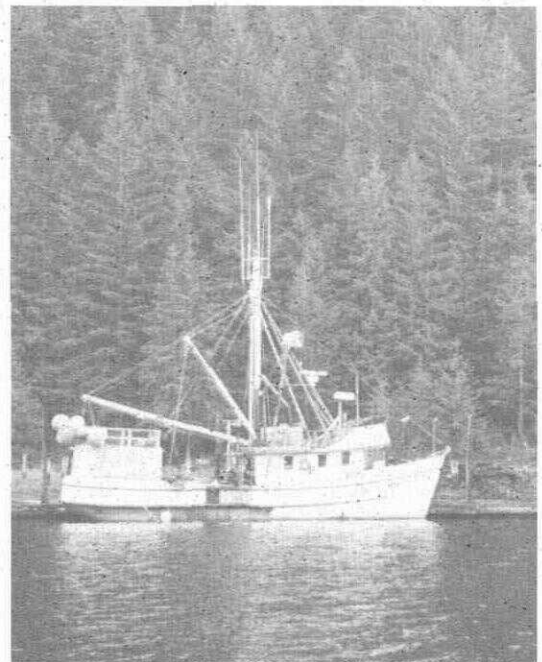


CHAPTER THREE

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CHAPTER 3

Land Management Policies For Each Management Unit

Introduction

This chapter presents specific land management policy for each of fifteen regions. The planning area is further divided into units and subunits to aid in describing specific management intents. Management units and subunits are generally homogeneous in resources and topography.

Resource & Use Information

Tables and the narrative in this chapter describe resources and uses by region, unit, and subunit for **state** lands. While important resources exist on private and federal lands, state management prescriptions do not apply to these areas.

The information presented for each management unit includes the following:

Region Background - Describes the location, physical characteristics, access, land ownership pattern, and land uses introduces each region.

Unit Background - Provides information on land status and major resources and activities for each unit.

Unit Background, Management Intent, and Management Guidelines - Includes a summary of the location, physical characteristics, access, land ownership pattern, and land uses. Management objectives and the methods for achieving the objectives are also provided for each unit.

Land-Use Designation Summary Tables These tables summarize by column the DNR designations, CBJ zoning districts, land types, adjacent land ownership, and resources and uses for each subunit.

DNR designation. These two-letter designations indicate the primary and co-primary uses and resources for each subunit. Designations are described in more detail later in this chapter.

CBJ zoning districts. These are districts designated by CBJ in Ordinance 87-49. In some subunits the CBJ Comprehensive Plan designation (indicated by a "C") and CBJ Coastal Management Plan designation (indicated by a "JCMP") are also given.

Land type. This column indicates whether the unit includes uplands ("UP"), tidelands ("T"), submerged lands ("SU"), or shorelands ("SL"). Figure 1.1 in the beginning of Chapter 1 defines *Uplands, Tidelands, Shorelands, Submerged Lands* and *Shorelands*.

Adjacent land ownership. This indicates the ownership immediately adjacent to the subunit. This column is of particular importance for

tideland subunits where the designation is often based on the CBJ designation on the adjacent uplands.

Resource or use. This column describes the resources and uses upon which designations are based. Many of these resources are described in more detail under the *Background Information* section for each unit. However, to avoid redundancy, habitat and harvest values are so site-specific that they are described almost entirely in the tables but not in the narrative.

Land-use Designation Maps - Maps for each unit show land ownership and designated uses. Subunit numbers correspond to the tables at the end of the text for each region. Land-use designations provide a picture of intended uses and values within a subunit but they must be used with the statements of management intent and guidelines for the complete explanation of management policy.

Management intent statements for each unit and subunit refer only to management of state land. While these statements accommodate certain proposed uses on tidelands and submerged lands, there is no guarantee other regulatory agencies will issue permits necessary for the proposed use. All proposed development uses referenced in the management intent statements are assumed to employ best management practices in siting and operating the proposed use. Finally, state tideland-use designations do not give the public access rights to adjacent private uplands.

Flexibility of the Plan

The land-use designations shown on the maps in this chapter are intended to be flexible. Uses not shown may be permitted on an individual basis if DNR determines they are consistent with the statement of management intent for the management unit in question and consistent with applicable management guidelines.

Boundaries of land-use designations shown on the following maps may be modified through on-the-ground implementation activities, such as site planning or disposal, as long as modifications adhere to the intent of the plan and follow the procedures described in Chapter 4 under the section *Types of Changes to the Plan*. Uses not originally designated may be permitted if they are consistent with the intent for a particular management unit.

This plan will not provide direct answers to many of the site-specific issues frequently encountered by state land managers. The plan can, however, clarify the general management objectives for the area and thereby provide the basis for a more informed decision.

Management Guidelines

Most state lands will be managed for multiple use. Exceptions are lands that will be offered for private lease or ownership, and recreation sites that are less than 640 acres. For this reason, the plan establishes management guidelines that allow various uses to occur without serious conflicts. Management guidelines can direct the timing, amount, or specific location of different activities to make the permitted uses compatible. For example, land disposals will be designed to protect public access and recreational opportunities.

Table 3.1 - Designations Used In This Plan

G	General uses	Rd	Recreation and tourism - dispersed use
Ha-Hb	F&W habitat	Rp	Recreation and tourism - public use site
Hv	F&W harvest	S	Settlement
M	Minerals development	Sh	Shoreline use
Mt	Materials	Tr	Transportation corridor
Pr	Public facilities - reserved site - retain	W	Water resource and uses
Pt	Public facilities reserved site - transfer	Wd	Waterfront development
		▲	Beach access point

GENERAL USE

G Land that may provide some combination of recreation, habitat, resource development, future settlement, or other uses. This designation is applied when lack of information prevents a specific resource allocation, or an allocation is not necessary at the time of the plan development, because the land is inaccessible and remote and development is not likely to occur in the near term, or it is land that contains one or more resource values, none of which is of sufficiently high value to merit designation as a designation.

Compatible uses: All other uses

FISH AND WILDLIFE HABITAT

The Alaska Department of Fish and Game has described and mapped two classes of habitat.

"Ha" Habitat

The most valuable habitat ("Ha" value habitat) is defined as: limited, concentrated-use area for fish and wildlife species during a sensitive life-history stage where alteration of the habitat or human disturbance could result in a permanent loss of a population or species' sustained yield. These habitats include:

- Anadromous fish spawning areas
- Estuaries important for rearing or schooling of anadromous fish
- Eelgrass beds (near anadromous stream mouth)
- Adult anadromous trout over-wintering areas
- Important resident sport fish spawning & rearing areas beyond anadromous fish habitat
- Eulachon spawning concentration areas
- Herring spawning areas
- Sand lance spawning concentration areas

- Limited rearing areas for juvenile Dungeness crab¹
- Limited rearing areas for juvenile king crab¹
- King crab molting and mating area¹
- Tanner crab rearing concentration¹
- Black bear spring concentration areas
- Black bear summer/fall concentration areas
- Brown bear spring concentration areas
- Brown bear summer/fall concentration areas
- Moose winter concentration areas
- High quality mountain goat winter areas
- Waterfowl and shorebird nearshore migratory concentration areas
- Sea lion haulout areas and a 1-mile radius around them
- Seal haulouts for 25 or more seals
- Cutthroat trout/char overwintering area

"Hb" Habitat

"Hb" fish and wildlife habitat areas are the second-most valuable habitat types. "Hb" habitats are highly productive components of the ecosystem where alteration of the habitat or human disturbance would reduce the yield of fish and wildlife populations whether directly or cumulatively. These habitats include:

- Beaver concentration areas
- Herring over-wintering areas
- Highest quality land otter habitat
- Highest quality wolf habitat
- Highest quality deer winter habitat
- Eelgrass beds (not near anadromous stream mouth)

FISH AND WILDLIFE HARVEST

"Hv" Harvest

"Hv" fish and wildlife harvest areas are localized, traditional harvest areas of limited size where alteration of habitat could permanently limit sustained yield to traditional users; or areas of intense harvest where the level of harvest has or is projected to reach the harvestable surplus for the resource. This includes the following areas:

- Cost recovery fishery for hatcheries
- Public clam harvest areas
- Important access for human use of fish and wildlife
- Areas with multiple uses of fish and wildlife
- Localized, very intensive harvest areas of limited size
- Intensive sport/personal use fishing areas
- Intensive commercial salmon fishing areas by gear type
- Intensive commercial crab harvest areas by species²
- Intensive hunting areas for a game species

1 These are based on very limited surveys by ADFG. Rearing areas are thought to be in many other areas but surveys have yet to verify them.

2 These areas also generally serve as rearing areas for crabs but extensive surveys have not been conducted to confirm these areas.

MINERALS DEVELOPMENT

M A resource designation for Minerals, generally is not applied as a surface land use designation. The problems in locating and measuring subsurface resources make it difficult and misleading to apply this category in the same way designations are used for surface resources, such as timber. However, a primary surface designation for Minerals is used where intensive mineral exploration or development is currently taking place or is highly likely in the near term (5 to 10 years) such as for the A-J and Kensington Mine areas.

The department's policy for mineral development is determined by whether the subunit is open or closed to new mineral locations. All state land is open for new mineral locations except where previously closed under AS 38.05.185. Subsurface designations do not affect existing mineral locations. All state land is available for coal or oil and gas leasing. Where a management unit is open to new mineral location and has a primary surface designation, such as wildlife habitat or public recreation, the surface designation will not be construed to automatically prevent mineral development.

MATERIALS

Mt Sites suitable for extraction of materials, which include common varieties of sand, gravel, rock, peat, pumice, pumicite, cinders, clay, and sod. Subunits designated Materials is closed to new mineral location at the time the plan is signed.

PUBLIC FACILITIES - RESERVED SITES

Pr Sites reserved for specific infrastructure to serve the public at large. Note: public facility reserved sites are sometimes intended to serve primarily local needs. However, a reserved use classification is not selectable by municipalities. If DNR intends non-state ownership of the public facility, it will be designated "Pt" and classified "Settlement Land." Pr sites will be classified for retention in state ownership.

Pt These sites will be classified "Settlement Land" so that a non-state public entity can acquire the site and develop or operate it consistent with the purposes outlined in the plan.

RECREATION AND TOURISM - DISPERSED USE

Rd Areas that attract recreationists or tourists who range throughout the area. Also, areas that offer high potential for dispersed recreation or tourism because of desirable recreation conditions that are scattered or widespread rather than localized. Developed facilities are generally not necessary.

RECREATION AND TOURISM - PUBLIC USE SITE

Rp Areas used by concentrations of recreationists or tourists compared to the rest of the planning area; or areas with high potential to attract concentrations of recreationists and tourists. These areas offer localized attractions, or ease of access, or developed facilities. Examples include marinas, cabins, lodges, anchorages, scenic overlooks, road-accessible shore locations used for sport fishing, etc. The recreation and tourism may be either public or commercial.

SETTLEMENT

S Areas suitable for sale, leasing, or permitting of state lands to allow private recreational, residential, commercial, industrial, or community use. Settlement is the primary use or co-designated with other compatible co-primary uses. This designation will generally be used for areas appropriate for land offerings for residential or residential and commercial uses. Unsettled or unsold land in the subunit will be designated and managed for uses compatible with settlement.

Areas designated Settlement will be closed to new mineral location at the time the plan is signed.

SHORELINE USE

Sh Areas of state tidelands, submerged lands, and shorelands where water-related or water-dependent facilities for personal use by the owner of an adjacent upland site may be authorized. Facilities may include small docks, boat ramps, mooring buoys, or other facilities for personal, noncommercial use. An authorized shoreline facility is considered the private property of the owner who built or maintains it, but this private property right does not extend to the surrounding tidelands, submerged lands, or shorelands.

TRANSPORTATION CORRIDOR

Tr Land identified for the location of easements and rights-of-way under AS 38.04.065(f), including transportation, pipeline or utility corridors, or land under consideration for a right-of-way. A Transportation designation reflects the need for efficient inter-regional infrastructure, the need for intra-regional access to resources on state and non-state land, and consideration of the impacts of increased access on resource uses.

WATER RESOURCES AND USES

W Areas of important water sources or watersheds.

WATERFRONT DEVELOPMENT

Wd Use of tidelands, submerged lands, or shorelands for water-dependent or water-related facilities, usually for industrial or commercial purposes. Waterfront development includes: piers, wharves, harbors, log storage, log or mineral transfer facilities, seafood processing facilities, commercial recreation facilities, and other resource development support facilities. Tidelands fill may only be authorized in these areas if it is consistent with the Juneau Coastal Management Plan. In addition, approving authorizations in these areas will be conducted in compliance with the Coastal Development standards in the Alaska Coastal Management Act (6 AAC 80.040).

Beach access points

The CBJ Comprehensive Plan identified a number of beach access points to tidelands from the Juneau road system. Most of these sites are small parcels of CBJ land that provide public access to the beach through areas of contiguous private parcels. CBJ has signed trails through many of these parcels and provided public parking. Access points are shown on the maps and charts in this chapter. At designated beach access points, access across state tidelands to publicly owned uplands will be protected.

Surface & Subsurface Land Use Designations

A **designated use** is an allowed use of major importance in a particular management subunit. Activities in the subunit will be managed to encourage, develop, or protect this use. Where a subunit has two or more designated uses, the management intent statement and guidelines for the unit or subunit, Chapter 2 guidelines together with existing statutes, regulations, and procedures, will direct how resources are managed, to avoid or minimize conflicts between designated uses.

In some cases, specific uses are discouraged in the management intent for a subunit. **Discouraged uses** may be allowed if the use does not conflict with the management intent, designated uses, and the management guidelines. Discouraged uses include activities that should not be authorized or will not be allowed if there are feasible and prudent alternatives. If the discouraged use is determined to be in conflict with the management intent or designated uses, and cannot be made compatible by following the management guidelines, it may be allowed only through a plan amendment.

The plan also identifies **prohibited uses** within each unit. These are uses that have significant conflicts with other uses or resources and will not be permitted without a plan amendment. There are very few prohibited uses.

Subsurface resource designations such as Minerals Development ("M") and Materials (Mt) are not applied as land-use designations to wide areas. The problems in locating and measuring subsurface resources make it difficult and potentially misleading to apply designations for subsurface resources in the same way they are applied to surface resources. Unless closed to mineral entry, mining will be treated as a designated use. In some cases, a surface designation for Minerals Development is made on uplands where resource information indicates access for mineral exploration or development is likely to occur.

Limited areas are closed to mineral location where significant conflicts occur between mining and settlement, recreation, materials, habitat, or fisheries enhancement facilities.

Under each region and unit, mineral potential and activities are summarized in the background section. The management intent sections for each unit include intent for mineral activities for those areas where they are likely to be a significant use. The management guidelines section includes descriptions of the mineral closures. Appendix B includes maps that show the locations of mineral closures. Chapter 2, *Subsurface Resources* section includes additional guidelines, a summary of mining and reclamation regulation statutes, and summary map of mineral closures.

DNR will provide access to the upland owner across state tidelands. **Upland access** across state tidelands, including developed access facilities, may be allowed within all land use designations where DNR determines the proposed facilities are consistent with the management intent and applicable guidelines of the plan. An explanation of the Public Trust Doctrine is located in Chapter 4.

Definitions of Designations³

What is a designation?

A **designation** indicates which resource uses DNR intends to emphasize to produce the maximum benefits for Alaskans. A designation does not necessarily preclude other uses. When the plan assigns a designation to a subunit, the designation is accompanied by areawide **management guidelines** and by **management intent** specific to that land unit and subunit. These three pieces of information—designations, management guidelines, and statement of intent—promote the most beneficial use(s) and set conditions for allowing for non-designated uses.

Designations are based on resource inventories

The best available information has been analyzed and mapped for the following resources and uses:

- fish and wildlife habitat
- community fish, wildlife, shrimp, crab, and shellfish harvest
- commercial fish, shellfish, shrimp, and crab harvest
- recreation areas and facilities
- mineral potential and material sites
- access and transportation

Designations may reflect current or future uses

This plan guides land uses for the **next 20 years**, subject to periodic reviews. The plan may assign a designation to ensure a **future** use that will best serve the public interest, even if that use is not imminent.

The plan can provide management guidance for a resource without designating it. For example, the plan may address the resource by providing management intent for a specific area, or through areawide guidelines. In addition, other state, federal, or local regulations will determine the conditions for using undesignated resources.

If a subunit is designated for a particular use, the subunit will be managed to encourage, develop, or protect the use or resource for which the designation is given. Where there are two or more designations in the same subunit, the area will be managed to avoid or minimize conflicts with the designated uses. Management intent and guidelines are important guidance for management.

GLOSSARY

Definitions of terms used frequently in this chapter are found in the *Glossary, Appendix A*.

³ Also see Appendix A, *Glossary* for definitions of *Designation*, *Designated Use*, *Prohibited Use*, and *Management Intent Statements*.

TABLE 3.2 - City & Borough of Juneau Designations

INTRODUCTION

Following is a key to the abbreviations that appear in the plan land-use designation summary tables for each unit in this chapter under the column "CBJ Zoning District" and how they convert to the best appropriate DNR land-use designations on adjacent tidelands. In many cases, polygons also received additional DNR co-designations such as "Recreation," "Habitat," or "Harvest" that are not reflected in the CBJ designation system.

CBJ ZONING DISTRICTS

JSLP DESIGNATIONS OR ADJACENT TIDELANDS

RESIDENTIAL

D-1	Single family duplex - one unit per acre	Sh
D-3	Single family and duplex - 3 units per acre	Sh
D-5	Single family and duplex - 5 units per acre	Sh
D-10	Multi-family - 10 units per acre	Sh
D-15	Multi-family - 15 units per acre	Sh
D-18	Multi-family - 18 units per acre	Sh
MU	Mixed use - 60 units per acre	Sh

COMMERCIAL

LC	Light commercial	Wd
GC	General commercial	Wd

WATERFRONT

WC	Waterfront commercial	Wd
WCO	Waterfront commercial office	Wd
WCR	Waterfront commercial retail	Wd
WCI	Waterfront commercial industrial	Wd

OTHER

I	Industrial	Wd
RR	Rural reserve (all lands in the CBJ not shown on maps are RR)	Depends on resources and uses
--	Transition areas ⁴ Beach access points	Sh Not specifically designated
OS	Open space (Ordinance 85-76)	Rd or Rp

CBJ COMPREHENSIVE PLAN

DNR DESIGNATION

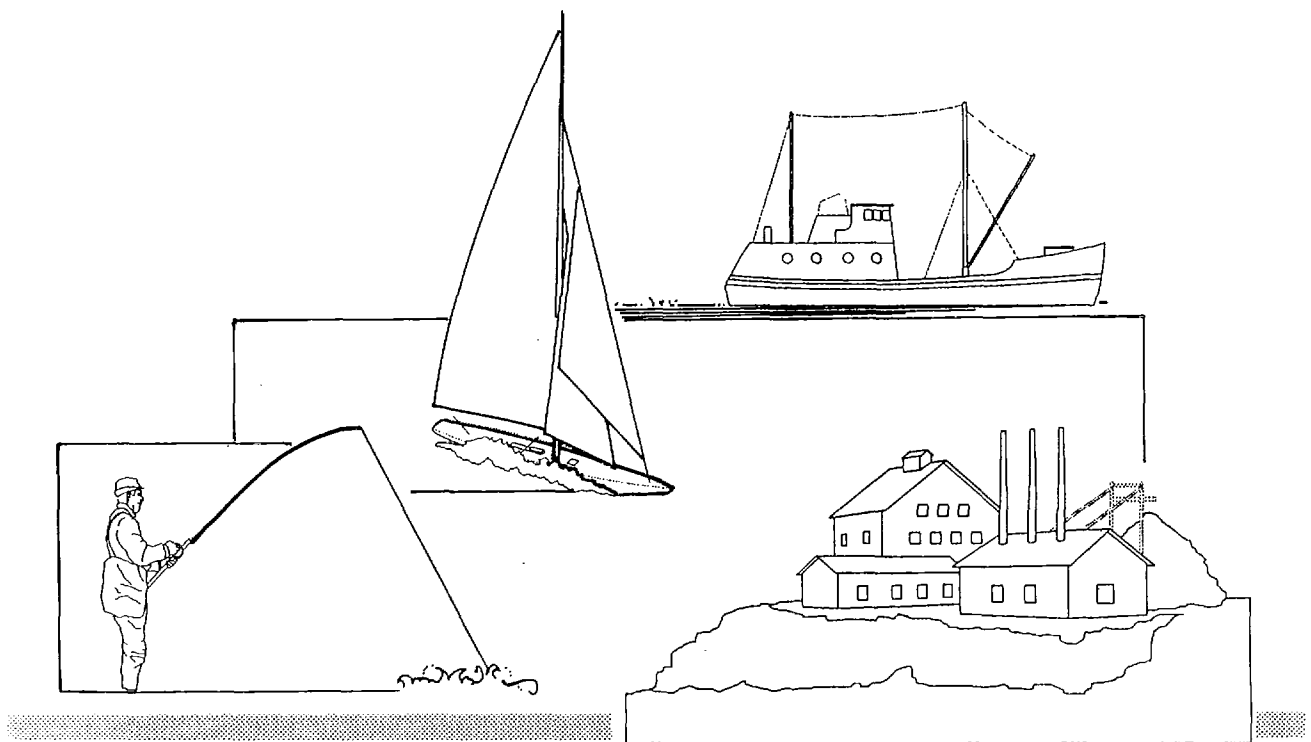
OS	Open space	Rd or Rp
	Conceptual new growth area	Wd if development is proposed in the near term or is existing; other designation if no near-term development is expected

CBJ COASTAL MANAGEMENT PLAN

DNR DESIGNATION

SWA	Special waterfront area	Wd
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⁴ The first designation is the density allowed and the second designation is density after sewer and water are provided e.g. D-1(T)D-5 (single family duplex [one unit per acre] - transition - single family duplex [five units per acre]).



Region Index Map

