federal/state grant to complete development of this management program.

Attached for your information and review is the work program for the Phase II planning project. It is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving it.

Coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your committee will work closely with us in this field of mutual concern. Specifically we look forward to your input to insure that the program is balanced between the community's development and conservation needs. Additionally, we are interested in discussing with you any economic diversification projects that are or will be occurring in the coastal zone.

We would appreciate meeting with you in the near future to discuss these topics as well as any other concerns you may have regarding Juneau's Coastal Management Program.

If we can provide any additional information regarding the program please contact me at 586-3300 ext. 35. We are looking forward to working with your agency in this important planning project.

Sincerely,

Ron Bolton  
Assistant Planning Director

# MEMORANDUM

## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: Tom Lawson  
Planning Department  
City and Borough of Juneau

DATE:

FILE NO.

SUBJECT: Waterfront Zoning Recommendations

FROM: Tom Meyer  
Planning Department  
City and Borough of Juneau

Attached are the Economic Diversification Committee's Waterfront Zoning Recommendations. They were approved without a quorum, since the Committee was aware that it would have the opportunity to evaluate the CZM Plan and/or the new Waterfront Plan.

## Waterfront Zoning Recommendations

Phil Holdsworth, Pete Huberth and Tom Meyer met on August 4, 1978 to discuss the kinds of recommendations the Committee might make to Bob Pavitt. Referencing Figures 4 and 5 of the Waterfront Plan, Juneau, Alaska, December 1973, a number of recommendations evolved. They are:

1. Zoning classifications north of the bridge will not change; this includes the "NC Marine" site, at which offices might be located fish processed or boats repaired,
2. Assuming that there might be other suitable locations for the Borough maintenance shop, Taku Theater, the Standard Oil pier, and Fish and Game and Coast Guard facilities at the Support, the area to the north of the Warf and to the south of the bridge should be zoned to allow for the existing uses, a barge freight terminal, boat repair activities and a cruise and ferry terminal,
3. The rock dump be zoned industrial,
4. And, the existing ferry terminal area, from the rock dump north to the Cold Storage, be zoned to allow for present uses, cruise ship berthing and tourism-related enterprises.

Planning Commission

August 2, 1978

Juneau Coastal Management

Planning Department *W*

The Planning Department held the first of three public discussion meetings on July 12, 1978 concerning the Juneau Coastal Management Program, Phase II.

Several constructive ideas, comments, and questions were brought up at the meeting and are valuable to the staff in developing Phase II of this project. A summary of these comments and questions is attached.

The next public meeting regarding Juneau's Coastal Management Program is scheduled for August 15, 1978 at 7:30 p.m. in the Assembly Chambers. This meeting will review a draft of recommended coastal policies and proposed boundaries.

# MEMORANDUM

## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: Planning Commission

DATE: August 18, 1978

FILE NO:

FROM: Planning Department *aw*

SUBJECT: Juneau Coastal Management Program

On Tuesday August 18, 1978 Public Discussion Meeting No.2 of the Juneau Coastal Management Program was held. Attached is the meeting agenda and draft coastal management policies distributed at the meeting as well as a summary of the meeting comments.

The meeting was very successful in several ways. Attendance was good, the discussion was spirited, and several valuable suggestions were made to the staff as to how to improve and refine the draft policies.

The Final Public meeting concerning Juneau's Coastal Management Program will be held in early October and will review the draft of the coastal management program and the recommended implementation procedures. We will inform you as to the details of the meeting in addition to advertising the meeting in the newspaper and on radio and T.V.

DATE: August 22, 1978

FILE NO.

SUBJECT:

Mr. Paul Gates  
Regional Environmental Officer  
U.S. Department of the Interior  
Box 120  
Anchorage, Alaska 99510

Dear Mr. Gates,

Gordy Euler of the Alaska Office of Coastal Management contacted me and requested that I write you concerning the Juneau Coastal Management Program coordination activities with the Department of the Interior.

The only agency within the Department of the Interior we are coordinating our program with is the U.S. Fish and Wildlife Service. Mr. Wayne M. Pichon of Anchorage was designated the official contact person, while locally Mr. Kenneth Chalk or Mr. Don Montgomery are our contacts for the U.S. Fish and Wildlife service.

Our coordination activities with various Federal and State agencies is an integral component of the Juneau Coastal Management Program. Included in the scope of services of the Juneau Coastal Management Program contact with the Alaska Department of Community and Regional Affairs is a list of agencies (see enclosure) the City and Borough is to coordinate with. The list of agencies was compiled by both the Alaska Department of Community Affairs and the City and Borough of Juneau and was felt to include the agencies having the most direct involvement in Juneau's Coastal Management activities.

I suggest you contact Mary Jo Waits of the Alaska Department of Community and Regional Affairs in Juneau or myself for further information concerning the Juneau Coastal Management Program.

Sincerely,

Tom Lawson  
Planner

c.c. Mary Jo Waits  
Gordy Euler

enclosure





# United States Department of the Interior

OFFICE OF THE SECRETARY

P. O. Box 120  
Anchorage, Alaska 99510

August 25, 1978

Mr. Tom Lawson  
City and Borough of Juneau  
155 South Seward Street  
Juneau, Alaska 99801

Dear Mr. Lawson:

Thank you for your letter of August 22, 1978, relating to the Juneau Coastal Management Program.

I was pleased to learn that you are coordinating your program activities with the Fish and Wildlife Service (FWS). While FWS has the principal interest in your program, I believe there are other bureaus within this Department you may wish to contact during the planning process.

Enclosed for your information is a copy of a May 18, 1978 letter to Mr. Murray Welch discussing State/Interior coordination procedures, along with a list of Interior bureaus (and contacts) which have expressed interest in the State Coastal Management Program. These are also the bureaus that will be involved in the Departmental review of the State, regional and district programs as they are developed.

Should you wish any additional information please call me at 265-5278. We look forward to cooperating with you in this planning effort.

Sincerely,

Paul D. Gates  
Regional Environmental Officer-Alaska

Enclosure

cc: Gordy Euler  
Mark Stephens  
Interior Coastal Zone Coordination Committee



# United States Department of the Interior

OFFICE OF THE SECRETARY

P. O. Box 120  
Anchorage, Alaska 99510

May 18, 1978

Mr. Murray R. Walsh  
Office of Coastal Management  
Pouch AP  
Juneau, Alaska 99811

Dear Murray:

The purpose of this letter is to update and set forth State/Interior coastal zone management coordination procedures which were agreed upon by the State of Alaska's Office of Coastal Management (OCM) and the Department of the Interior Coastal Zone Coordination Committee at their May 16, 1978 meeting.

During the development of the State's Coastal Zone Management Program, we are requesting that OCM submit 20 copies of documents, such as the preliminary State program, environmental assessment, and district programs, it would like the Department of the Interior to review and provide comments on to the Regional Environmental Officer, Department of the Interior, P. O. Box 120, Anchorage, Alaska 99510. I will, in turn, transmit the documents to the appropriate Interior bureaus for review and comment.

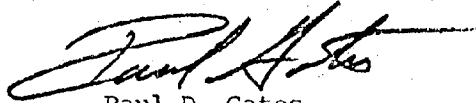
We also request that 10 copies of all scope of services proposals or notices of intent relating to the district or regional coastal zone management programs be sent to the Regional Environmental Officer at the earliest possible date. I will, in turn, transmit the notices to the appropriate Interior bureaus for follow-up action.

The above procedures should in no way interfere with bureaus working directly with OCM, or OCM working directly with the bureaus on an informal basis during development of the state and district coastal zone management programs. For your convenience I am enclosing the names, addresses, and telephone numbers of the person each bureau has designated as its coastal zone management contact in Alaska.

These review procedures are similar to those we agreed to in September, 1976, with the exception of our request for 20 copies of each document to be reviewed rather than 10 copies, and the Department's field coastal zone management coordination responsibility which has been assigned to the Regional Environmental Officer in place of the Special Assistant to the Secretary.

We certainly appreciated Gordy Euler's cooperation and his efforts in arranging for the very informative presentations by Debbie Clausen and Rich Cannon, Alaska Department of Fish and Game, and Mark Stephens, Department of Community and Regional Affairs.

Sincerely,



Paul D. Gates  
Regional Environmental Officer-Alaska

Enclosure

cc: Fran Ulmer  
Gordy Euler  
Larry Kimball  
Mark Stephens  
Debbie Clausen  
Rich Cannon  
Interior Coastal Zone Coordination Committee

DEPARTMENT OF THE INTERIOR

ALASKA COASTAL ZONE MANAGEMENT CONTACTS

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OFFICE OF THE SECRETARY

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Phone: (907) 265-5278

5/18/78

September 15, 1978

Juneau Coastal Management Program

Carl Stoddard  
National Park Service  
540 West 5th Avenue, Room 2020  
Anchorage, Alaska 99501

Dear Mr. Stoddard:

The City and Borough of Juneau is currently working on Phase II of the Juneau Coastal Management Program. Phase I of the program focused on the initial stages of program development and resulted in the Interim Report published in October, 1977.

Enclosed for your information and review are packets from the two Phase II Public Discussion Meetings held this summer. The July 12, 1978 packet includes the Phase II work program; the assumptions, goals and objectives of the program; and responses to statements and questions posed at the Phase I public information meeting. The August 15, 1978 packet includes draft coastal management policies. This planning project is designed to develop the district management program for early winter submittal to the Alaska Coastal Policy Council. We hope that you will provide us with any suggestions you may have for improving the program.

Federal, State and local agency coordination is an important element in both the development and implementation of an effective coastal management program, and we hope that your agency will work closely with us in this field of mutual concern.

If we can provide any additional information regarding the program please contact me at 586-3300 extension 35. We are looking forward to working with your agency in this important planning project.

Respectfully,

Tom Lawson  
Planner

c.c. Paul Gates

Enclosure

# MEMORANDUM

## THE CITY AND BOROUGH OF JUNEAU


CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: File

DATE: August 30, 1978

FILE NO.

FROM: Tom Lawson 

SUBJECT: Second Brown Bag Luncheon  
Coast Management

The second Coastal Management Brown-Bag Luncheon with State and Federal Agency contacts was held August 28, 1978. Those in attendance were Rick Reed, Bruce Higgins, Larry Streuber, Mary Jo Waits, Ken Mitchell, Kurt Fredriksson, Rick Gallien, Chris Noah, and myself.

### Topics Discussed:

1. Coordination with additional Federal Agencies, such as BLM, USGS, BIA, and other bureaus within the Department of the Interior was suggested as a result of communication with Paul Gates.
2. The revised third transportation policy was read and it decided that it was very similar to the first transportation policy.
3. Bruce Higgins, of National Marine Fisheries discussed their involvement with the JCMP, stating that it would be mainly reactionary because of limited staff.
4. A suggestion was made to expand the policies to include water supply protection.

# MEMORANDUM

## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: Planning Commission

DATE: November 28, 1978

FILE NO.

SUBJECT: Proposed Work Session

FROM: <sup>25</sup>  
Staff and Coastal  
Management Consultant

We are in the final stage of preparing the draft of the Juneau Coastal Management Program for review by the Planning Commission, Assembly, Department of Community and Regional Affairs and other agencies. Following review and comments (January, 1979), a revised draft will be scheduled by both the Planning Commission and the Assembly. After "concept approval" has been achieved, final revisions will be made (late in February) and the program submitted for approval to the Alaska Coastal Policy Council.

A public discussion meeting on the body of the review draft has been scheduled for December 13, and a brown-bag session for agency personnel discussion on the following day.

We would like to meet with the Planning Commission in an informal work session on the evening of December 5 (next Tuesday) in the Planning Department offices at 7:30 to discuss several areas of land use conflict that appear to be shaping up as a result of the regulatory approach to coastal management.

At the work session, we hope to discuss the overall program with the Commission, and attempt to reach a "philosophical approach" consensus to the several conflict areas that we see developing.

Although the work session is intended to be informal in structure with hopefully more discussion than presentation, we have prepared the following rough agenda:

1. Overview of program status and direction (Staff/Consultant)
2. Outline of regulatory system (Staff/Consultant/Commission)
3. Identification and discussion of problem areas (Staff/Commission)
4. Questions, answers, discussion.

MEMORANDUM

THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: Juneau Coastal Management Program  
State/Federal Contact Persons

DATE: December 6, 1978

FILE NO.

SUBJECT: Brown-Bag lunch

FROM: Tom Lawson  
Planner



There will be a brown-bag lunch rap session concerning the Juneau Coastal Management Program with local/state/federal agency personnel on Monday December 18, 1978 in the Assembly Chambers in the City Municipal Building.

Hope to see you then.



# MEMORANDUM

## THE CITY AND BOROUGH OF JUNEAU

CAPITAL OF ALASKA

155 SOUTH SEWARD ST. JUNEAU, ALASKA 99801

TO: Planning Commission

DATE: December 27, 1978

FILE NO.

FROM: *RLD/B*  
Planning Department

SUBJECT: Juneau Coastal Management Program

On Wednesday, December 13, 1978, Public Discussion Meeting No. 4 of the Juneau Coastal Management Program was held. Attached are the draft Coastal Management Regulations distributed at the meeting as well as a summary of the meeting comments. Several valuable suggestions were made to the staff as to how to improve and refine the draft regulations both at the Public Discussion meeting and at the December 5 Planning Commission work session.

On December 31, 1978, in accordance with contractual requirements, the City and Borough will submit to the Alaska Department of Community and Regional Affairs a review draft of the Juneau Coastal Management Program. The department will have one month to review and comment on the draft. During that period the Planning Commission as well as other local, state, and federal agencies will have the opportunity to review and comment on the draft document. A work session on the draft program document will be scheduled for the Planning Commission in January.

Upon receipt of the review comments, the draft document will be revised and the formal hearing process will begin. The Planning Commission will hold a formal public hearing regarding the program document and will make recommendations to the Assembly. The Assembly will also hold a formal public hearing on this matter. Following Assembly hearing, amendment and concept approval, the document will be put into camera-ready form.

The Alaska Department of Community and Regional Affairs will then have two weeks to review the camera-ready copy. Before final printing can proceed, the Assembly must approve the program document along with the Department of Community and Regional Affairs. The final document will be submitted to the department no later than March 31, 1979.

cc: Juneau District File

3. PLANNING COMMISSION AND ASSEMBLY CONCEPT APPROVAL RESOLUTIONS

## APPENDIX B RESEARCH AND PROGRAM DEVELOPMENT

### 1. RESOURCE INVENTORY

The inventory of coastal resources was accomplished in Phase I of the development of the Juneau Coastal Management Program, and constitutes a major part of the Interim Report (October, 1977). While that inventory provided a basic working document for the development of the program, research has continued into detailing many of the resources identified in the Phase I work, and various state agencies (most notably the Habitat Section of the Alaska Department of Fish and Game) have provided additional resource information that has proven helpful in preparing the district management program.

Although the purpose of coastal management planning is to develop a practical management program (rather than to conduct a scientific study), a great deal of research is necessary in order to establish and document the issues and values addressed in the body of the management program document. This appendix summarizes the major factors analyzed and considered in the development of the Juneau Coastal Management Program.

### 2. RESOURCE ANALYSIS

#### (a) Natural Resources

The coastal waters, rocky shorelines, beaches, tidal wetlands, freshwater streams, lakes and ponds, old-growth forests and alpine tundra meadows of the Juneau area each provide habitat for a broad range of animal life.

The following listing of animal life by principal habitat includes corrections and amendments to the inventory in the Interim Report, and was provided by the Alaska Department of Fish and Game.

Freshwater Lakes & Streams

Invertebrates

Bacteria  
 Flagellates  
 Ciliates  
 Rotifers  
 Flatworms  
 Aquatic worms  
 Crustaceans

Dragonfly Larvae  
 Stonefly Larvae  
 Mayfly Larvae  
 Water Beetles  
 Caddisfly Larvae  
 Midge Larvae  
 Mosquito Larvae  
 Snails  
 Clams

Fish

Cutthroat Trout  
 Rainbow/Steelhead Trout  
 Pink Salmon  
 Chum Salmon  
 Silver Salmon  
 King Salmon  
 Red Salmon  
 Dolly Varden Char  
 Eastern Brook Trout  
 Three-Spined Stickleback  
 Coast Range Sculpin  
 Prickly Sculpin  
 Pacific Staghorn Sculpin  
 Starry Flounder  
 Arctic Grayling  
 Eulachon

Mammals

Northern Water Shrew  
 Mask Shrew  
 Dusky Shrew  
 Beaver  
 Northern Bog Lemming  
 Tundra Vole  
 Muskrat  
 Mink  
 River Otter  
 Short-Tailed Weasel  
 Least Weasel

Birds

Common Loon  
 Red-Throated Loon  
 Great Blue Heron  
 Whistling Swan  
 Trumpeter Swan  
 Canada Goose  
 White-Fronted Goose  
 Snow Goose  
 Mallard  
 Gadwall  
 Pintail  
 Green-Winged Teal  
 Blue-Winged Teal  
 Northern Shoveler  
 American Widgeon  
 Canvasback  
 Redhead  
 Ring-Necked Duck  
 Greater Scaup  
 Lesser Scaup  
 Common Goldeneye  
 Barrow's Goldeneye  
 Bufflehead  
 Harlequin Duck  
 Hooded Merganser  
 Common Merganser  
 Red-Breasted Merganser  
 Bald Eagle  
 Osprey  
 Peregrine Falcon  
 Merlin  
 Sandhill Crane  
 Killdeer  
 Greater Yellowlegs  
 Lesser Yellowlegs  
 Solitary Sandpiper  
 Spotted Sandpiper  
 Northern Phalarope  
 Common Snipe  
 Short-billed Dowitcher  
 Long-billed Dowitcher  
 Western Sandpiper  
 Least Sandpiper  
 Baird's Sandpiper  
 Pectoral Sandpiper  
 Dunlin  
 Glaucous-Winged Gull  
 Herring Gull  
 Bonaparte's Gull  
 Arctic Tern  
 Short-Eared Owl  
 Rufous Hummingbird

Belted Kingfisher  
 Alder Flycatcher  
 Violet-Green Swallow  
 Tree Swallow  
 Bank Swallow  
 Rough-Winged Swallow  
 Barn Swallow  
 Cliff Swallow  
 Dipper  
 Water Pipit  
 Orange-Crowned Warbler  
 Yellow Warbler  
 Northern Waterthrush  
 Wilson's Warbler  
 Red-Winged Blackbird  
 Rusty Blackbird  
 Savannah Sparrow  
 Slate-Colored Junco  
 Oregon Junco  
 Tree Sparrow  
 Chipping Sparrow  
 White-Crowned Sparrow  
 Golden-Crowned Sparrow  
 Fox Sparrow  
 Lincoln's Sparrow  
 Song Sparrow

The Marine Environment

Invertebrates

Bacteria  
 Protozoa  
 Sponges  
     Crumb of bread sponge  
 Coelenterates  
     Hydroids  
         Sea Plume  
     Sea Anemones and Sea Pens  
         Sea Pen  
         Burrowing Anemone  
         Sun or Stalked Anemone  
         Green and Red Sea Anemone  
         Anemone  
 Flatworms  
 Ribbon Worms  
     Purple Ribbon Worm  
     Green Ribbon Worm  
 Moss Animals  
     Many species  
 Segmented Worms

Many Bristled Worms  
 Scaleworm  
 Flat Hereid Worm  
 Giant Nereid Worm  
 Pile Worm or Large  
     Mussel Worm  
 Painted Worms  
 Terebellid Worms  
 Feather Duster Worms  
 Red-Banded Tube Worms  
 Coiled Calcareous Tube Worms  
 Calcareous Tubeworm  
 Echiuran Worms  
 Mollusks  
     Chitons  
         Giant Pacific Chiton  
         Baby Chiton  
         Lined Red Chiton  
         Hind's Mopalia  
         Black Kathy Chiton  
     Stomach-Footed Mollusks  
         Fingered Limpet  
         Shield Limpet  
         Mask Limpet  
         Fenestrate Limpet  
         Pacific Plate Limpet  
         Bering Margarite  
         Puppet Margarite  
         Carinate Lacuna  
         Sitka Periwinkle  
         Checkered Periwinkle  
         Giant Pacific Coast Bittium  
         Oregon Triton  
         Frisled Dogwinkle  
         File Dogwinkle  
         Baer's Buccinum  
         Hall's Colus  
         Jordon's Colus  
         Common Northwest Neptune  
         Pribiloff Neptune  
         Arctic Natica  
         Carpenter's False Limpet  
         Monterey Doris  
         San Diego Doris  
         Yellow-Rimmed Doris  
         Pacific Doris  
         Carpenter's Doris  
         Dusky Doris  
         Rosy Tritonia  
         Golden Dirona

Red Frond Eolis	Crabs
Dusky Eolis	Hermit Crabs, King Crabs
Festive Tritonia	Thin Handed Hermit Crab
Odhner's Doris	Hairy Hermit Crab
Dall's Frond Eolis	Bering Hermit Crab
Northwest Onchidella	Other Hermit Crabs
Bivalved Mollusks	King Crab
Blue Mussel	Blue King Crab
Pacific Pink Scallop	Golden King Crab
Hind's Scallop	Thorny Crab
Nuttall's Cockle	Filecrab
Stimpson's Surf Clam	Umbrella Crab
Inconspicuous Macoma	True Crab
Incongruous Macoma	Graceful Decorator Crab
Common Pacific Littleneck	Graceful Kelp Crab
Smooth Washington Clam or	Snow Crab
Butter Clam	Dungeness Crab
Soft-Shell Clam	Hairy Cancer Crab
Truncate Soft-Shell Clam	Horse Crab
Arctic Saxicave	Lyre Crab
Horse Clam or Alaskan Gaper	Sea Spiders
Head-Footed Mollusks	Spiny Skinned Animals
Stubby Squid or Pacific	Seastars
Bob-Tailed Squid	Large Vermillion Seastar
Octopus	Sunstars
Squid	Small Blood Red Star
Jointed Legged Animals	Bloody Star
Crustaceans	Cushion Star
Copepods	Unforgettable Seastar
Barnacles	Rose Star
Rock Barnacles	Mottled Star
Smooth Acorn Barnacle	Six-Rayed Star
Giant or Horse Barnacle	Long-Rayed Fragile Star
Mysids or Opposum Shrimps	Sunflower Star
Beach Hoopers and Pleagic Amphipods	Brittle Stars, Serpent Stars
Isopods	Sar's Brittle Star
Olive Green Isopod	Ubiquitous Brittle Star
Oregon Pillbug	Basket Star
Sea Slater	Sea Urchins
Euphausids, Krill	Green Sea Urchin
Shrimp and Crabs	Sea Cucumbers
Shrimps	Black Sea Cucumber
Anemone Shrimp	Red Sea Cucumber
Gray or Alaska Shrimp	White Sea Cucumber
Short Spine Shrimp	Giant Sea Cucumber
Sidestripe Shrimp	Burrowing Sea Cucumber
Pink Shrimp	Creeping Pedal Cucumber
Humpy Shrimp	
Coonstripe Shrimp	
Dock Shrimp	
Spot Shrimp	

Fish

Walleye Pollock  
 Pacific Cod  
 Sablefish  
 Pacific Herring  
 Sockeye (Red) Salmon  
 Coho (Silver) Salmon  
 Chinook (King) Salmon  
 Chum (Dog) Salmon  
 Pink (Humpback) Salmon  
 Steelhead Trout  
 Pacific Ocean Perch  
 Eulachon  
 Sculpins  
 Halibut  
 Salmon shark  
 Capelin  
 Sandlance  
 Cutthroat Trout  
 Dolly Varden Char  
 Black Rockfish  
 Yellowtail Rockfish  
 Dusky Rockfish  
 Quillback Rockfish  
 Yelloweye Rockfish  
 Roughey Rockfish  
 Widow Rockfish  
 Silvergray Rockfish  
 Great Sculpin  
 Buffalo Sculpin  
 Red Irish Lord  
 Staghorn Sculpin  
 Helmeted Sculpin  
 Searcher  
 Ronquil  
 Kelp Greenling  
 Whitespotted Greenling  
 Sturgeon Poacher  
 Spinycheek Starsnout  
 Pricklebacks  
 Gunnels  
 Eelpouts  
 Snailfish  
 Halibut  
 Starry Flounder  
 Yellowfin Sole  
 Flathead Sole  
 Dover Sole  
 English Sole  
 Alaska Plaice  
 Rex Sole

Rock Sole  
 Arrowtooth Flounder  
 Slender Sole  
 Wolf Eel  
 Rat Fish  
 Black Skate  
 Longnose Skate  
 Big Skate

Mammals

Steller Sea Lion  
 Pacific Harbor Seal  
 Humpback Whale (an endangered species)  
 Killer Whale  
 Harbor Porpoise  
 Dall Porpoise  
 Minke Whale

Birds

Common Loon  
 Yellow-Billed Loon  
 Arctic Loon  
 Red-Throated Loon  
 Red-Necked Grebe  
 Horned Grebe  
 Pelagic Cormorant  
 Great Blue Heron  
 Whistling Swan  
 Trumpeter Swan  
 Vancouver Canada Goose  
 Cackling Goose  
 Brant  
 Emperor Goose  
 White-Fronted Goose  
 Snow Goose  
 Mallard  
 Gadwall  
 Pintail  
 Green-Winged Teal  
 Northern Shoveler  
 American Widgeon  
 Canvasback  
 Greater Scaup  
 Lesser Scaup  
 Common Goldeneye  
 Barrow's Goldeneye  
 Bufflehead  
 Oldsquaw  
 Harlequin Duck

White-Winged Scoter  
 Surf Scoter  
 Black Scoter  
 Common Merganser  
 Red-Breasted Merganser  
 Bald Eagle  
 Osprey  
 Red Phalarope  
 Northern Phalarope  
 Glaucous Gull  
 Glaucous-Winged Gull  
 Herring Gull  
 Thayer's Gull  
 Mew Gull  
 Bonaparte's Gull  
 Black-Legged Kittiwake  
 Arctic Tern  
 Common Murre  
 Pigeon Guillemot  
 Marbled Murrelet  
 Kittlitz' Murrelet  
 Ancient Murrelet  
 Northwestern Crow  
 Savannah Sparrow

Rocky Shorelines

Birds

Black Oystercatcher  
 Wandering Tattler

Grass Sedge Meadows and Wetlands

Invertebrates

Flatworms  
 Roundworms  
 Springtails  
 Beetles  
 Flies  
 other insects  
 Spiders & Mites

Mammals

Masked Shrew  
 Northern Water Shrew  
 Little Brown Bat  
 Brown Bear  
 Black Bear  
 Short-tailed Weasel  
 Mink  
 Coyote  
 Gray Wolf  
 Deer Mouse

Meadow Vole  
 Northern Vole  
 Sitka Black-Tailed Deer  
 Moose  
 Red Fox  
 River Otter  
 Porcupine

Birds

Great Blue Heron  
 Whistling Swan  
 Trumpeter Swan  
 Vancouver Canada Goose  
 Cackling Goose  
 Brant  
 White-Fronted Goose  
 Snow Goose  
 Mallard  
 Gadwall  
 Pintail  
 Green-Winged Teal  
 Blue-Winged Teal  
 Northern Shoveler  
 American Widgeon  
 Common Goldeneye  
 Barrow's Goldeneye  
 White-Winged Scoter  
 Surf Scoter  
 Bufflehead  
 Common Merganser  
 Red-Breasted Merganser  
 Sharp-Shinned Hawk  
 Bald Eagle  
 Marsh Hawk  
 Osprey  
 Gyrfalcon  
 Peregrine Falcon  
 Merlin  
 American Kestrel  
 Sandhill Crane  
 Semipalmated Plover  
 Killdeer  
 American Golden Plover  
 Black-Bellied Plover  
 Hudsonian Godwit  
 Whimbrel  
 Greater Yellowlegs  
 Lesser Yellowlegs  
 Solitary Sandpiper



Spotted Sandpiper  
 Ruddy Turnstone  
 Black Turnstone  
 Common Snipe  
 Short-Billed Dowitcher  
 Long-Billed Dowitcher  
 Surf-bird  
 Red Knot  
 Sanderling  
 Semipalmated Sandpiper  
 Western Sandpiper  
 Least Sandpiper  
 Baird's Sandpiper  
 Pectoral Sandpiper  
 Rock Sandpiper  
 Dunlin  
 Glaucous Gull  
 Glaucous-Winged Gull  
 Herring Gull  
 Thayer's Gull  
 Mew Gull  
 Bonaparte's Gull  
 Black-Legged Kittiwake  
 Arctic Tern  
 Snowy Owl  
 Short-Eared Owl  
 Rufous Hummingbird  
 Belted Kingfisher  
 Horned Lark  
 Violet-Green Swallow  
 Tree Swallow  
 Bank Swallow  
 Rough-Winged Swallow  
 Barn Swallow  
 Cliff Swallow  
 Common Raven  
 Northwestern Crow  
 Dipper  
 American Robin  
 Water Pipit  
 Northern Shrike  
 Warbling Vireo  
 Orange-Crowned Warbler  
 Red-Winged Blackbird  
 Savannah Sparrow  
 Lapland Longspur  
 Snow Bunting

Muskeg Areas

Mammals

Northern Water Shrew  
 Dusty Shrew  
 Masked Shrew  
 Little Brown Bat  
 Northern Bog Lemming  
 Meadow Jumping Mouse  
 Meadow Vole  
 Wolf  
 Black Bear  
 Brown Bear  
 Short-tailed Weasel  
 Wolverine  
 Sitka Black-Tailed Deer  
 Mink  
 River Otter

Birds

Sharp-Shinned Hawk  
 Bald Eagle  
 Merlin  
 American Kestrel  
 Greater Yellowlegs  
 Solitary Sandpiper  
 Common Snipe  
 Rufous Hummingbird  
 Common Flicker  
 Yellow-Bellied Sapsucker  
 Northern Three-Toed Woodpecker  
 Western Flycatcher  
 Steller's Jay  
 American Robin  
 Varied Thrush  
 Mountain Bluebird  
 Water Pipit  
 Starling  
 Yellow Warbler  
 Yellow-Rumped Warbler  
 Dark-Eyed Junco

Invertebrates

Flatworms  
 Roundworms  
 Insects  
 Spiders and Mites  
 Snails

Coastal Spruce/Hemlock  
Forest Areas

Mammals

Masked Shrew  
Dusky Shrew  
Keen Myotis Bat  
Silver-Haired Bat  
Little Brown Bat  
Red Squirrel  
Northern Flying Squirrel  
Deer Mouse  
Northern Bog Lemming  
Red-Backed Vole  
Meadow Vole  
Long-Tailed Vole  
Bushy-Tailed Wood Rat  
Porcupine  
Gray Wolf  
Black Bear  
Brown Bear  
Marten  
Short-Tailed Weasel  
Least Weasel  
Wolverine  
Lynx  
Sitka Black-Tailed Deer  
Mountain Goat

Invertebrates

Flatworms  
Roundworms  
Insects  
Spiders & Mites  
Snails & Slugs

Birds

Great Blue Heron  
Goshawk  
Sharp-Shinned Hawk  
Red-Tailed Hawk  
Rough-Legged Hawk  
Golden Eagle  
Bald Eagle  
Peregrine Falcon  
Merlin  
American Kestrel  
Blue Grouse  
Willow Ptarmigan  
Rock Ptarmigan  
Solitary Sandpiper  
Band-Tailed Pigeon

Mourning Dove  
Screech Owl  
Great Horned Owl  
Hawk Owl  
Great Gray Owl  
Pygmy Owl  
Boreal Owl  
Saw-Whet Owl  
Common Flicker  
Yellow-Bellied Sapsucker  
Black Swift  
Vaux's Swift  
Hairy Woodpecker  
Downy Woodpecker  
Hammond's Flycatcher  
Northern Three-Toed Woodpecker  
Alder Flycatcher  
Western Flycatcher  
Western Wood Pewee  
Olive-Sided Flycatcher  
all Swallow species  
Gray Jay  
Steller's Jay  
Black-Billed Magpie  
Common Raven  
Northwestern Crow  
Black-Capped Chickadee  
Chestnut-Backed Chickadee  
Red-Breasted Nuthatch  
Brown Creeper  
Winter Wren  
American Robin  
Varied Thrush  
Hermit Thrush  
Swainson's Thrush  
Gray-Checked Thrush  
Golden-Crowned Kinglet  
Ruby-Crowned Kinglet  
Bohemian Waxwing  
Northern Shrike  
Starling  
Warbling Vireo  
Orange-Crowned Warbler  
Yellow Warbler  
Yellow-Rumped Warbler  
Townsend's Warbler  
Northern Water Thrush  
MacGillivray's Warbler  
Wilson's Warbler  
American Redstart  
Rusty Blackbird

Pine Grosbeak  
 Gray-Crowned Rosy Finch  
 Hoary Redpoll  
 Common Redpoll  
 Pine Siskin  
 Red Crossbill  
 White-Winged Crossbill  
 Dark-Eyed Junco  
 Tree Sparrow  
 Chipping Sparrow  
 Harris' Sparrow  
 White-Crowned Sparrow  
 Golden-Crowned Sparrow  
 Fox Sparrow  
 Lincoln's Sparrow  
 Song Sparrow

Blue Grouse  
 Willow Ptarmigan  
 Rock Ptarmigan  
 White-Tailed Ptarmigan  
 Rufous Hummingbird  
 Common Raven  
 American Robin  
 Varied Thrush  
 Hermit Thrush  
 Wheatear  
 Water Pipit  
 Northern Shrike  
 Gray-Crowned Rosy Finch  
 Savannah Sparrow  
 Oregon Junco  
 Golden-Crowned Sparrow  
 Lapland Lonspur  
 Snow Bunting

Alpine Tundra Areas

Invertebrates

Flatworms  
 Roundworms  
 Insects  
 Spiders & Mites

Mammals

Hoary Marmot  
 Deer Mouse  
 Northern Bog Lemming  
 Bushy-Tailed Wood Rat  
 Long-Tailed Vole  
 Northern Vole  
 Gray Wolf  
 Red Fox  
 Black Bear  
 Brown Bear  
 Short-Tailed Weasel  
 Wolverine  
 Sitka Black-Tailed Deer  
 Mountain Goat

Birds

Goshawk  
 Sharp-Shinned Hawk  
 Rough-Legged Hawk  
 Golden Eagle  
 Bald Eagle  
 Marsh Hawk  
 Peregrine Falcon  
 Merlin  
 American Kestrel

REFERENCES AND ACKNOWLEDGEMENTS

Alaska Department of Fish and Game

Robert Armstrong, Fish Biologist; added fresh-water fish and extensively edited and updated all bird sections (August 1978)

S. Forrest Blau, Habitat Biologist; edited all sections dealing with mammals (September 1978)

NOAA National Marine Fisheries Service

Dr. Charles O'Clair and H.R. Carlson, Biologists; made extensive additions to the marine invertebrates and marine fish lists (August 1978)

Dr. Lidia Selkregg, ed. 1976; Alaska Regional Profiles - Southeast Region; AEIDC, University of Alaska.

U.S. Forest Service & ADF & G, 1973 reprint; Birds of Southeast Alaska--a Checklist.

- Sitka black-tailed deer habitat is found in old-growth timber stands below 1,000 ft. (303 m.) elevation and extending to the saltwater shoreline, where deer may be forced during heavy snow periods. In the Juneau area, this relationship is found particularly on the west side of Douglas Island. Though fewer deer live on the mainland, the condition also exists on the Gastineau Channel between Thane and Pt. Bishop, and along the timbered slopes to the shorelines from Bridget Cove to Echo Cove. These mainland areas of important habitat are also known to shelter Mountain goats when they move down-slope in winter to feed.

The importance of old-growth timber stands to deer populations is a recently-recognized relationship found in North coastal British Columbia and also in Southeast Alaska by the U.S. Forest Service and the Alaska Department of Fish and Game biologists. Timber management approaches to deal with and reduce impacts on deer numbers are being developed at this time.

The principal potential for impacting these important deer habitat areas would be logging in these areas. The prospect of having to adjust timber harvest plans to reduce impacts on deer populations will come at a time when Eagle tree habitat requirements along the shorelines must also be dealt with. Unlike the Bald Eagle, the habitat of the Black-tailed deer is not protected by federal or state law, although the subject may be addressed in the regulations currently being promulgated under the Forest Practices Act (Chapter 108 SLA 1978).

The most visible and popular form of wildlife inhabiting the timbered beach fringe of the Juneau area is the Bald Eagle. The eagles are also of national interest since a higher density of nesting birds is found here than anywhere in the lower 48 states where they are threatened or endangered. The Bald Eagle Protection

Act of 1940 gives full protection to the eagles by prohibiting the destruction or disturbance of eagles, their nests, their eggs or their young. The law is administered by the U.S. Fish and Wildlife Service, Department of Interior.

In Southeast Alaska the Fish and Wildlife Service has, to date, sought compliance with the Act primarily by developing an Eagle Tree Cooperative Agreement with the U.S. Forest Service. This agreement provided for a 330 ft. (100 m.) radius buffer zone around all Eagle trees. More recently, the Fish & Wildlife Service has identified the habitat needs of eagles to also include protection of old-growth timber strips along the saltwater shoreline and up the margins of adjacent streams and lakes important to eagles. How this expanded requirement will be worked out between the Fish and Wildlife Service and the Forest Service has yet to be fully established. There are presently no mutual agreements between USFWS and Alaska state or municipal governments with regard to protection of eagle habitat.

Discussion with USFWS personnel has identified the type of protection that the agency will seek along shores and margins of the Juneau coastal area:

- ° A 660 ft. (200 m.) buffer zone along saltwater shorelines to protect nesting, perching and feeding habitat
- ° A stream-side buffer of perch trees along selected bars and banks of streams listed below. These stream margins are considered key feeding areas:

Whiting River, Speel River, Taku River, Steep Creek, Sawmill Creek, Berners River, Lace River, Antler River.

- ° Protection of perch sites along the shorelines of important herring spawning areas. These include Auke Bay, Bridget Cove, Tee Harbor and Lena Cove.

The existing pattern of eagle nest trees along urbanized portions of Juneau area shores has shown a nesting pattern increasingly concentrated in unoccupied sectors. This is strikingly true along the unoccupied portion of Lena Point (FAA land) where four eagle nests are concentrated. Use of reserved lands or park sites may be one method of assuring the preservation of a respectable population of eagles within urbanized parts of the Juneau area.

- Over 90 streams in the City and Borough of Juneau are listed in the Dept. of Fish & Game Catalog of Anadromous Systems. More than 40 of these streams are in the roaded areas of Douglas Island and the mainland. The number of people fishing in the roaded-trailed area of the City/Borough has increased dramatically over the past 10 years, and populations in accessible streams (of Dolly Varden, in particular) have been reduced by heavy fishing pressure. The size of caught fish has also decreased.

Urban development has depressed the salmon populations and potential of a number of streams in the built-up areas of the community.

These changes are summarized as follows:

<u>STREAM</u>	<u>SPECIE AFFECTED</u>	<u>PROBABLE CAUSE OF CHANGE</u>
Duck Creek	Pink Salmon, Coho, Dolly Varden	1. degraded water quality - gravel pits, urban effluent
Jordan Cr.	Coho, Dolly Varden, other?	2. damage to spawning/rearing areas
		3. culvert installations, reduction of channel flows
		4. damage to inter-tidal nursery area
Lemon Creek Switzer Cr. Vanderbilt Cr.	Pink, Chum, Coho	1. wetland nursery damaged by dredging, road-building and interrupted food sources.
		2. water quality degradation
streams north-west of Mendenhall River	Coho	1. wetland nursery damaged
		2. water quality degradation

Taken together, the marked depression of fish populations and habitat productivity in the urbanized areas is well underway and consequently of concern to Juneauites. To reverse or even slow this trend will require concerted citizen, local governmental and state efforts to protect, rehabilitate and enhance remaining habitat, and to rebuild depressed populations.

An important effort on the part of the National Marine Fisheries Service, the Alaska Department of Fish & Game, the Northern S.E. Alaska Aquaculture Association and private hatchery ventures is underway to enhance adult salmon returns to area waters. The most evident product of this work may be development of hatchery facilities, which are summarized below:

FACILITY	SPECIES PRODUCED	NO. OF RE-TURNING ADULTS	TIMING OF ADULT RETURNS
<u>Existing</u>			
Kowee Creek (private)	Pink and Chum	40 - 50,000 <sup>1</sup>	late summer
Fish Creek and Mendenhall Rearing Ponds (ADF&G)	Coho	FUTURE	UNCERTAIN
Auke Creek (NMFS)	Pink, chum, coho	4 - 5,000 (experimental)	late summer to fall
<u>Funded</u>			
Snettisham (ADF&G)	Chum King	1,000,000 90,000	fall summer
<u>Possible</u>			
Sheep Creek (Private)	Pink and Chum	160 - 200,000 <sup>1</sup>	late summer
Salmon Creek (Gillnetters)	Pink and Chum Coho?	not yet determined small numbers for "sportfishermen"	late summer to fall

<sup>1</sup> Unlikely to exceed these values, but not determined by performance

An examination of the anticipated adult returns from these existing, funded and possible facilities shows that most hatchery fish will return into Gastineau Channel or Stephens Passage. Presumably, a net fishery for chum salmon will be established in time within Gastineau Channel, and altered troll and net fishing patterns will follow the fish developed by Snettisham production.

To an unknown degree, enhanced returns of salmon may be dispersed by planting of rearing salmon into lakes of the Juneau area. Fry would be produced in hatcheries and planted in lakes with potential for producing commercial numbers and quality of smolt. Lakes being considered within the area include Antler Lake, Shelter Lake, and several lower elevation lakes of the mainland from Herbert Glacier to Whiting River.

The possibility also exists of releasing chum salmon fry at the mouths of streams which are remote from their hatchery and stream of origin. Again, the advantage of this measure is associated with dispersal of fry into alternate estuaries as well as distribution of fishing efforts. Disadvantages include the management of stocks of fish that are foreign to an estuary or its stream system.

Releases of salmon fry or plants of eyed-eggs could also be used to rehabilitate streams where salmon stocks are depressed below the stream's productive potential.

- The bottom fishes and invertebrates of the Juneau area are evidently not sufficiently numerous to support a large commercial fishery. (H.R. Carlson, NMFS; personal conversation, 1978). Nevertheless, these stocks provide catches for several local commercial boats in addition to those local people who take crab and various ground-fish for personal consumption.



- The Auke Bay Herring school is evidently a distinct population. (H.R. Carlson, 1978). It winters primarily in Fritz Cove and Auke Bay, moving out in late winter to spawn along more northerly shores into Lynn Canal. This population has been used for a very long time by Juneau area residents for roe, for salted or pickled herring, for bait fish; and is also a food base for feeding adult King salmon. In recent years this herring stock has been harvested, largely by an introduced fleet of seiners, for the Japanese roe market.

It is in the community's interest to assist in maintaining the quality of the Herring's wintering-feeding-spawning-developing habitats since many of these lie within local waters. It is also important that herring quotas set by ADF&G for the roe fishery not be at levels which limit local uses or deplete the salmon food chain.

The Mendenhall valley sewage treatment plant will discharge a minimum of about 700,000 gallons (2.69 million liters) per day including the sewage collected from the Lemon Creek area. This discharge represents about 5% of the combined low flows of the Mendenhall River and Montana Creek. While it appears that the outfall waters would pass above the wintering school, further verification of this situation and the overall impact of the effluent waters on the Herring may be warranted. Discharge of toxic, chemical or industrial wastes, particularly during times of low flow is known to be extremely harmful to herring populations

- The roaded portion of the Juneau area has traditionally included numerous shoreline areas used for recreation, camping, picnicking, fishing, hiking, photography and other water-related open-space activities. Availability of these traditionally used areas may be diminishing at the same time that rapid population growth is increasing demand.

Sealaska Corporation's claim on the Auke Bay Recreation Area (now managed by the Forest Service), Goldbelt, Inc. acquisition of the Echo Cove area, the uncertainty of public lands being appropriated for private use under the so-called Beirne Initiative, and the gradual loss of access to the shoreline as a result of shoreline land development are examples of diminishing access by the public to and through recreation areas that have been in use for many years.

In addition to recreational uses, Juneau's shoreline areas are used for educational purposes. During SeaWeek, for example, elementary school children from throughout the City/Borough now visit local beaches for instruction during low tides of the late spring. In 1977, 57 classes numbering over 1,500 students, participated in this program. Such use is also made by smaller groups of High School and University students. Obviously, the first requirement for such beneficial use is that the beaches be accessible, preferably from locations where cars or school buses can be parked. There should be variety in the type of beaches studied, and enough beach access should be available so that a few locations are not "over-worked" to the detriment of both the public and adjacent land owners.

The 1978 session of the State Legislature dealt with a number of complex issues that profoundly affect public lands. Municipal land selection, the homesite statute and the release of mental health lands from their trust status are the most important of these issues, and the City/Borough may, through the continuing study that it has conducted on this subject, find that judicious selection of shoreline sites and their dedication for parks, recreation, education and open-space purposes can go a long way toward preserving the quality of life which makes Juneau a good place in which to live and work.

- Geographically, the major wetlands areas of the Juneau area are distributed as follows:

Berners Bay wetlands at the mouth of Berners, Lace, Antler and Gilkey Rivers and the mouth of Cowee Creek.

Eagle River wetlands near the Scout Camp and inner lagoon.

Peterson Creek wetlands near the salt lake.

Mendenhall wetlands from Gastineau Channel north of Salmon Creek to Fritz Cove including the mouth of Mendenhall River, Lemon Creek, Fish Creek and a number of smaller fish-producing streams.

Taku River wetlands -- generally, the delta of the river above Taku Glacier.

Limestone Inlet wetlands

Gilbert Bay wetlands (known as Sweetheart Flats)

These areas provide important resting grounds for waterfowl moving south along the Pacific flyway. Some nesting also occurs, and resident populations of geese and mallards remain during winter in the Juneau area wetlands. Diverse populations of shorebirds and songbirds are present.

Quiet water flow and ponded areas found in these wetlands serve as fish nursery areas for a period in the spring and early summer when fry and smolt migrate seaward

Accessible wetlands are heavily used by recreationalists for fishing, waterfowl hunting, and a variety of non-consumptive outdoor pursuits.

Once thought of as ugly mudflats, wetlands areas in recent years have been recognized for their biological productivity, recreation values, flood and erosion protection and overall importance to a natural coastal ecosystem. Both federal and state statutes now place heavy emphasis on preservation and protection of wetlands values, and it is a basic concept of coastal management.

The Berners Bay wetlands contribute to the well-being of a small moose population in addition to their migratory and resident waterfowl use, and also serve as a nursery area for fish, shrimp and crab. These wetlands and adjacent meadows provide excellent moose and bear habitat, and are popular hunting areas in season.

The Eagle River wetlands and meadows are managed primarily by the Scout Camp and the Forest Service, and contribute directly to the production of Dungeness crab and indirectly to support the system's salmon stocks.

The Peterson Creek wetlands and impoundment immediately behind Amalga Harbor provide extensive freshwater/estuarine salmon rearing habitat which probably contributes significantly to the stream's production of Dolly Varden, Cutthroat, Rainbow, Steelhead (only significant run in the Juneau area), and Coho and Chum salmon.

The Mendenhall Wetlands is the best known, most accessible, and most widely studied wetlands in the area, and has been designated by the State Legislature as the Mendenhall Wetlands State Game Refuge. In addition to its other uses, the Mendenhall flats is one of the most heavily hunted and productive waterfowl areas in Alaska.

To the south of Juneau lie the flats and wetlands of the Taku, Speel, Whiting Rivers, all of which are primarily under Forest Service management, with some small inholdings of private recreational land along or near the Taku River. These wetlands support a small moose population, and the uses of the area emphasize hunting, fishing and recreational pursuits.

Sweetheart Flats at the head of Gilbert Bay is an extremely productive wetlands area that receives occasional hunting, fishing and recreational use.

- The timbered coastal margin is the area lying immediately above the tideline. Frequently this margin is delineated by the highway line extending to Echo Cove, and out along North Douglas Island. In other cases, topographic vegetative breaks, adjoining steep slopes, muskeg, fresh water bodies and other physical features provide an identifiable break. In other situations, this coastal margin merges subtly into the adjoining spruce/hemlock forest.

The coastal margin provides a number of values which must be considered in formulating a management program. Forest cover, particularly including the forest floor which rapidly infiltrates surface waters, acts to catch sediments washed from upland roads and soils, and also helps to regulate the flow of waters into the beach zone. With its strong root-mat development, the margin is also important along steep shoreline areas susceptible to landslide activity. Bald eagles nest exclusively in old-growth trees along the shoreline and the lower margins of larger coastal streams. Deer and sometimes goat may utilize this margin as winter habitat. The margin also protects homes from the force of the wind, and may act as a "filter zone" between upslope disturbances (road-building, land clearing, etc.) and sediment production and the intertidal area.

Studies show that a significant amount of wind protection is afforded coves and anchorages by wind-stable timbered strips (Harris, 1978). Frequently used small-boat anchorages receiving such protection from existing forest margins include:

Echo Cove	Indian Cove
Bridget Cove	Auke Nu Cove
Benjamin Island	Auke Bay
Eagle-Amalga-Halfmoon Harbors	Fish Creek
Pearl Harbor	Outer Point
North & South Tee Harbors	Slocum Inlet
Lena Cove	Taku Harbor
Halibut Cove - Shelter Island	Limestone Inlet
Shelter (Handtrollers) Cove - Shelter Is.	Gilbert Bay

(b) Cultural Resources

Although referred to in the Interim Report as the "man-made environment", this reference includes in addition to the infrastructure of the community, all human uses of the coastal environment and its resources.

- Significant transportation matters that have developed since the publication of the Interim Report include the Preliminary Southeast Alaska Transportation Study and the Juneau International Airport Master Plan.

With respect to the Juneau area, the Southeast Alaska Transportation Study recommends closing the Juneau ferry terminal and routing all Marine Highway traffic to the Auke Bay facility, 13 miles (21.7 k.) northwest of the downtown area. While by no means final, implementation of this recommendation could have far-reaching affects on Juneau's physical, social and economic development in addition to its potential impact on the immediate Auke Bay environs, a popular boating and recreational area.

The Master Plan for the Juneau International Airport indicates a substantial expansion of the present float-plane facilities. While these recommended facility improvements will better serve the aviation community and will reduce the demand for float-plane facilities in other areas, the expansion will remove about 40 acres of water-fowl habitat in an area presently used for walking and recreational hunting within the airport boundary.

In both of these matters, as in other instances of conflicting demands on finite resources, the potential negative impacts on coastal values will have to be weighed against the potential benefits to the community, and well-informed public policy decisions arrived at.

- Human use of recreational/open-space coastal lands and waters constitutes a cultural resource of great importance to Juneauites, and one that can be greatly impacted by governmental actions and policies. If, for example, the City/Borough opts to acquire beach lands through the selection process, and dedicate some of these areas for recreational/open-space purposes (as recommended in Beach Parks for Juneau, 1975), ample public coastal lands could be assured for future generations of Juneauites. Such selection could have the additional public benefit of preserving wind-firm forest margins in locations where they provide protection to important coves and anchorages.
- Continuing scientific use of the Juneau area's coastal resources is made by various agencies of the National Oceanic and Atmospheric Administration (NOAA). Research conducted by these agencies provides an important continuing source of information regarding tides, currents, climatology and the fishery resources of the area.

The University of Alaska/Juneau has completed its Fisheries Science facility at Auke Bay and is conducting courses associated with various phases of the fishing industry.

As outlined in the preceding section on natural resources, the beaches, shores and wetlands are extensively employed by elementary and secondary environmental education classes as an outdoor teaching laboratory, and provide a valuable educational asset to the community.

- A heightened interest has developed over the past several years in the historic and prehistoric resources that make up much of Juneau's heritage. Sealaska Corporation has painstakingly researched Native gravesites, petroglyphs, village locations and other important vestiges of Tlinget culture. The resulting inventory has been incorporated into the Alaska Heritage Resources Survey Index.

The City and Borough of Juneau has established a Historic District Commission and advisory body, and has retained the services of a historic consultant to assist in the identification and interpretation of buildings, sites and events worthy of incorporation into the State Survey Index or listing in the National Register of Historic Places. Since the publication of the Interim Report, five additional Juneau nominations have been placed on the National Register, one of which (Sentinel Island Lighthouse Site in Lynn Canal) has substantial marine significance. The Historic District Advisory Committee is in the process of recommending several areas in downtown Juneau and Last Chance Basin as Historic Districts.

- Indicative of the growing recreation demands of an increasing population is the continuing deficiency of small-boat moorage facilities. The Corps of Engineers has noted that although it appears feasible to add substantially to the small-boat facility at Aurora Basin, the "center of demand" for additional moorage appears to be in the Auke Bay-to-Tee Harbor area of the City/Borough. Investigation of potential sites in that area is continuing. Additionally, there have been expressions of interest in private marina development at Echo Cove and at several locations on Douglas Island.

The dredging, filling and breakwater construction that is inherent in marina development has the potential of damaging impacts on a coastal ecosystem, and the operation of small-boat marinas also exerts pressures on surface transportation and land uses in the area of their location. Small-boat marinas, however, are essential to the full enjoyment of Juneau's waterfront location and the water-related recreational assets of the area.

Again, we have an instance where site-specific analysis conducted within the framework of a coordinated review should become the process by which proposed improvements are considered, so that



following public testimony the Planning Commission and City/Borough Assembly can make well-informed judgements in the public interest.

- Beach access is an important consideration in coastal management planning. Public rights-of-way (street ends and platted accesses) while numerous, are seldom used because they are mostly unmarked, undeveloped and unmaintained. Frequently there is not adequate vehicle parking nearby on the road or highway, and many people are unaware of the availability of these legal accesses.

Additionally, there are a number of access trails or routes both in the roaded and unroaded areas of the City/Borough that have been used for many years. Some of these traverse private as well as public land. These "traditional" or non-right-of-way accesses include:

Taku Harbor to Slocum Inlet

- trail developed by Tiger Olson between Taku Harbor and Slocum Inlet - probably entirely on public land

Taku Inlet

- trail from Turner Lake to tidewater - public land

Gastineau Channel

- Thane to Point Bishop - primarily on public land
- Douglas to Marmion Island and around Tantallon Point a short distance (this trail served an old homestead just north of the point, and also reached a coastal defense station on Marmion Island) - traverses private and public lands

Douglas Island (shorelines other than Gastineau Channel)

- Fish Creek, along northwest side along narrow, timbered peninsula to mouth of creek - probably public land only
- Fish Creek, along southeast side of creek near gravel pits and to mouth of creek - public land only
- from N. Douglas Highway near rock quarry to protected beach on Fritz Cove (due south of Spuhn Island) - may traverse private and public lands
- from end of N. Douglas Highway at turnaround to westerly Douglas beach - probably traverses public land only

- From end of N. Douglas Highway at turnaround to Middle Point, with spurs to several small beaches - public lands only

Airport vicinity

- around west end of runway to spruce groves, dike and wetlands - public lands only

Auke Bay - Fritz Cove

- down access road to Auke Creek Hatchery and around hatchery to beach at mouth of Auke Creek - State, Federal and Territorial Sportsmen lands.
- from Glacier Highway to Auke Beach - public lands
- from Auke Village Campground to point north of Auke Beach - public lands only

Lena Cove - Tee Harbor

- from Lena Loop Rd. to Lena Point - private (residential) and RCA Alascom lands
- from Tee Harbor Rd. to end of outer point at South Tee Harbor - traverses public and private lands
- along beach to end of outer point at entrance to North Tee Harbor - traverses beaches of private lands

Amalga Harbor area

- from the beach about 1 mile (1.7 k.) north of Amalga Harbor to an old homestead at the head of the northerly arm of Peterson Creek wet meadows (old corderoy road probably built by homesteader - serves and uses both public and private lands

Eagle River - Bridget Cove

- from parking area at the end of the secondary road to and through Scout Camp area - uses public and Scout lands
- from Eagle River Campground to beach line to point opposite the south end of Benjamin Island. (heavily used for fishing access) - public lands only
- Bessie Creek Mine to tidewater at Yankee Cove - public and private lands
- Sunshine Cove area to Point from Glacier Highway - public lands
- from Glacier Highway to Bridget Cove through clearcut along beach to recreational cabin sites inside Mab Island - public lands

Berners Bay area

- from Glacier Highway at Cowee Creek bridge to west side of Cowee Creek to mouth of Cowee Creek - public and private lands
  - from Highway down east side of Cowee Creek to old logging road - private lands
  - from Sawmill Creek upstream about 1,000 yards (1 k.) to Falls - public lands
  - from mouth of Berners River via Johnson Creek Trail to Jualyn Mine - public lands leading to private land
  - to Comet Mines from beach north of Point Sherman - may use both public and private lands
- One of North America's most impressive sport-fishing events annually occurs in Juneau area waters; namely the Golden North Salmon Derby. Conducted for the past 32 years by the Territorial Sportsmen, the three-day derby attracts thousands of Juneauites and sportsmen from throughout the country.

(c) Socio-economic Element

- Juneau's population grew rapidly during the first half of the 1970s. The present population is now estimated to be over 22,000 persons. There is some indication that the rapid growth of the early '70s may have begun to level out in 1977. Department of Labor data show that between 1970 and 1976 the average yearly increase was 867 persons, but the 1976 to 1977 increase was only 126 persons. While this data is preliminary, it does signal a change in growth rates that may be significant.

The 1974 Capital City Economic Base Study made projections to 1995 that project a City/Borough total population of 36,546 for that year. These projections appear to continue to be valid. The 1977 projection from this report, for example, was 18,968, and this compares with an estimate of 18,886 by the Alaska Dept. of Labor and 20,465 by the City and Borough. (Dept. of Labor estimates are based primarily on employment and school enrollment.)

Recent population projections done by a private consultant for the City and Borough in 1978 were based on a 1977 population estimate of 20,465. These projections, using three different growth assumptions, show a 1980 population of 21,736, 23,300 and 23,806. The 1990 projection is 30,279, 35,477 and 39,914 respectively. This growth calculates to a low rate of 3.37% per year, a medium rate of 4.29% per year, and a high of 5.3% per year. This data compares to the 1974 Economic Base Study projections of 21,534 for 1980 and 30,475 for 1990...both of which projections compare closely with the low growth rate case in the 1978 consultants' report.

For coastal management planning purposes, a population range of 21,534 to 23,300 for 1980 has been assumed, with the likely 1990 population in the range of 30,475 to 35,477.

These projections, while not expected to be precisely accurate, do point out that under various assumptions, the City/Borough population will likely double in the next twenty years, and that, of course, has many implications for coastal management planning.

- Although population growth will occur to some extent in all areas, the major impact will come in the Mendenhall Valley, Auke Bay and Lemon Creek areas. Based on statistics available for 1975 and projection to 1990 by service area, these three areas are expected to double in size, and will likely contain between 58% and 64% of the total City/Borough population by 1990.

Although some shifting of state government offices to the north along Glacier Highway at Salmon Creek and at Mile 8 will continue to occur, it is quite likely that the major employment will continue to be government in the downtown area. More retail and commercial business will occur in the valley area. The basic transportation system will continue as it is presently, and be upgraded as needed. The area between downtown and the Mendenhall Valley will receive

increased population as urbanization continues north from the central city. Douglas, North Douglas, and possibly West Douglas (as developable land becomes available) will also experience population increases more rapid than in the past.

- Alaska's Capital City will continue to grow faster than the Southeastern Region as a whole because of its designation as the seat of state government. It must be acknowledged, however, that at the present time its position as the Capital of Alaska has been challenged, and there is uncertainty about the future. Because of the many unknown factors that could come into play if the capital is relocated to the proposed site at Willow, it is difficult to portray a clear picture of Juneau with the loss of the capital. The impact would be serious indeed if all central government positions were to be moved. Since these positions are the best indicator of impact, projections have been made which eliminate these from Juneau. The impact would not be felt until after 1980, but then would be rapid. The Southeast Alaska Transportation Study shows that with a capital move, Juneau's population declines from 21,973 in 1980 to 8,429 in 1990, and then begins to increase again to 10,273 in the year 2000.

As these calculations indicate, the impact would be severe. Without the capital move, the population will nearly double from the present 22,000 to about 40,000 in the year 2000. If the capital does move, the present population could be reduced by more than half to approximately 10,000 by the year 2000. The population extremes facing Juneau in the future point up the need for close attention to changing circumstances by the City and Borough, as the community's long-range plans must provide for radically different events.

- The rapid growth of the City and Borough in the decade of the '70s caused extensive demands for public and private use of the area's coastal resources both directly and indirectly. All of the population growth during the '70s, estimated at more than 8,500 persons as of July, 1978, occurred within the coastal management boundaries as defined in this study.

This growth, spurred by state government employment, has caused many public facilities to be constructed in the coastal area in order to meet the demands of an educated and affluent community. A review of the last few years shows many new and expanded facilities such as the new State Office Building, a new Junior High School, a new indoor swimming pool, additions to the University of Alaska campus at Auke Bay as well as new facilities in the downtown area, a new hospital, Outer Drive and the Egan Expressway, extension and surfacing of the North Douglas Highway, a major recreational area at Sandy Beach in Douglas and the new Eaglecrest Ski Area, new sewage treatment plants downtown, in the valley and at Auke Bay, a major hydroelectric project at Snettisham, a new Courts Building, new parks (Marine Park and Twin Lakes Park) under construction, expansion of boat harbor facilities, airport expansion and public housing to name only some of the many projects accomplished over the past eight years. The private sector has also been active with new housing, office buildings, shopping centers and malls, new and expanded tourist facilities and new commercial businesses all providing for more choices and services for visitors and local consumers, as well as placing more demand for land in the coastal area.

Looking ahead at the possibility of another 10,000 persons by 1990 and yet another 10,000 by the year 2000, it is readily apparent that the facilities built in the '70s will need to be greatly expanded in each of the decades ahead. While most facilities were constructed to accommodate growth and expansion, the past does indicate the need to understand the nature and demands of growth.

Projects being contemplated at this time that will affect the coastal area are a new Juneau-Douglas Bridge, a new or expanded boat harbor, expansion of the Juneau International Airport, Ferry Terminal improvements and expansion, a Civic/Convention/Performing Arts Center, completion of the Urban Renewal Area, fish hatcheries, and expansion to the University of Alaska in Juneau and at Auke Bay. Most of this planned expansion is to meet existing demand, but some, such as the airport expansion, will help to meet future needs.

City and Borough land selections and those of Goldbelt, Inc. the Juneau urban Native corporation, will also have a profound effect on land use patterns in the coastal area. As a business enterprise, Goldbelt will tend to select and develop lands with economic potential such as timber lands and lands suitable for residential, commercial and recreational homesites. The City/Borough will tend to select lands for community expansion and for planned management of urban development.

Demands when the area reaches 30,000 persons, perhaps in 1990, will undoubtedly require many new projects in the 1980s. 10,000 more people, for example, will require about 3,000 additional dwelling units, expanded hospital facilities, more recreational areas, expanded water and sewer systems, several new schools, new small-boat harbors, improved or new highways particularly if new land becomes available, expanded or new water-related transportation facilities and a host of other public as well as private projects.

While this list of needs is admittedly incomplete, it does point out one very important reason for coastal management planning. Land will have to be made available to accommodate this growth, and much of this land will be along the coastline. Obviously urban growth of this magnitude will not permit total retention of the pristine coastline of the past, but with proper planning, the

impacts of this growth can be controlled, minimized and managed to as to retain much of the coastal beauty and amenities with which the Juneau area has been endowed.

Outside of the roaded area, the City and Borough will receive little impact from residential or commercial expansion. The coastline of the unroaded area will, however, become even more important from a recreational standpoint as the population increases and more boating demands occur. Except for some very specific sites such as fish hatcheries, and limited mining development or timber harvesting, little economic development impact is foreseen in the rural areas beyond the road system.

- Future predictions with respect to economic development are at best tenuous, and the only thing that can be said with certainty is that the future is uncertain. Nevertheless, knowledge of past events, present trends and plans for the future allow at least some broad generalities as to the directions of Juneau's economic development.

The dominant factor that will have more to do with the future of the community than any other is its designation as Alaska's Capital City. The concentration of government employment in Juneau has been the principal element in its growth in the last twenty years since statehood, and particularly in the last ten years since the North Slope Oil Lease Sale. There is every reason to believe that this government employment element will continue to be the major influence in the area's growth in the future barring, of course, a relocation of the capital. While it is now popular nationally (as well as locally) to criticize growth of the government sector, it cannot be denied that government spending caused Juneau to be what it is today. A realistic analysis would also show that without government spending, the City and Borough of Juneau will not achieve significant economic growth in the foreseeable future. Rather



than bemoan this economic fact, the community should be optimistic about the role of government in Juneau's growth and development, and continue to support their "major industry". Because of government, Juneau enjoys the lowest unemployment rate, the highest household income, and the highest educational level of any city in Alaska. If these can be considered benefits, then continuation of the trend is obviously to the advantage of the community.

Given that the capital does not move from Juneau, the past trend of government as the key economic stimulation of the local economy will continue. At what rate is difficult to predict, but unless state revenues decline significantly, this rate will certainly be positive. Government will be a major part of all activities that occur in Alaska as a promoter of industry, a regulator of its impacts, and a dispenser of public services.

Although government is the dominant influence in Juneau's future, there are four other factors that will play a lesser but important role:

- ° The area's Native business community; namely Sealaska, Inc. and the Goldbelt Corporation have, and will continue to receive land and money as a result of the Alaska Native Claims Settlement Act. Sealaska has already designated Juneau as its headquarters. Goldbelt has selected lands that lie within the City and Borough. The plans of these two major landowners can have important economic impacts. The Tlinget and Haida Central Council is also headquartered in Juneau and provides employment opportunity locally. The Central Council is also planning the construction in the near future of a large office building complex in the Urban Renewal Area.
- ° The area's natural resources will also play a role in shaping the economic future of the community. Commercial timber lands do exist in the City and Borough and in the surrounding National Forest lands. Some development is almost certain since Goldbelt

will eventually be the largest private timber holder in the area. This development may only occur in the form of harvesting operations since processing facilities exist in other communities and the extent of Goldbelt's timber holdings will probably not allow for a major sustained processing operation.

Fish harvesting and processing will likely also grow if hatcheries are established within the City/Borough or nearby. Expansion of local processing facilities is possible to accommodate increases in the salmon catch. Major bottomfish processing is not likely, however, as Juneau is not located in proximity to major bottomfish concentrations.

Mineral development, primarily gold, has been important in Juneau's past, but is not expected to be a major contributor in the foreseeable future. Other known mineral claims do exist, but world market conditions do not appear to be such that major development will occur in the near (1-10 years) future. Supporting the growth of public and private construction will be a growing demand for sand and gravel. Known deposits of these materials can be expected to be developed, and can be expected to have an impact on coastal resources as such deposits frequently occur in or near alluvial streams which are also spawning areas for anadromous fish, or in wetlands which serve as nursery areas for salmon and other species.

- ° A supporting activity will be the growth of Juneau as a sub-regional transportation and service center for northern Southeast Alaska. With its mainline ferry connection, competitive jet service and waterborne freight handling facilities, Juneau can play a more important role in supplying smaller nearby communities. In addition, any major developments in the vicinity such as mineral or timber will undoubtedly use Juneau as a base of supply and operations.
- ° The other positive future influence could be that of tourism. Juneau's scenic location and its role as the State Capital attracts

a growing number of visitors each year. Several factors now planned or in operation will aid in supporting this growth. For example, Eaglecrest Ski Area, a convention/recreation/arts center, a Mt. Juneau Tramway, Native cultural activities, expanding hotel facilities, improved airport and ferry facilities, charter boat availability and improved community facilities are just a few of the positive influences of growth in the tourist sector of the economy.

In summary, government, primarily state and local, will be the leading influence in Juneau's economic growth, followed by the Native business community, natural resource developments, a sub-regional transportation and service center and a growing tourism sector.

### 3. JUNEAU WATERFRONT PLAN REVIEW

A Waterfront Plan for Juneau, Alaska was prepared in 1973, but has not, to date, been adopted as an element of the City and Borough Comprehensive Plan.

Completed almost four years before passage of the Alaska Coastal Management Act, the plan anticipates the requirement for such planning as expressed in the Federal Coastal Zone Management Act of 1972, and directs its efforts towards conservation and development of a portion of the Juneau area waterfront; specifically that area lying on both sides of Gastineau Channel between Sheep Creek and Salmon Creek.

The plan recognizes the need for planned development and prudent administration of Juneau's waterfront, and states some sound principles, assumptions and objectives that have been incorporated into the current planning effort. The principles of multiple use of water resources, joint use of waterfront facilities and priority for water dependent and water related uses, are examples of such incorporation.

The Waterfront Plan was an excellent preliminary study to the present coastal management planning program, and provided some very clear directions that later were incorporated into the Guidelines and Standards of the Alaska Coastal Policy Council.

Discussion of the Waterfront Plan with members of the Port Development, Small Boat Harbor and Economic Diversification Committees confirms that while there is general concurrence with the principles, assumptions and objectives on which the plan is based, the development proposals and implementation program tend to be so site-specific as to lack the flexibility needed in a dynamic community.

The vicissitudes of economic development, transportation and regional needs seem to call for a management program based on sound objectives and policies rather than a rigid "master plan" for waterfront properties.

The Juneau Coastal Management Program has designated essentially the same geographic area covered by the 1973 Waterfront Plan as the "area of urban concern", and for all practical purposes, incorporates the general conclusions of the Waterfront Plan into its overall goals, objectives, policies and standards.

#### 4. ISSUE DISCUSSION PAPER

The three issues discussed in this section are obviously only a few of the matters that will have to be addressed as the district coastal program enters the implementation stage. These particular issues were chosen because they were frequently raised at the public discussion meetings and because they have longer range implications related to both coastal concerns and the overall growth and development of Juneau.

The Juneau Coastal Management Program does not bring the panacea of simple solutions to these complex issues, but does offer a strategy for addressing them that will hopefully present to the decision-makers of Juneau all of the social, economic and environmental facts involved,

which, together with the participation of interested citizens, will lead to well-informed decisions in the general public interest.

- Regulation of private property

Regardless of the form in which it is presented or the inspirational nature of its objectives, regulation of uses and activities on private property is an inherent part of coastal management.

Restriction of an individual's use of his or her property has always been a controversial issue in America, and perhaps an even more strident point of controversy in Alaska where so many people have come "to get away from all that regimentation and regulation." Alaska, it is argued, has a vast land area in which to spread its relatively few residents, and what need is there for all these land use regulations?

Inasmuch as the demonstrated need for governmental regulation of land use is directly proportional to the density of population, the argument has some merit in a state where overall population density is less than 7/10ths of a person per square mile.

Overall density, however, can be a misleading statistic in a state where mountain tops, glaciers, permafrost and governmentally-owned property make up the greatest portion of the land resource while the density of one census enumeration district in Anchorage (Spenard) was recorded in 1970 as over 9,000 persons per square mile. In the City and Borough of Juneau for instance, the 3,108 square miles of total area includes 928 square miles of icecap and 704 square miles of water area. Of the remaining 1,476 square miles, only about 36 square miles is presently in private hands. Assuming that most of the 22,100+ residents of Juneau live on these private holdings, we now come up with a true population density of over 611 persons per square mile, or over 1 person per acre. (Not downtown Spenard, surely, but still a long way from the traditional image of "the last frontier")

Courts in Alaska, as elsewhere in the nation, have consistently held that the police power granted to municipalities does indeed include the right to adopt and apply land use zoning, subdivision regulation, and other reasonable regulatory controls to the use of private land in the greater public interest.

The freedom of speech guaranteed in the U.S. Constitution does not include the right to yell "FIRE" in a crowded theater! Similarly, the right to buy, own and enjoy private waterfront or streamside property does not include the right to pollute the adjacent public waters or to otherwise cause adverse impacts on the coastal resources which belong to all the people.

It is those commonly owned coastal resources that the Juneau Coastal Management Program seeks to protect...and that protection can only be provided through regulation of all uses and activities that have the potential of damaging the coastal values that make Juneau a worthwhile community in which to live.

- Sand and gravel resource

Sand and gravel are the most common minerals mined in the Juneau area, and are essential to nearly every development project. This critical material is most frequently found in or near the area's alluvial streams; often the same creeks and rivers used twice in the life-cycle of the area's anadromous fish populations.

The resulting natural resource conflict is further complicated by social and economic factors; specifically the high cost to the consumer of double-handling and truck-hauling gravel, and the objection of residential property owners to the sand and gravel extraction operations that adversely affect the enjoyment of their homes, the esthetics of their environment and the tranquility of their neighborhoods.

There is no easy solution to these problems, but the City and Borough has made a start in addressing the issue by commissioning an inventory study of sand, gravel and quarry rock resources by R & M Consultants. The Planning Commission, armed with public testimony and the physical, locational, economic and environmental facts of the resource developed in the inventory study, will be working toward recommendation of an ordinance establishing specific guidelines for sand and gravel extraction and processing.

The City and Borough's land selection capability can also help address the perplexing problem of competing resource values by choosing locations where sand and gravel can be mined with minimal negative impact on other resources.

• Transportation

As more development occurs in the North Douglas area, pressures will increase for construction of a second crossing to Douglas Island. A crossing in the vicinity of the airport would save valley residents almost 40 miles in any given roundtrip to Eaglecrest or other North Douglas destination.

With employment and shopping opportunities increasing "out-the-road", and several large state agencies occupying buildings close to the airport area, North Douglas (and possibly West Douglas, if Goldbelt should go into residential land development) residents would add to the demand for a crossing.

The Legislature did not preclude such a transportation corridor when it established the Mendenhall Wetlands State Game Refuge. It will rest with the managing agencies to insist that any planned crossing be consistent with the values of the Refuge. Bridges and elevated (as opposed to solid fill) causeways have been successfully constructed in several southern states with minimal adverse impacts on wetland resources.

Several terminal sites have been proposed to more effectively serve the needs of the Alaska Marine Highway in the Juneau area. Expansion of the Auke Bay Ferry Terminal, moving or improving present downtown facilities, and construction of shuttle-ferry facilities at Berners Bay have all been preliminarily considered.

It must be kept in mind that the Ferry system is a vital factor in Juneau's overall transportation picture, with over 40,000 passengers, 10,000 vehicles and many thousands of tons of sea-borne freight arriving annually in the Capital City via these vessels. Location of facilities for the system will greatly affect surface transportation routes, land use patterns, and demands for location of commercial enterprises. In addition to the coordinated site-specific review and hearings that will precede any terminal development under the district coastal program, consideration should be given by the Planning Commission and Assembly to these secondary impacts so that the needs and desires of the entire community will be best served

Although actual development of the expanded float-plane facilities at the Juneau International Airport is probably some years away, consideration of the Airport Master Plan recommending such development is imminent, and an environmental assessment of the master plan's recommendations has been completed.

The portion of the airport development proposals that will impact the activities of the wetland-walkers and waterfowl-hunters of the community promises to be extremely controversial, and is typical of the kind of issue that will continue to surface as Juneau continues to grow. On the one hand is the need for expanded facilities to serve the growing float-plane demand. On the other is the potential shrinking of important wildlife habitat and the loss of a recreational site that has delighted countless Juneauites for many years.



There are no "good guy - bad guy" confrontations in issues of this nature, and they are simply not capable of easy solution. They can only be responsibly addressed by public bodies who have made themselves knowledgeable of all available facts, considered the testimony of members of the public, and act in the direction that they feel will best serve the long-range objectives of the community.

In short, this type of issue, and nearly all of the community growth - coastal management decisions that must be made within the political process, will prove the value of the Juneau Coastal Management Program and the fact-finding coordinated review and hearing process that it establishes.

#### 5. ASSUMPTIONS AND PRINCIPLES

There are an infinite number of plans that can be prepared to respond to a given need. Before substantive planning can begin, it is necessary to understand the "givens" with which one must work, and the directions to be used in addressing the issues presented. In the instance of a district coastal management program, for example, these givens and directions must be thoroughly researched so that the resulting program will satisfy the requirements of the State's guidelines and standards, and still express the basic needs and desires of the people of the district for which the program is being prepared.

The following assumptions and principles were used to guide the preparation of the Juneau Coastal Management Program:

##### PLANNING ASSUMPTIONS

- o Assuming no relocation of the State Capital, Juneau's population is expected to approach 40,000 within the next twenty years. In any event, Juneau will continue to be a major regional center of Southeast Alaska.

- o The economic diversification program will result in new private sector employment opportunities to supplement governmental employment.
- o The number of tourists and visitors arriving in Juneau by cruise ship, ferry and aircraft will continue to increase.
- o Primary dependence of the community on marine transportation for freight movement will continue.
- o The new Juneau-Douglas Bridge will be constructed in the same location and with essentially the same vertical clearance as the present structure.
- o Public concern for environmental protection will continue to increase, and stringent standards will be enforced by various government agencies.

COASTAL MANAGEMENT PRINCIPLES

- o There is a strong local interest in effective management, beneficial use, protection and development of the coastal area.
- o Juneau's coastal area is a distinct and valuable resource of concern to all people of the community.
- o The physical assets of Juneau's coastal area, which include its amenities and esthetic values, are vital to achieving the community's social, economic and environmental goals.
- o Natural processes of the coastal area are dynamic, and the balance of fish, shellfish and other marine organisms and wildlife requires protection so that future generations may continue to enjoy the economic and recreational benefits offered by this resource.
- o Demands on coastal area resources are significant and will increase in the future. The capacity of the coastal environment to absorb these demands is limited.
- o Protection of the natural, scenic, historic and cultural resources, and fostering wise development of the coastal area is of concern to present and future citizens of Juneau.

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