

CHAPTER 5

ECONOMIC DEVELOPMENT

Outlook for Economic Growth

Juneau is at an important juncture in its history, with changes to the population dispersion throughout the state increasing government and economic activity along the “rail belt,” and especially in and near Anchorage. While Juneau has a primary strategy to maintain government-based public service employment, it has significant potential for development or expansion of its other basic industries (e.g. mining, fishing, seafood processing, forest products, tourism, small manufacturing, university education and research, regional services). In the service industry sector, in addition to normal expansion as the overall economy grows, Juneau has potential to replace more outside services and products with local suppliers (e.g. local professional services, construction services, food production, car sales, etc.). Although some growth in existing industries is expected, the continued diversification of Juneau’s economic drivers will improve the economic sustainability of the community and the region. New and emerging industries such as the wood pellet and bio-fuel industries, renewable energy research, or industries with renewed interest in Juneau such as the film industry, should be encouraged and accommodated as long as their impacts are acceptable to the community.

Responsibility for Economic Development Activities in Juneau

In 1987 the Juneau Economic Development Council (JEDC) was incorporated as a nonprofit corporation, and in 1991 JEDC and the CBJ Assembly agreed that it would be appropriate for the JEDC board of directors to be appointed by the Assembly. Resolution 2063 sets seven goals for the JEDC, as well as designating the JEDC as the CBJ’s Overall Economic Development Planning Committee and authorizing JEDC to prepare an Overall Economic Development Plan for the community. In general, the mission of the JEDC is to foster a healthy and sustainable economic climate in Juneau and throughout Southeast Alaska. In collaboration with other organizations, the council implements initiatives to maintain, expand, and create economic opportunities. The responsibilities for implementation of the policies in this Chapter are generally identified as either CBJ staff, or the JEDC.

Background: Previous Economic Development in Juneau

The economic circumstances of an area help determine the amount, rate, and type of land development; they also influence the demand for housing, public facilities, and services, and have a strong relationship to the overall quality of living. Over the last decade, economic development has been pursued publicly and privately. Private-sector efforts include the development and operation of precious metal mining; expansion of the seafood processing industry; development and expansion of local manufacturing of goods; development and expansion of retail and service industries; and a tremendous increase in tourism-related businesses. Public efforts include the expansion of the National Oceanic and Atmospheric Administration (NOAA) and University of Alaska facilities; continued program development by JEDC; upgrades and improvements to the waterfront and docks; upgrades to pedestrian and vehicle circulation throughout the community; the sale of CBJ-owned land for commercial and residential development; the continued extraction of gravel from CBJ-owned lands to support the development of road and utility infrastructure; a new Downtown Transportation Center; a new Mendenhall Valley High School (Thunder Mountain); new recreational facilities including upgraded ski lifts, the Dimond Park Aquatic Center, and covered play areas; extended public utility services and attendant up-zonings; expansion and upgrades at the Juneau International Airport; and the development of plans for projects that will be built in the near future, such as the state’s Library, Archives, and Museum project and the CBJ Docks and Harbors’ downtown cruise docks

expansion project, which will result in two new floating cruise ship docks that are both capable of accommodating 1000 foot-long vessels.

The economy of the Juneau area developed originally to support mining activities. Since Juneau became the territorial Capital in 1906, there has been an increasing reliance on government as the major support for the local economy. Much of the City and Borough of Juneau's economic and population growth since Alaska became a state in 1959 occurred in large part as a result of state, federal and local government expansion. Juneau's economy today consists of a mix of public and private sector industries. Important private industry sectors include commercial fishing, mining, manufacturing, transportation services, financial and business services, visitor services, wholesale and retail trade, and the businesses that support these industries.

“Basic” and “Support” Industries

Economic sectors in the borough can be categorized as “basic” and “support.” In a nutshell, the key difference between “basic” and “support” industries is that “basic” industry (like the manufacturing, mining, or state and federal government) brings “new” money and jobs into the community, while “support” industries (like grocery stores) largely depend on money that is already in the community.

Basic sector industries are those businesses that sell goods and services to customers from outside of Juneau, or, like state and federal government, brings new money and jobs into our community . All of these businesses or organizations create economic growth by bringing new jobs and money into Juneau. The bulk of basic sector employment in Juneau comes from mining, commercial fishing and fish processing, tourism, and state and federal government. Support sector industries earn revenue by providing goods and services to local residents, and create economic growth by keeping local money from leaving the community. These industries include retail and wholesale trade, medical and business services, construction, local government, and many others.

Some industries are a combination of basic and support sector depending on who purchases their goods and services. Juneau residents patronize local retail and service businesses. However, visitors to Juneau also shop and obtain services locally. In addition, Juneau's role as a regional center attracts residents of surrounding communities to Juneau to shop, and to obtain medical, financial, repair, transportation and other services, thereby bringing outside money into the community.

POLICY 5.1. TO DEVELOP AND SUSTAIN A DIVERSE ECONOMY, PROVIDING OPPORTUNITIES FOR EMPLOYMENT FOR ALL RESIDENTS.

Implementing Actions

- 5.1 – IA1 Work with private-sector industries and businesses and public sector agencies that are interested in locating or expanding within the City and Borough of Juneau, and consider offering land, tax incentives, or other benefits to encourage new development.
- 5.1 – IA2 The JEDC will monitor the impacts of economic drivers on the community and make recommendations for economic development action annually through its annual Economic Indicators analysis.
- 5.1 – IA3 Invest in developing and adopt an economic development plan for Juneau. Update the adopted economic development plan as needed to ensure that it reflects current economic indicators and trends and is responsive to changing economic situations.
- 5.1 – IA4 Create a CBJ government-supported marketing group with the mission of promoting Juneau as a location for business investment.

State Capital

Juneau's position as Alaska's state capital is not only a major source of identity for the community but represents its major economic activity; nearly half (47%) of the community's workforce is employed by the state, federal, and local government. Development of new facilities or replacement of existing structures necessary to accommodate the government-based public service workforce should be planned with careful coordination between state and local officials. This growth will have significant impacts on all other development within the borough, including

housing, transportation, public services, and cultural, commercial, and recreational activities. The community and local government must continue efforts to make Juneau as attractive and functional as possible to serve the special needs of a Capital City.

Other sections of the *Comprehensive Plan* address economic development issues; these are found in Chapters 4 (Housing), 15 (Cultural Arts Resources), 10 (Land Use), and 11 (Land Use Maps and Subarea Guidelines).

POLICY 5.2. THROUGH A COOPERATIVE EFFORT WITH THE STATE OF ALASKA, TO PLAN FOR AND SUPPORT DEVELOPMENT OF AN ATTRACTIVE SETTING, FACILITIES, AND OTHER SERVICES TO ENHANCE THE STATE CAPITAL AND TO STRIVE TO PROVIDE AN ATMOSPHERE CONDUCIVE TO GOOD LEADERSHIP IN THE STATE, ACCESSIBLE TO AND SUPPORTIVE OF ALL PEOPLE OF THE STATE OF ALASKA.

Standard Operating Procedures

- 5.2 - SOP1 Monitor and strengthen the health and well-being of the Capital City functions in the community and continue to seek improvements to meet the needs of legislators, their support staff and residents.
- 5.2 - SOP2 Support efforts to promote leadership and participation in legislative affairs by supporting affordable accessibility to the capital for all state residents.
- 5.2 - SOP3 Reach out to the residents of the rest of the state to ensure Juneau is seen as an effective location for, and a fair host of, the state capital.

Implementing Actions

- 5.2 - IA1 Initiate joint planning, with representatives of the state legislature and appropriate state agencies, for the Capitol Complex. The following issues should be discussed when siting and designing this complex:
 - A. Defining the physical boundaries of the state capitol planning area consisting of the capitol site and its surrounding sphere of influence;
 - B. Formulating a facilities plan that identifies the nature, timing, cost,
 - C. and local/state government roles and responsibilities for all needed improvements;
 - D. ntegrating new structures into the streetscape of the neighborhood, taking special care to preserve view corridors as well as the visual dominance and character of adjacent historic structures; and,
 - E. Ensuring that the new complex is universally accessible, pedestrian-friendly and is well-linked to public transit.
- 5.2 - IA2 Work collaboratively with and request federal agencies coordinate plans for expansion or modification of federal facilities in the downtown area with local and state plans for the Capitol Complex.
- 5.2 - IA3 Encourage coordinated or joint planning efforts to address the need for alternative transportation and parking opportunities for state workers and legislative personnel. All government agencies should participate in a coordinated Downtown Transportation Management Program per the elements described in Chapter 8 of this *Plan*. [see also 8.5 - IA6 and Subarea 6 Guideline and Consideration 13]
- 5.2 - IA4 Seek ways and means to encourage housing for legislative personnel, such as high-density housing along transit corridors, Single-Room Occupancy (SRO) dwellings downtown, and extended-stay hotels or other lodging in the downtown and around the airport, provided that this does not result in the net loss of year-round rental housing.
- 5.2 - IA5 Seek ways to expand state and federal workforce presence in Juneau.

- 5.2 - IA6 Assume a leadership role in the encouragement of transportation links into and out of the borough. Consider all affordable energy-efficient transport alternatives to improve transportation links between the Juneau and other areas of Southeast Alaska, including improved air passenger and cargo service, roadways, ferries, and fixed-guideway systems.

Federal Government

In addition to bringing state government functions to the community, Juneau's status as the state capital and regional hub also brings a federal government presence to Juneau. Federal courts and administrative offices at the Federal Building are augmented by a strong research, management, and enforcement presence by federal agencies such as the National Oceanic and Atmospheric Administration (NOAA), the U.S. Fish & Wildlife Service (USFWS), National Marine Fisheries Service (NMFS), Forest Service, Federal Aviation Administration (FAA), Immigration and Customs Enforcement (ICE), Transportation Security Administration (TSA), U.S. Army Corps of Engineers (Corps), Federal Bureau of Investigation (FBI), and U.S. Coast Guard (USCG). The USCG alone employed 363 staff in Juneau in 2011, and brings many more crew to Juneau for shorter periods of time.

POLICY 5.3. TO WORK COOPERATIVELY WITH FEDERAL AGENCIES TO ENSURE THAT EXISTING JOBS STAY IN JUNEAU, AND THAT AGENCIES HAVE ACCESS TO THE FACILITIES AND INFRASTRUCTURE REQUIRED TO SUPPORT THEIR MISSION IN JUNEAU.

Standard Operating Procedures

- 5.3 - SOP1 Work with the General Services Administration (GSA) and other federal agencies to ensure that federal facilities that exist or are planned in Juneau are provided with adequate urban services or other infrastructure as required.
- 5.3 – SOP2 Continue to support JEDC's efforts to bring federal government research programs to Alaska, and to Juneau in particular.
- 5.3 – SOP3 Work with the USCG to ensure that waterfront development facilitates their efforts to keep waters of the United States safe for navigation,

Implementing Action

- 5.3 - IA1 When research by federal agencies provides new insights into resource management, harnessing energy, or other applicable fields, respond quickly with amended CBJ ordinances and/or plans to show that the community and government support the work accomplished by federal agencies conducting work in Juneau.
- 5.3 – IA2 Continue to work on extending North Douglas Highway to a deep water port site on the west coast of Douglas Island, and on providing a northern crossing of Gastineau Channel, so as to better accommodate the United States Coast Guard and its mission in Southeast Alaska.

Regional Economics and Services

Juneau is Southeast Alaska's political, commercial, and transportation hub. There are many examples of regional economic interchange including:

- Regional participation at the University of Alaska Southeast;
- Commercial-retail shopping by outside residents;
- Regional marketing of special events;
- Regional participation in sporting and cultural events;
- Manufacture of goods for outlying communities;
- Supply and shipping for outlying resource development activities, some of which reach their final market in Juneau;

- Participation of the regional populace with state and federal agencies including the Alaska State Legislature;
- Alaska Native regional and village corporations based in Juneau do work throughout the region;
- Financial, insurance, medical, clerical, consulting, recreational, cultural, and communications services provided to residents of outlying communities;
- And as many others.

Transportation is particularly significant to the development of regional commerce as Juneau is accessible only by marine and air transport. Goods, customers and information rely on the ability to travel in and out of the community rapidly, safely, and at the lowest cost to achieve maximum participation.

Juneau has a unique and important role to play in helping the region achieve a successful future. Finding an equitable balance between the community's contribution to solving the region's problems and the benefits that the community will receive for participating in regional solutions has been an ongoing challenge. Only by fully participating in regional development planning efforts will the community see its economic development goals fulfilled. Clearly, both the community and the CBJ government have responsibilities and opportunities, as Juneau is a provider of regional services and a significant political, cultural, and economic presence in southeast Alaska.

The CBJ government should strengthen its regional planning and coordination efforts with municipalities and communities throughout the region and should work to offer residents of those communities ease in transport and accommodations when traveling here for legislative, judicial, medical care, sports and recreation, arts and entertainment, and shopping activities.

POLICY 5.4. TO ENCOURAGE AND SUPPORT REGIONAL ECONOMIC DEVELOPMENT IN OTHER CITIES AND LOCATIONS IN SOUTHEAST ALASKA TO CREATE A LOCAL ENVIRONMENT OF SERVICES AND OFFERINGS ATTRACTIVE TO COMMERCE ORIGINATING FROM OUTSIDE THE CBJ, AND TO ACTIVELY PARTICIPATE IN DEVELOPMENT AND IMPLEMENTATION OF REGIONAL SUSTAINABLE DEVELOPMENT GOALS.

Standard Operating Procedures

- 5.4 - SOP1 Work with the Juneau Economic Development Council (JEDC) to maintain a current Overall Economic Development Plan related to both local and regional economic development.
- 5.4 - SOP2 Encourage regional marketing for locally-made goods and locally-provided services and encourage partnerships in producing and marketing regionally-made goods and services.
- 5.4 - SOP3 Participate in regional planning processes.
- 5.4 - SOP4 Consider the impact of local activities on regional systems. Coordinate with other regional communities and jurisdictions to avoid, minimize or reconcile intergovernmental and/or private-sector conflicts.
- 5.4 - SOP5 Encourage economic development; in particular, industries that represent regional economic strengths and that support the production and distribution of renewable energy sources.
- 5.4 - SOP6 Strengthen and expand the partnership between communities, Alaska Native corporations, and UAS in Southeast Alaska, using the Southeast Conference and other regional entities.
- 5.4 - SOP7 Strengthen Juneau's role as a regional services hub for such things as fisheries research, medical, retail, tourism, transportation, and education.

Implementing Actions

- 5.4 - IA1 Host symposia on fisheries management, research, and other topics.
- 5.4 - IA2 Host symposia on medical services and other topics.

- 5.4 - IA3 Encourage continued and expanded transportation systems that serve the Southeast Region while retaining those systems currently serving the region.
- 5.4 - IA4 Evaluate the CBJ Charter and Code, and pursue adoption of an amendment to the appropriate document in order to allow the CBJ government to participate in private/public partnerships in constructing new facilities and supporting economic development in Juneau.

Downtown Juneau

Downtown Juneau is the traditional economic, civic, historical, and cultural center of the community. Over the years, shifts in population to the Mendenhall Valley, changes in retail and commercial activity within the borough, and growth in the cruise ship industry concentrated in the southeast downtown area have presented challenges to the downtown core. Identified concerns include lack of goods and services available in the downtown core, pedestrian and traffic congestion along Thane Road, Egan Drive and South Franklin Street; lack of parking for retail and residential units downtown; lack of seasonal housing for visitor-related employment in the summer and for legislators and their staff in the winter/spring; and the poor aesthetics of closed storefronts on South Franklin Street between October and April. Additional concerns include consistency of new building aesthetics with the historic character of downtown, potential fire hazards within the historic districts, nighttime security, and the noise and congestion of public inebriants in the South Franklin Street area.

To secure the sustainability of downtown, the area needs to create reasons to draw people to the area on a year-round basis. The CBJ government seeks a 24-hour, year-round, safe, attractive and dynamic neighborhood in downtown. This can be accomplished by increasing the supply of year-round housing as well as by encouraging year-round commercial and arts activities. The creation of an arts district in and around a new performing arts center and an expanded convention center would stimulate year-round visits to downtown by Juneau residents and regional visitors. Continued encouragement of businesses offering goods and services to local residents to locate downtown will improve its livability and vibrancy.

It is important that new development positively address community objectives for downtown, including providing goods and services to local residents, strengthening public access to the waterfront, enhancing the Capitol Complex, preserving historic structures and neighborhoods, creating new housing downtown, accommodating summer tourism, providing adequate parking and transit facilities, and preserving scenic vistas and view corridors. Careful planning for public facilities and development of an urban design concept and development standards for downtown are necessary.

New housing opportunities and commercial facilities should be designed to protect the visual prominence of historic downtown. Building height, scale, and orientation should be incorporated into downtown design guidelines, and land use regulations for downtown should be established to facilitate new housing above retail and cultural arts activities while strengthening the visual prominence of historic structures and scenic corridors and strengthening the multi-cultural character of the area. Steps should be taken to identify historically significant buildings throughout downtown and encourage, via tax relief or other incentives, building maintenance and preservation, including installation of sprinkler systems, before historic structures become economically beyond salvage. Increased building heights within the Historic District should not be allowed if it could result in the demolition of historic structures in favor of taller buildings.

[See also Subarea 6 Guidelines and Considerations in Chapter 11 of this *Plan*]

POLICY 5.5. TO MAINTAIN AND STRENGTHEN DOWNTOWN JUNEAU AS A SAFE, DYNAMIC AND PLEASANT CENTER FOR GOVERNMENT AND LEGISLATIVE ACTIVITIES, PUBLIC GATHERINGS, CULTURAL AND ENTERTAINMENT EVENTS, AND RESIDENTIAL AND COMMERCIAL ACTIVITIES IN A MANNER THAT COMPLEMENTS ITS RICH HISTORIC CHARACTER AND BUILDING FORMS.

Standard Operating Procedures

- 5.5 - SOP1 Work with the CBJ Historic Resources Advisory Committee (HRAC), federal and state agencies, and private volunteers, as appropriate, to promote historic and cultural preservation within the community's historic districts and neighborhoods.

- 5.5 - SOP2 Work with the Juneau Arts and Humanities Council and other cultural organizations to develop year-round cultural arts venues, resources and events in downtown Juneau.
- 5.5 - SOP3 Coordinate, and possibly combine, planning for downtown with any development effort for the Capitol Complex.
- 5.5 - SOP4 Encourage development and retention of year-round businesses in downtown that provide goods and services to local residents.

Development Guidelines

- 5.5 - DG1 When reviewing applications for new downtown Juneau development, consider the visual impacts on downtown building form, urban design and view corridors, as well as impacts to the livability of downtown with regard to circulation, housing accommodations, air quality, noise and hazard abatement and provision of goods and services, to ensure downtown provides a clean, safe, attractive, dynamic, interesting, enjoyable, walkable, culturally diverse and affordable neighborhood within which to live, work and play.
- 5.5 - DG2 Consider the policies, guidelines and development recommendations of plans like the CBJ *Long Range Waterfront Plan*, the *Willoughby District Land Use Plan*, and the *Capital Transit Development Plan* when reviewing capital improvement programs and development permits for, or applicable to, the downtown Juneau area.

Implementing Actions

- 5.5 - IA1 Encourage new high-density residential development as in-fill housing above ground-floor commercial space or as adaptive re-use of historic commercial or other non-residential buildings. Encourage development of housing for residents who would not own or need to park automobiles in the downtown area, such as students elders, and downtown workers. Encourage Single-Room-Occupancy (SRO) units, loft-style housing and live-work space in the downtown area.
- 5.5 - IA2 Develop a comprehensive multi-modal (e.g., pedestrian, bicycle, bus, vessel, vehicle) transportation plan for the downtown area that addresses the need to emphasize, provide for and/or improve non-private-vehicle transportation facilities throughout downtown while assuring adequate short-term parking to support business and government activities. This plan should be a key element of a larger transit system between the Alaska Marine Highway System Auke Bay Ferry Terminal, east and west Mendenhall Valley, Douglas, North Douglas, and downtown with convenient stops and bus transfer stations in-between, with dispersed park and ride facilities as components of this system, along with high-density, affordable housing. Consider implementing a downtown circulator shuttle or trolley.
- 5.5 - IA3 Facilitate the pedestrian usage of downtown with physical improvements, Land Use Code amendments, or other programs or initiatives which could include:
 - A. Encourage development that improves year-round safe, convenient and dry pedestrian facilities;
 - B. Extend the waterfront seawalk;
 - C. Repair and widen sidewalks and provide a network of canopies throughout downtown;
 - D. Separate pedestrian ways from vehicular traffic, where practical;
 - E. Encourage development of dry, secure bicycle storage throughout downtown; and
 - F. Consider revising the parking requirements in the CBJ Land Use Code to eliminate or drastically reduce the parking requirement for residences.
- 5.5 - IA4 Continue to work with the State of Alaska and UAS to determine the feasibility of reconstructing the State Office Building parking garage, which was partially funded in the FY13 state Capital Budget, or using the Bill Ray Center, respectively, to provide additional parking as part of a parking management program for Legislators, their staff and other state employees. This

parking could be shared with nighttime and evening patrons and customers of cultural arts, dining, shopping and entertainment activities and venues concentrated in a nearby Cultural Campus district.

- 5.5 - IA5 Encourage continued public and private redevelopment of the downtown waterfront area pursuant to the CBJ *Long Range Waterfront Plan* and considering the following:
- A. Create additional buildable sites bordering the waterfront while protecting view corridors;
 - B. Encourage redevelopment for mixed uses and incorporate architectural guidelines to ensure aesthetic and harmonious building styles;
 - C. Expand dock facilities for small boats. Any expansion of docking facilities for cruise ships should be reviewed pursuant to the procedure outlined in the *Long Range Waterfront Plan* Section 3.9;
 - D. Promote cultural and historic preservation within the Juneau’s historic districts and neighborhoods;
 - E. Promote heritage tourism by continued support of downtown historic interpretive signage; and,
 - F. Public and private investment in new and expanded dock facilities for cruise ships and other large vessels.
- 5.5 - IA6 Amend the Land Use Code to establish design guidelines for the South Franklin area of downtown to require appropriate year-round outdoor lighting and display window treatments to avoid the blighted appearance and effects of summer-season storefronts closed from October to May each year.
- 5.5 - IA7 Work with the CBJ Historic Resources Advisory Committee (HRAC) to advise on historic district design guidelines.
- 5.5 - IA8 Support and facilitate the abatement of fire hazards in downtown, especially by installing sprinkler systems in buildings and areas under buildings on pilings.
- 5.5 - IA9 Facilitate the development of a cultural campus arts district by establishing zoning regulations that would support its development [see 5.6 – IA2].
- 5.5 – IA10 Evaluate the CBJ Charter and Code, and pursue adoption of an amendment to the appropriate document in order to allow the CBJ government to participate in private/public partnerships in constructing new facilities and supporting economic development in downtown.
- 5.5 – IA11 Educate property owners and managers of existing ordinances regarding sidewalk snow and ice clearing and maintenance; enforce those ordinances as necessary.
- 5.5 – IA12 The CBJ government should conduct analyses of potential measures that can strengthen the retail, personal service, food and beverage service, entertainment and cultural offerings and other commercial operations for the downtown Juneau area, and particularly within the Downtown Historic District, which would convey the unique style and character of the community, and its historic and cultural roots, to cruise ship passengers.

Tourism and Visitors

Tourism is the largest private sector industry in Juneau, by number of employees¹ and plays a major role in diversifying the economy, and requiring partnerships and collaboration between tour operators, suppliers, retailers, service providers, and residents in order to thrive. The scale of operations involved in the tourism industry varies widely and serves different types of visitors. There are several market segments with distinct characteristics and needs, such as: cruise, convention, overnight independent, and group travelers, along with private yacht and small cruise ship users. Long-range planning efforts should focus on strategies to promote and

¹ 2011 Southeast Alaska Economic Indicators, JEDC

accommodate each type of use, while mitigating any associated adverse on- and off-site impacts.

It is important to develop and encourage visitor facilities and services that reflect and strengthen Juneau's identity as a unique historical, cultural, and outdoor recreation community in a way that assures the community's long-term sustainability as a visitor destination.

Facilities that serve arriving visitors, such as the Juneau International Airport and public docks and harbors are important gateway points into the community. These facilities should be maintained and aesthetically designed to strengthen Juneau's reputation as an outstanding visitor destination and capital city.

Cruise Ship Passengers

The City and Borough of Juneau had approximately 917,000 summer visitors in 2011, over 93% of whom were cruise passengers. The rate of growth of Alaska's cruise passenger volume over the last five years has fluctuated considerably. Volume increased by seven percent in 2007, was essentially flat in 2008 and 2009, then declined substantially in 2010 (-14%), before rising very slightly in 2011 (up one percent). Total passenger capacity is projected to grow by six percent in 2012 to about 940,000 (with Princess and Norwegian adding one ship each), and there are indications of additional growth in 2013. Historically, cruise ship passengers and crew have shown an increase in numbers due, in part, to the building of larger ships, better docks in downtown Juneau and the market demand for cruise vacations. Future growth is contingent upon ship sizes, dock facilities, shore-side infrastructure, and continued market demand. The scarcity of cheap oil to fuel aircraft and marine vessels could also reduce visitor traffic within the 20-year planning horizon of this *Plan*.

Public and private facilities have endeavored to keep pace with cruise-related growth with the addition of the Marine Park deck-over, South Franklin Street vehicle round-about and sidewalk widening, Seward Street upgrades, and the addition of the Princess Dock and the Cruiseship Dock facilities. New CBJ Docks and Harbors offices, Immigration and Customs Enforcement offices, and Visitor Center have recently been completed. Concerns associated with the current and future cruise ship growth include: The physical carrying capacity of the harbor area for larger ships and of area destinations for more visitors; pedestrian and vehicle congestion; view blockage by ships; visitor satisfaction due to congestion of destinations and the over-concentration of same or similar retail outlets in downtown; and, the community's changing character as a tourist rather than a fishing port city. The carrying capacity of the harbor area is proposed to be expanded by constructing new CBJ-owned docks that are capable of accommodating larger ships than the current docks are able to accommodate, but these expanded facilities will not address, and may even exacerbate, other identified impacts of concern.

Convention and Business Travelers

Convention and business travelers are an important sector of the year-round visitor traffic in Juneau. New and improved facilities and services to serve its needs should be provided. As Alaska's capital city, a regional general government and judicial services center, increasingly diverse regional shopping hub, and business and trade center, Juneau also hosts business travelers and constituents who come to lobby or work with colleagues and the government, and to hold conventions and meetings—which is especially important during the fall/winter/spring months when there are no cruise ship passengers. Summer convention and business travelers often extend their trips to take advantage of the local tourism experiences. Centennial Hall Convention and Civic Center, and the neighboring Andrew Hope Building and Juneau Arts and Culture Center are key facilities for supporting conventions and community events. It is important that Centennial Hall and its environs continue to be maintained and upgraded in order to remain competitive and sustain Juneau's ability to attract regional, state and out-of-state meetings. Convention-related visits should be encouraged to ensure continued growth of the segment. The Juneau Convention and Visitors Bureau plays an important role in promoting Juneau to these travelers.

Independent and Overnight Group Travelers

Independent travelers are a diverse group. They may arrive in Juneau via air, ferry, private boat or plane and engage in a variety of activities in the community. Overnight group travelers are those associated with tour itineraries that include one or more nights in the community. The distinguishing factor of these markets is their tendency to utilize the various lodging and camping facilities and their higher per-person-per-day spending pattern compared to a day visit cruise passenger. In general, independent travelers are not part of a packaged cruise tour and include

overnight visitation in their visit to Juneau. As cruise experiences diversify with the addition of optional land tours, the definition blurs. This segment of the industry is primarily a summer market and should continue to be cultivated, while development that supports year-round visitor services and activities should also be encouraged.

Private Yachting and Small Cruise Ship Tourism

Private yachting and small cruise ship visitors are another primarily summer market. The economic benefits come in the form of the use of air service, food service and overnight lodging as well as support services throughout town. As a major marine town along the Inside Passage, capital city, retail center and airline connection, these visitors find Juneau to be a coveted port to visit. These visitors' time in the developed areas of Juneau generally ranges from overnight to multi-week stays. These modes of transportation also allow many of their guests to spend time in the community twice, as both a starting and ending location for their itinerary. These guests tend to be higher dollar-spent-per-person-per-day additions to the economy than day visitors; their longer stays also allow them to attend and participate in community events not typically frequented by cruise passengers, supporting local performing arts and other organizations that do not usually receive financial support from non-residents.

Winter Tourism

Juneau has potential to develop as a winter tourism destination, with attractions such as winter scuba diving and more traditional winter sports attracting increasing numbers of visitors. Efforts to promote Eaglecrest as a year-round outdoor recreation destination in Juneau and the surrounding region should continue. Improvements have been made to upgrade the lodge building, the parking area, chair lifts and the ski trails, all of which have increased Eaglecrest's appeal as a winter destination. Private-public partnerships have been developed recently - and should continue to be cultivated - to provide summer season activities to extend enjoyment of the area year-round. Development of additional diverse winter venues and activities in the community (hockey/cross-country trail/snowmobile course) could be a draw for additional regional visitors. As helicopter and snowcat-accessed skiing has become increasingly popular as a visitor draw to several southeast Alaska communities, more and more visiting skiers, snowboarders, and film crews spend time in Juneau and at Eaglecrest as part of their trip. Helicopter skiing in Southeast Alaska began in Juneau, and continues to be a niche tourism market during the otherwise slow winter tourism season.

Arts and Cultural Tourism

A new performing arts complex in downtown would be an additional asset for the community as a visitor destination and would provide a much-needed year-round venue for arts and cultural performances for residents and visitors to enjoy. A performing arts center could also be an anchor facility that might spur supporting development in the surrounding area for additional residential and commercial services. A performing arts center could also provide auxiliary exhibition and meeting space for events, conventions, and meetings held at Centennial Hall, the state capitol, or other venues.

Visitor Information Center

Visitor information centers are an integral part of the community infrastructure and provide an important service for in-state and out-of-state visitors as well as residents. Properly located and staffed, information centers increase visitor expenditures by educating visitors on activities and services available, serve as an outward expression of the community's hospitality, and serve as a resource for community events, activities and services. A new visitor information center that opened during the summer of 2012 offers a conveniently located source of information about the community.

The visitor industry is a major contributor to the economic diversity of the community and the strength and vitality of the downtown area. Some tourism-related activities may impact the quality of life for local residents due to noise, dust, fumes and congestion from buses, aircraft and marine vessels and crowded streets and sidewalks in downtown and other tourist destination areas. As a result of such community concerns, the volunteer Tourism Best Management Program (TBMP) was developed in 1996 to improve operational activities related to tourism in order to better balance the needs of local residents and support the established policy of protecting our natural attractions. Although Juneauites are wonderfully friendly and accommodating to their million plus annual visitors, there is a challenge to providing a quality and unique experience for the visitor while minimizing impacts to the

resident population, natural habitat and infrastructure. Long-range tourism planning is needed in order to provide a quality and unique experience for the visitor while minimizing adverse impacts to the resident population, fish and wildlife habitat, infrastructure and the scenery that makes Juneau a unique and enjoyable visitor destination and experience.

POLICY 5.6. TO ENCOURAGE TOURISM, CONVENTION AND OTHER VISITOR-RELATED ACTIVITIES THROUGH THE DEVELOPMENT OF APPROPRIATE FACILITIES AND SERVICES, WHILE PROTECTING JUNEAU'S NATURAL, CULTURAL AND ECONOMIC ATTRACTIONS FOR LOCAL RESIDENTS AND VISITORS ALIKE, AND TO PARTICIPATE IN THE ACCOMMODATION OF THE FUTURE GROWTH OF TOURISM IN A MANNER THAT ADDRESSES BOTH COMMUNITY AND INDUSTRY CONCERNS.

Standard Operating Procedures

- 5.6 - SOP1 Strengthen the local economy by enhancing and marketing Juneau as a year-round visitor destination.
- 5.6 - SOP2 Encourage recognition of the value of historic resources and their preservation to tourism in the community and promote accurate representation of the Juneau area's unique cultures. Utilize the Juneau-Douglas City Museum, and work with the Alaska State Museum and other groups such as the Gastineau Historical Society and Juneau Convention and Visitor's Bureau for dissemination of accurate Juneau area history.
- 5.6 - SOP3 Focus primary marketing efforts on cultivating over-night leisure and convention visitors.
- 5.6 - SOP4 Develop Eaglecrest as a year-round local and regional recreation and tourist facility.
- 5.6 - SOP5 Work with the tourism industry to create and market shoulder season (October through May) activities and recreational opportunities community-wide.

Development Guidelines

- 5.6 - DG1 Develop a long-range plan to ensure that areas that are unique or locally important, such as Treadwell, Last Chance Basin and Perseverance Trail, Mendenhall Glacier, and the Auk Village area are not adversely impacted by commercial use.
- 5.6 - DG2 When considering capital improvements and when reviewing permit applications for tourism-related developments, assess the costs and benefits of the proposed projects against the policies of this *Comprehensive Plan* and any CBJ-adopted Tourism Management Plan or BMPs.

Implementing Actions

- 5.6 - IA1 Adopt a Tourism Management Plan or Best Management Practices (BMPs) for Tourism and maintain an entity to carry out its provisions. This plan should outline a process by which the comprehensive impacts of tourism, as identified by the assembly and its subcommittees, will be evaluated, and negative impacts mitigated on: (1) an individual project or service basis to address the impacts of specific undertakings; (2) a sector basis such as the cruise sector, the convention sector or other sector if the negative impact is attributable to a particular sector; and (3) an industry-wide basis if the impact is attributable to the entire industry. The Tourism Best Management Practices Program (TBMP) is an example of a sector-wide mitigation program.
- 5.6 - IA2 Expand the Centennial Hall Convention and Civic Center facilities as needed in coordination with a combined or separate performing arts complex within a cultural campus area of downtown Juneau generally bounded by Gold Creek, Willoughby Avenue and Egan Drive. This cultural campus will provide much-needed venues for arts and cultural performances for residents and summer visitors to enjoy as well as additional exhibition and meeting space for events, conventions and meetings held at Centennial Hall and additional space for Legislators, staff and visitors to the Capital City. The State Library, Archives, and Museum project is a component of this cultural complex.

- 5.6 - IA3 Work with representatives from the cruise line and yachting industries, private developers, Juneau Convention and Visitors Bureau, and other tourism-related businesses to plan and develop additional or improved moorage and berthing facilities for private yacht charters and large pleasure craft, including additional lightering and short-term moorage facilities.
- 5.6 - IA4 Establish a covered walkway network throughout downtown.
- 5.6 - IA5 Conduct frequent appraisals of public and private transportation facilities to ensure they meet local and tour-related uses and demands.
- 5.6 - IA6 Encourage local private businesses to meet demand for varied and interesting tourism experiences.

EDUCATION

Juneau School District

The Juneau School District (JSD) is home to approximately 5,000 public school students. It is the fifth largest district in the State of Alaska. The District has six elementary schools; two mid-sized middle schools, two medium sized high schools, an alternative high school and a K-8 Charter School. Other District programs include Montessori Borealis, HOMEBridge home school, and a Tlingit Culture, Language and Literacy program. Almost one in four of the district’s students are of Alaska Native heritage. The JSD employs 387 teachers and 358 support, administration, and maintenance staff.

A District Improvement Plan is used by the JSD to achieve compliance with the federal No Child Left Behind Act; recent changes in federal policy regarding this law may change how the JSD addresses this plan in future years. A 2010-2014 Strategic Plan has also been adopted by the JSD, one of the goals of this plan calls to “Strengthen community partnerships to enhance relevance in career technical programs, service learning, civics education, and across the curriculum.”

In an increasingly interconnected world that is dependent on technology and information, it is critical that the JSD prepare students for both continuing education and for immediate employment, as students will want to follow both of these diverging paths. The mission of the JSD is: *In Juneau we are all partners in providing each student with the skills, knowledge and attitudes to be a contributing citizen in a changing world.*

POLICY 5.7. TO SUPPORT THE JUNEAU SCHOOL DISTRICT’S MISSION TO PROVIDE EACH STUDENT WITH THE SKILLS AND KNOWLEDGE NEEDED TO BE A CONTRIBUTING CITIZEN IN A CHANGING WORLD.

Standard Operating Procedures

- 5.7 – SOP1 Work with Juneau School District planners and principals to identify, plan, and provide the capital improvements required to support students and teachers in the educational experience.
- 5.7 – SOP2 Encourage the JSD to provide a full range of class offerings that will provide students with the skills necessary to enter the work force immediately after graduation or to continue their education, depending on their interests.
- 5.7 – SOP3 Provide the financial support necessary to attract and retain qualified teachers and administrators who are able to maintain a quality educational system for the children of Juneau.

Implementing Action

- 5.7 – IA1 Develop a Memorandum of Agreement with the Juneau School District, the Alaska Department of Labor, and UAS to enhance and/or develop training programs to address employment needs in the region.

University of Alaska Southeast

The University of Alaska Southeast (UAS) is an important contributor to the educational, social, cultural, and economic vitality of the community. Through cooperative efforts, UAS will be able to expand to accommodate its needs and develop in a manner consistent with the planning and development objectives adopted by the CBJ government. One of the attractions of the UAS campus to students and faculty is its proximity to natural areas and marine environments. Although campus facilities and student and faculty housing have made good use of the natural and scenic assets of Auke Bay and its environs, new development to accommodate expansion of UAS should be carefully designed to maintain and protect its scenic and natural surroundings.

POLICY 5.8. TO SUPPORT EXPANSION AND DEVELOPMENT PLANS OF THE UNIVERSITY OF ALASKA SOUTHEAST WHILE PROTECTING THE NATURE OF ITS SETTING, WHICH IS AN INTEGRAL PART OF ITS UNIQUE ADVANTAGE.

Standard Operating Procedures

- 5.8 - SOP1 Work with representatives of the University of Alaska Land Trust and State Office of Land Management and other agencies, as appropriate, to facilitate partnerships in land development for UAS facilities expansion and the development of student and faculty housing in and near the university campus.
- 5.8 - SOP2 Encourage UAS to provide a full range of university programs that take advantage of the local environment, both natural and governmental, to attract students from other Alaska communities as well as from outside of Alaska.
- 5.8 - SOP3 Work with the University of Alaska Southeast in the development of additional student and faculty housing, including designating lands near the university for high-density, family-size affordable student and faculty housing as well as for the smaller Single Room Occupancy (SRO) units.

Implementing Actions

- 5.8 - IA1 Allocate CBJ staff to work with UAS to develop and maintain a GIS modeling project to forecast the land needs for the expansion of UAS to accommodate 3,000 full-time students within the next 25 years.
- 5.8 - IA2 Support the provision of affordable housing for the UAS students and faculty on or near the campus through appropriate zoning and land management.
- 5.8 - IA3 Develop a Memorandum of Agreement with the Juneau School District, the Alaska Department of Labor, and UAS to enhance and/or develop training programs to address employment needs in the region.

Port Facilities

Historically, port development in the Juneau-Douglas area has been a significant factor in the layout and physical form of the community's built environment. Typically, port facilities are low scale, water-borne structures with low scale land-side support structures facing the water. This results in scenic vistas of the water from the uplands and scenic vistas of the townscape from the water. Shoreline port facilities are very well utilized and additional development of the Juneau and Auke Bay areas is expected to support commercial fisheries, maritime shipping and tourism industries. Care should be taken to ensure water access to such water-dependent land uses on port properties, rather than allocate these limited shoreline lands to commercial or residential uses that can be accommodated adequately on upland areas. Port development issues are interwoven into many sections of the *Comprehensive Plan* including waterfront development; downtown Juneau and Douglas; tourism/visitors; mining development; regional transportation; and commercial, industrial and public facilities.

The major port facilities for commercial and industrial goods and materials are located on the waterfront at Salmon Creek, at the Rock Dump east of downtown Juneau and in Auke Bay. Marine support facilities at Auk Nu Cove continue to add to activity levels in and near Auke Bay. Two privately-owned facilities near the northern terminus of Glacier Highway have gained in importance as the Kensington Mine has developed and placed additional

shipping demands on Northern Lynn Canal. Because of the geography, water depth, and development patterns of those areas, room for expansion is limited. Due to sedimentation and uplift, travel across the Mendenhall Bar from Gastineau Channel to Fritz Cove is impossible for most marine traffic except at the highest tides. Heavy truck traffic to and from the downtown port and the barge terminal at the rock dump adds to the noise and congestion in the downtown Juneau and downtown Douglas areas.

Port development continues to be of importance for both commerce and recreation throughout the borough. Cruise ship visits are increasing again, and vessel lengths are increasing, as are the number of passengers carried. Moorage for cruise ships and upland support areas have become extremely important to the tour industry and local private enterprise. Recreational boat use is also on the increase and the CBJ Harbormaster has a long waiting list for berths in the most popular size categories. Summer season private boat visits are also on the increase with small ocean-going yacht visits becoming more familiar in the Juneau area.

Ferry traffic in the Auke Bay area has remained fairly level for nearly ten years, with the system operating as frequently as aging equipment, inclement weather, and the transportation needs of the rest of the region allow. Even as the Alaska Marine Highway adds one or more new Alaska-Class ferries to its fleet, these vessels will likely replace existing main-line vessels and not add to service frequency or capacity. Seasonally, with fast ferry vehicles available for use in calmer seas, the Alaska Marine Highway system expands the number of voyages to accommodate increasing numbers of drive-on tourists during the summer. From time to time, Auke Bay is also visited by ore ships serving Skagway, Kensington, and Greens Creek Mines.

Government vessels and their related support activities also play an important role in port and harbor traffic and development. The U.S. Coast Guard maintains a fleet of small vessels at its downtown Station Juneau, where U.S. and Canadian buoy tenders congregate annually, and with a substantial number of employees working nearby at the Federal Building year-round. Additional Coast Guard vessels are based out of Auke Bay, and Coast Guard administrators have expressed interest in utilizing a deep-water port on the west side of Douglas Island, if and when a north crossing of Gastineau Channel is developed. Although the Coast Guard is the largest federal government employer in Juneau, they are not the only government agency that requires good access to port facilities. The National Oceanic and Atmospheric Administration (NOAA), the National Marine Fisheries Service (NMFS), U.S. Fish & Wildlife Service (USFWS), and State of Alaska Department of Fish & Game (ADF&G) all maintain research and/or enforcement vessels in Juneau throughout the year. U.S. and Canadian Navy, as well as Canadian Coast Guard vessels also visit Juneau on occasion, and require secure port facilities during their visits.

In the short term, it is important to expand and improve on existing waterfront industrial sites. Juneau currently does not have marine support facilities commensurate with demand from the commercial fishing and recreational sectors. A larger capacity vessel lift (at least 150 tons) is required along with additional uplands work areas. In the long term, development of new port facilities that would be more accessible to marine traffic of Southeast Alaska should be located along the western shore of Douglas Island, if deep water ports, breakwater facilities, adequate roads, and a channel crossing were made available to support this development. An appropriate West Douglas site should provide protected docking space and adequate land for storage and industrial facilities.

POLICY 5.9. TO FACILITATE AVAILABILITY OF SUFFICIENT AND SUITABLE WATER-BASED FACILITIES AND ASSOCIATED LAND-BASED ACREAGE TO SUPPORT WATER-DEPENDENT USES, AND TO WORK CLOSELY WITH THE PUBLIC AND PRIVATE SECTORS TO FACILITATE SUSTAINABLE MARINE COMMERCE, COMMERCIAL FISHING, SEAFOOD PROCESSING, RECREATION, PUBLIC ACCESS TO THE SHORELINE, AND ENJOYMENT OF THE WATERFRONT THROUGH DEVELOPMENT OF WELL DESIGNED PORT FACILITIES.

Standard Operating Procedures

- 5.9 - SOP1 Protect from land use conflict and/or displacement, potential new, existing, or expanded port and water-dependent industrial, commercial, governmental, and recreational facilities.
- 5.9 - SOP2 Encourage the expanded use of, and home porting in, Juneau by state and federal government vessels, including NOAA oceanographic and fisheries research vessels, and cooperate with those agencies in the development of adequate water dependent port and related upland facilities to meet present and future needs.
- 5.9 - SOP3 Evaluate the effect of changes in state and federal laws on water-related and water-dependent

facilities such as fuel docks, tidal grids, upland boat storage and repair yards, and seafood processing plants, and the role of the CBJ government in facilitating compliance with those laws through the planning and zoning process. 5.9 – SOP4 Utilize the Capital Improvement Program to prioritize and schedule improvements or acquisitions necessary to the sustainable waterfront development and use called for in Policy 5.9.

Development Guidelines

- 5.9 - DG1 Assure public access to the shoreline and water when reviewing development applications.
- 5.9 - DG2 To the greatest extent practicable, orient new structures and facilities located on the waterfront in such a way as to preserve views of the water from public roadways and vista points.
- 5.9 - DG3 Deep water ports and navigable waters are valued assets and are critical to the sustainability of our economy and livability. New development along the shoreline should ensure that deep water navigable lanes and deep water port sites for marine vessels critical to the local economy are protected from encroachment from incompatible uses or obstructions.

Implementing Actions

- 5.9 - IA1 Develop neighborhood plans and create Marine Mixed Use zoning districts for Auke Bay and downtown Douglas that assure provision of adequate port, docks and harbor facilities and support land side facilities and services [see Guideline 1 and 2 for Subarea 3 and Guideline 6 for Subarea 9 in Chapter 11].
- 5.9 - IA2 Evaluate methods for assuring shore-side security without using fencing or security gates on CBJ-owned docks, harbors and recreational facilities used by residents and visitors.
- 5.9 – IA3 Assist with coordination of cruise ship traffic and commercial fishing operations to minimize conflicts.
- 5.9 – IA4 Investigate acquiring a larger capacity vessel lift (at least 150 tons) along with additional uplands work areas along Juneau’s waterfront.
- 5.9 – IA5 Docks & Harbors should work closely with the commercial fishing and seafood packaging industries to ensure that the unique needs of these groups are met at local facilities.

Commercial and Industrial Development

Commercial and industrial activity requires sufficient and suitable land. Careful attention to the spatial requirements and locational considerations of potential uses is necessary to promote and maintain the local economy. As part of the 2008 Update to this *Plan*, CBJ staff conducted a survey of all business types and found the following, which are still relevant and accurate in 2013:

1. A need to expand the land available for retail and office uses, particularly in areas with high proximity to, and visibility from, major thoroughfares.
2. Industrially-zoned areas in Lemon Creek (near Costco) and near the airport have been encroached upon by non-industrial uses that have generated traffic congestion, higher land prices and lease rates, and commercial neighbors who are intolerant of the noise, odors, glare, dust, and other impacts of industry.
3. For industry to grow, including food processing and heavy material handling or manufacturing, a new industry-only zoning district category with parcels ranging in size from 5 to 20 acres each, is needed at a location near utilities and heavy load-carrying capacity roads, but distant from residential and general commercial uses.
4. A *West Douglas Conceptual Land Use Plan* has been adopted by the CBJ for the West Douglas New Growth Area that identifies a 50 to 70 acre “Development Area 2” that would provide opportunities for marine-related industry when access to and from the mainland is provided.

Areas around gravel extraction activities can convert to industrial districts once the land is leveled and gravel extraction on those lands are complete.

POLICY 5.10. TO DESIGNATE SUFFICIENT AND SUITABLE LAND FOR ANTICIPATED COMMERCIAL AND INDUSTRIAL DEVELOPMENT AS PART OF ITS OVERALL ECONOMIC DEVELOPMENT PROGRAM.

Standard Operating Procedures

- 5.10 - SOP1 Follow the specific land use policies of this *Plan* that establish criteria for designation of commercial and industrial lands, including those cited in Chapters 3, Community Form and 10, Land Use.
- 5.10 - SOP2 When additional land is needed for commercial or industrial uses or when there are particular locational requirements for certain activities, initiate appropriate amendments to the *Comprehensive Plan* and Zoning maps to accommodate this need. These new commercial and industrial zones should be evaluated in relation to all applicable policies of the *Comprehensive Plan*.

POLICY 5.11. TO ENCOURAGE THE LOCATION AND GROWTH OF LOCALLY-BASED BASIC SECTOR INDUSTRIES THAT PROVIDE YEAR-ROUND, FULL-TIME EMPLOYMENT AND PROVIDE TAX REVENUES THAT SUPPORT PUBLIC SERVICES.

Standard Operating Procedure

- 5.11 – SOP1 Work with local businesses to develop parking, transportation, and land use policies that encourage and support local businesses.

Development Guidelines

- 5.11 - DG1 When requests are made to rezone industrially-zoned land to a non-industrial use district, assess and consider the impacts of the loss of this land for industry on Juneau’s economy as a whole as well as on current needs for industrial land for expansion of existing industrial businesses. An industrial lands inventory and needs assessment may be required as part of such a rezoning application. Lands designated for Heavy Industrial (HI) Use on the Comprehensive Plan Land Use Maps should not be converted to uses not allowed in the Heavy Industrial (HI) land use definition of Chapter 11 unless an essential public purpose, as deemed by the Planning Commission and Assembly, warrants such conversion.
- 5.11 - DG2 When allocating public lands, infrastructure, tax benefits or other public benefits for new commercial or industrial activities, the CBJ government should consider giving higher priority to locally based basic sector industries over non-local candidate businesses.

Implementing Actions

- 5.11 - IA1 The CBJ should establish a new Heavy Industrial zoning district category that allows light industrial and heavy industrial uses and restricts or prohibits retail, office and residential uses. The director of CDD should identify current Industrial zoning districts or other suitable area(s) that should be designated as heavy industry zoning district and so designate those lands [see the Land Use definition for the Heavy Industrial (HI) land use category in Chapter 11].
- 5.11 - IA2 In an effort to avoid further encroachment on industrially-zoned lands by retail, office and other non-industrial uses, identify lands within current industrial districts that meet the location criteria for office and retail use and that have been predominantly encroached upon by these uses and rezone those lands for retail, office and heavy commercial uses. Any existing light or heavy industrial uses therein should be allowed to remain and, even, expand and relocate therein, if necessary to support that business [see the Land Use definition for the Light Industrial (LI) use category in Chapter 11].
- 5.11 – IA3 Develop an analysis, goals, and strategy to encourage businesses to locate or re-locate/expand in Juneau. Potential strategies for the CBJ government to consider include business incubators, site selection services, and/or tax incentives.

- 5.11 – IA4 Create heavy industrial zoning areas appropriate for the basic industry sector, including fisheries, mining support services, forest products, and others.
- 5.11 – IA5 Pursue funding and construction of a North Douglas Crossing, pursuant to CBJ Resolutions 2330(b) and 2415(am).

POLICY 5.12. TO ACTIVELY RECRUIT OUTSIDE INVESTMENT IN AND CORPORATE RELOCATION TO JUNEAU.

Implementing Action

- 5.12 – IA1 Identify one CBJ agency or staff member who is responsible for, or provide funding to a third-party group for, recruiting new investment and corporate relocation to Juneau.

Mining

Mining is an important private sector basic industry that provides well-paid full-time, year-around employment with benefits. The two active mines within the borough each provide over 200 such jobs and contract with local businesses for materials, transportation, repair services, and food service for mine operations. Additionally, smaller gravel extraction operations offer a critical resource to the community’s private- and public-sector development and maintenance operations.

POLICY 5.13. TO SUPPORT THE EXTRACTION AND PROCESSING OF MINERAL RESOURCES IN AN ENVIRONMENTALLY-SOUND MANNER, GIVING PROPER RECOGNITION TO THE UNIQUE VALUES OF THIS COMMUNITY.

Standard Operating Procedure

- 5.13 – SOP1 Utilize the socioeconomic impact assessment required at CBJ 49.65.130(c) to ensure that capital improvements are scheduled so as to support and be relevant to relieving the impacts of large mines.

Development Guidelines

- 5.13 - DG1 Consult and coordinate with appropriate state and federal permitting agencies to review mining permit applications submitted under the provisions of the CBJ Mining Ordinance.
- 5.13 - DG2 Encourage coordination and cooperation among the mining, tourism, fishing and recreation industries in both development and operation of mining activities. Mining operations should not operate in a manner that would be detrimental to the natural environment needed by these other industries or to human and wildlife neighbors.
- 5.13 - DG3 Where gravel resources have been depleted by extraction activities, utilize these land resources to the most efficient extent possible by filling open pits with construction debris or other non-toxic materials and engineering the lands to be suitable for other uses, such as habitat mitigation, public facilities, recreation resources or residential, commercial, or industrial development.

Implementing Action

- 5.13 - IA1 Identify and map on the GIS system all abandoned, depleted or nearly-depleted gravel pits in the borough and identify suitable adaptive reuse strategies and land use designations for those lands.
- 5.13 – IA2 Develop a five-year Action Plan for the sustainable development or long-term maintenance of the CBJ’s AJ mine property. The plan should address potential economic, environmental, and social impacts of the City’s AJ mine property with or without development and describe actions the City should take to accomplish either objective.

Seafood Industry and Commercial Fishing

The commercial fishing industry is an important and stable sector of Juneau's economy, and supports a substantial and growing seafood processing sector. From a near total demise of processing around 1990, seafood processing has seen substantial reinvestment including two new larger plants, several smaller operations, and a number of Juneau-based direct market catcher processors vessels. Juneau seafood processing has an unusually high level of local ownership compared to most Alaska communities. Salmon fishing has recovered from disastrous impacts of farmed salmon in the late 1990s. Hatcheries help assure healthy and viable commercial wild salmon stocks. Juneau has also become a substantial landing port for halibut and sablefish longliners since the advent of Individual Fisheries Quotas (IFQ). One half of the state-collected Fisheries Business Tax (FBT, a.k.a. "raw fish tax") goes back to the community in which the fish are landed for processing, not where they are caught. CBJ FBT receipts are used to support Docks and Harbors fisheries related infrastructure investment. Fast and affordable air cargo transport of fresh fish, crab and other seafood is also important to the commercial fishing industry, and Juneau's region-leading airport gives Juneau-based fishing enterprises a competitive advantage in serving fresh seafood markets.

Segments of the tourist economy also rely on local fishery resources, and charter sport fishing is an important contributor to the local economy. Likewise, local expenditures of resident sport fishermen help support many local Juneau businesses.

Commercial fishing and other forms of commercial marine activity combine with sport and pleasure marine activity to create a stronger market for facilities and services. However, Juneau does not currently have uplands marine support and service facilities commensurate with the needs of the commercial fishing fleet and from other boaters.

In 2010, 689 Juneau residents were employed as commercial fishermen and crew; although the wages paid in the seafood industry were only 2% of Juneau's total wages, the \$21.5 million in basic-sector wages for this industry are not insubstantial. The 14.5 million pounds of seafood product processed in Juneau in 2010 had a wholesale value of \$43 million. (Juneau Economic Development Council, *2011 Juneau & Southeast Economic Indicators*)

POLICY 5.14. TO SUPPORT THE DEVELOPMENT AND EXPANSION OF THE SEAFOOD INDUSTRY AND OF SERVICES AND FACILITIES THAT BENEFIT COMMERCIAL FISHING ACTIVITY AND TO ATTRACT AND RETAIN HARVESTERS, PROCESSORS, AND SUSTAINABLE AQUACULTURE ACTIVITIES IN JUNEAU.

Standard Operating Procedure

- 5.14 - SOP1 Encourage the location and expansion, as envisioned in Alaska Department of Fish & Game regional plans, of hatcheries and remote release projects in Juneau to support the local fishing industry.

Implementing Actions

- 5.14 - IA1 Assist in the development and provision of facilities suitable for commercial fishing vessels, repair facilities and land for businesses that repair fishing vessels and gear.
- 5.14 - IA2 Assist in the development of a large-capacity ice plant in the Auke Bay area.
- 5.14 - IA3 Assist in the location and permitting of suitable sites for additional seafood processing activities.
- 5.14 - IA4 Support mariculture that does not have unacceptable impacts on important fish and wildlife habitat and other maritime-related activities and ensure adherence with state law and protocols on mariculture practices. Use of invasive species or harmful food or waste products in these operations should be prohibited.
- 5.14 - IA5 Continue to support seafood industry activities as part of a diversified working waterfront in Juneau.
- 5.14 - IA6 Support educational and safety programs that are targeted to the fishing industry.
- 5.14 - IA7 Maintain and enhance local rivers and streams that support fish vitality and sustainable fish populations.

Use of Favorable Energy Assets for Job Creation

A stable and reasonably priced source of electricity will enhance the community’s business and industrial climate. Juneau’s favorable electric energy assets include a current hydroelectric supply with a back-up system that uses diesel fuel. Potential renewable energy resources within the borough should be protected.

POLICY 5.15 TO TAKE ADVANTAGE OF JUNEAU’S FAVORABLE ELECTRICAL ENERGY ASSETS TO ADD QUALITY JOB OPPORTUNITIES.

Implementing Actions

- 5.15 - IA1 Encourage the JEDC to promote Juneau’s favorable energy assets to potential investors, entrepreneurs, and employers.
- 5.15 - IA2 Implement an aggressive water and energy conservation program; and use other renewable energy sources, such as geothermal and micro-hydro electrical generators.
- 5.15 - IA3 Actively support hydroelectric development and other renewable energy projects.

Reduce Housing, Health Care, and Transportation Costs

As the Housing Chapter (4) of this *Plan* illustrates, high housing costs are a significant burden for many Juneau residents, and results in many Juneau residents moving away because they simply cannot afford to live in Juneau. Health care, groceries, and other goods and services also cost more in Juneau than in the nation in general. The Council for Community and Economic Research found that in 2011, Juneau had the highest cost of living of any of the surveyed Alaska communities, which included Anchorage, Fairbanks, Kodiak, and Juneau; Juneau’s costs were significantly higher for housing and health care, and was the lowest of the four cities for transportation.

COST OF LIVING BY CITY

<i>Index Category</i>	<i>Percent of Composite</i>	<i>Anchorage</i>	<i>Fairbanks</i>	<i>Juneau</i>	<i>Kodiak</i>
Grocery Items	13.36%	137.4	132.4	130.8	149.1
Housing	28.64%	149.8	140.3	172.8	123.1
Utilities	10.46%	98.2	211.5	163.7	152.2
Transportation	10.66%	112.0	109.9	107.9	130.5
Health Care	4.44%	139.4	124.5	149.8	133.0
Misc. Goods & Services	32.44%	126.3	120.2	113.2	113.2
Composite	100.00%	130.6	137.0	139.0	127.6

[ACCRA National Cost of Living Index](#), Council for Community and Economic Research, 2012

Table 5.1

Just as there is little that the CBJ government can do to impact the price of grocery items or miscellaneous goods and services, many external factors relating to the cost of health care are outside the control of the CBJ government and ultimately becoming a healthier community through lifestyle changes can we, as a community, reduce our collective health care costs.

Bartlett Regional Hospital is owned and operated by the CBJ through an enterprise fund and appointed governing body. CBJ government oversight of the growth and expenditures of the hospital and services can provide a mechanism to reduce health care costs for residents.

The community and government of Juneau can, however, have a direct impact on the costs of housing and transportation through regulation and policy. Although the critical housing shortage that Juneau currently

experiences is discussed in detail in Chapter 4 of this *Plan*, it is relevant to note that economic development in Juneau is stymied by a lack of affordable housing. Many employers cannot afford to pay employees enough for the employees to be able to afford housing, resulting in a situation where jobs are unfilled and potential employees leave Juneau in search of cheaper housing elsewhere. Employers must recognize this impediment to their operations, and may find that it is in their own interest to provide housing for some employees, especially lower-wage workers. Businesses are also hard-pressed to justify initial investment in Juneau, given the high cost of living and how difficult that makes attracting qualified employees. When existing housing is purchased by employers to accommodate seasonal workers, this alleviates some of the impediments to their ability to retain staff, but at the cost of reducing the available housing stock for year-round residents. This complicated situation demands a multi-faceted approach to reducing housing costs in Juneau, but at base, an increased supply of residential units is desperately needed to support Juneau's economic development.

This *Plan* calls for increasing residential densities where existing public utilities and services can be provided with no need to extend those services to new areas; this strategy results in lower infrastructure costs as well as making trip origins and destinations (home and work, school, or recreation) closer and more convenient to one another. When trips are shorter, they can more often be made by walking or bicycling, both free modes of transportation that play important parts in healthy lifestyles that include daily exercise – thus, non-motorized transportation can reduce both transportation and health care costs.

Furthermore, the economic return on investment - as measured by number of jobs created per \$1 million spent on a project - for non-motorized transportation (bicycle and pedestrian) infrastructure projects outweighs the return for road-only projects: constructing or upgrading non-motorized transportation infrastructure such as bike lanes, sidewalks, and separated paths creates 9-11 jobs per \$1 million spent, compared to 8 jobs created per \$1 million spent on road-only projects.²

Another benefit of focusing future growth and development along existing services is that efficient transit service can be provided to more residences and destinations, and nationwide research shows that most transit riders walk or bicycle at at least one end of their transit ride – again improving their health through active and largely free transportation choices. With an estimated annual cost of \$8,946 to own and operate an average sedan³, finding housing in a location where an automobile is an option and not a necessity, or where one automobile will suffice for a family instead of two, has the potential to save Juneau households considerable money that can then be spent on other expenses and discretionary purchases.⁴

Transit already plays a critical role in getting employees to jobs. According to data compiled by the JEDC and Capital Transit, in FY11 over 150,000 trips to reach jobs were made on Capital Transit by riders who could not have gotten to those jobs without Capital Transit. Including those ride-dependent trips, over 300,000 trips to work would have been difficult or impossible for the worker without Capital Transit. Simple assumptions that ride-dependent trips had to be round-trip and that workers are scheduled for five shifts each week let us estimate that the equivalent of 323 full-time (FTE) jobs in Juneau can only be filled because of Capital Transit, and that it would be difficult for 610 FTE jobs to be filled without Capital Transit. Without Capital Transit's services, Juneau employers would be unable to fill a number of FTE jobs almost equivalent to the U.S. Coast Guard (363 employees), or more jobs than all of those at Tlingit-Haida (250) or in the entire Manufacturing sector (279). The 610 jobs that would be difficult if not impossible to fill if Capital Transit were to cease operations are roughly equivalent in number to the entire Financial Activities employment sector (608 employees).

When the ride-dependent trips to school and shopping are also considered, it is clear that Capital Transit has a far-reaching impact on economic development in Juneau.

2 *Pedestrian and Bicycle Infrastructure: A National Study of Employment Impacts*. Political Economy Research Institute, University of Massachusetts, Amherst, June 2011

3 American Automobile Association, *Your Driving Costs 2012*

4 *The relevance of parking in the success of urban centers*, London Councils, 2012, reports that although car-borne shoppers spend more per visit, they shop less frequently, and shoppers who arrive via non-car modes (transit, biking, or walking) all spend more per month and shop more frequently. <http://www.londoncouncils.gov.uk/policylobbying/transport/parkinginlondon/parkingurban.htm>

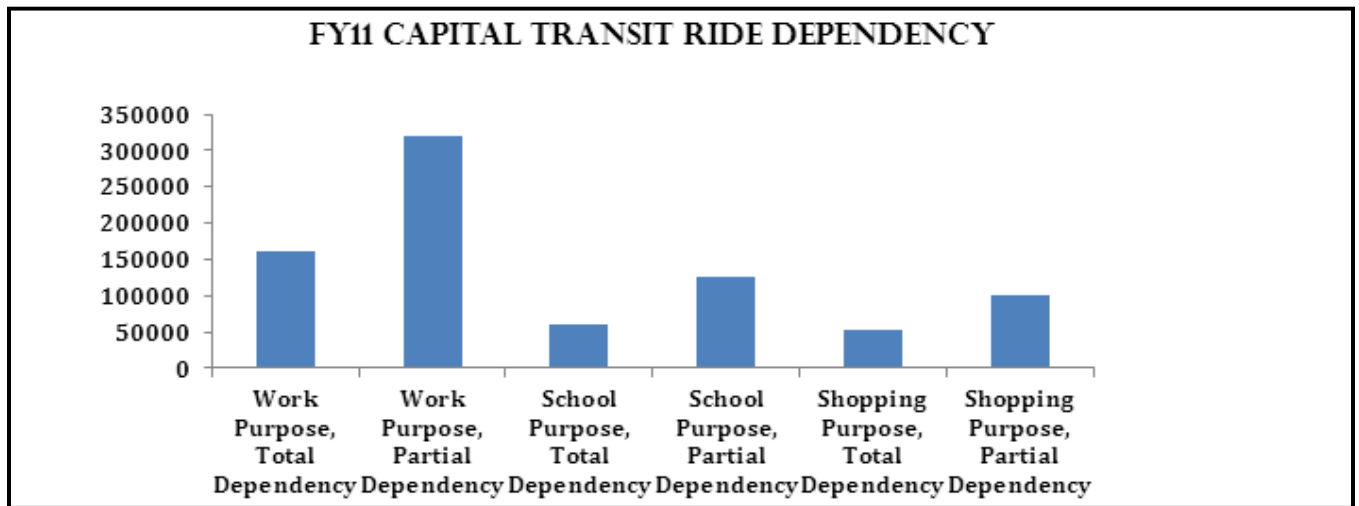


Figure 5.1

POLICY 5.16 TO CONSIDER THE ECONOMIC IMPACTS OF MUNICIPAL INVESTMENT AND TO PRIORITIZE PROJECTS THAT WILL RESULT IN A DECREASE IN THE COST OF LIVING FOR JUNEAU RESIDENTS OR THAT WILL CREATE A GREATER NUMBER OF JOBS IN THE COMMUNITY OR REGION.

Standard Operating Procedures

- 5.16 – SOP1 Support and promote in-fill development that increases the residential density and/or diversity of uses in neighborhood and emerging neighborhood centers, especially around existing transit routes and major transit stops or transfer points.
- 5.16 – SOP2 Support and fund non-motorized transportation infrastructure projects throughout the roaded area of the borough, with priority given to those projects identified in the most recently adopted *Non-Motorized Transportation Plan* or *Safe Routes to Schools Plan*.
- 5.16 – SOP3 Support and fund expansion of Capital Transit within the Urban Service Area and emerging destinations that are not within the Urban Service Area as needed to provide convenient transit service as called for in the Transit First Policy of Chapter 8 of this *Plan*.
- 5.16 – SOP4 Prioritize funding for projects that will keep a higher proportion of project funding in the local economy.
- 5.16 - SOP5 Provide oversight of CBJ owned and operated health care facilities to address both access and affordability of health care services for all Juneau residents.

Implementing Action

- 5.16 – IA1 Choose and prioritize capital improvement projects within the Capital Improvement Program to encourage economic development.
- 5.16 – IA2 Develop, adopt, and implement an Economic Development Plan for the City and Borough of Juneau.

POLICY 5.17 TO CONSIDER THE ECONOMIC IMPACTS OF PUBLIC AND PRIVATE INVESTMENT, AND TO ENSURE THAT THE COSTS OF THOSE IMPACTS ARE CLEARLY DISCLOSED AND ADDRESSED SO AS TO NOT UNDULY BURDEN THE COMMUNITY AT LARGE.

Standard Operating Procedure

- 5.17 – SOP1 Utilize the Capital Improvement Program to focus public investment in infrastructure so as to facilitate private investment in new or expanded basic industries.

Development Guidelines

- 5.17 – DG1 The private and public sector have the primary responsibility to anticipate the necessary roads, ports, worker housing and other infrastructure and facilities needed to adequately serve emerging needs.

Juneau as a Center for Entrepreneurship and Innovation

Entrepreneurship is a major driver of economic growth in the United States. The innovation created through entrepreneurship can open doors to many forms of economic and social development with positive implications for Juneau and Southeast Alaska.

POLICY 5.18. TO ENCOURAGE AND SUPPORT ENTREPRENEURSHIP AND INNOVATION IN THE ECONOMY OF JUNEAU AND SOUTHEAST ALASKA.

Standard Operating Procedures

- 5.18 - SOP1 Deliver programs designed to teach entrepreneurial skills to Juneau's youth.
- 5.18 - SOP2 Work with the JEDC, federal and state agencies, and local service industries to support small business startups.
- 5.18 - SOP3 Establish policies to create a supportive environment for entrepreneurial activity and innovation to flourish.
- 5.18 - SOP4 Encourage a supportive culture for business risk taking.
- 5.18 – SOP5 Encourage the Juneau School District and the University of Alaska Southeast to graduate workers prepared for the creative/innovation economy.
- 5.18 – SOP6 Encourage home-based businesses, especially during the start-up phase.
- 5.18 – SOP7 Work with the business community and local entities to sponsor internships for youth.
- 5.18 – SOP8 Work with the business community to introduce a Business Summer Camp.
- 5.18 – SOP9 Work with local entities to create a mentoring network of successful entrepreneurs.
- 5.18 – SOP10 Work with other southeast Alaska communities to foster innovative solutions to local challenges.

Development Guidelines

- 5.18 – DG1 Establish policies and programs to ensure the availability of risk capital.

Implementing Actions

- 5.18 – IA1 Provide financial and volunteer support for programs provided by the Juneau School District, community schools, and the After School Coalition that promote extracurricular or in-school entrepreneurial education and activities for youth.
- 5.18 – IA2 Provide financial support to provide micro/small loans.
- 5.18 – IA3 Create a Mayor's Award for Entrepreneurial and Business Innovation.

Juneau as an Environmental and Resource Development Research and Education Center

Juneau and the Southeast Alaska region are located in a unique area of the world, with distinct climate, geographic, oceanographic and biological characteristics. These characteristics and conditions can be ideal for biological, meteorological, oceanographic and other types of research, the results of which could have far reaching applications around the world. In addition, industries already located in the region often have need of support through scientific research. Locating, expanding and supporting research facilities in the region not only helps support existing

industries with real time, real location, and real condition research, but can increase economic development in the region through attracting research dollars and jobs to be located here in Juneau. Currently, several research agencies and facilities are located in Juneau, and more are located in other communities throughout the region.

Research agencies located in Juneau include:

- U.S. Forest Service Pacific Northwest Research Station – Forestry Sciences Laboratory
- University of Alaska, Fairbanks - Juneau Center of the School of Fisheries and Ocean Sciences
- National Oceanic and Atmospheric Administration’s National Marine Fisheries Service, Alaska Regional Office and Auke Bay Laboratory
- University of Alaska, Southeast
- Alaska Coastal Rainforest Coalition
- Alaska Department of Fish and Game
- U.S. Geological Survey
- Alaska Department of Natural Resources
- Alaska Department of Environmental Conservation
- Research agencies located in the Southeast Alaska region outside of Juneau include:
 - Alaska Wood Utilization Research and Development Center (Sitka)
 - Sitka Sound Research Center (Sitka)
 - University of Alaska Southeast (Sitka and Ketchikan)
 - Oceans Alaska Marine Science Center (Ketchikan)

Additionally, other research functions exist within other agencies, nonprofit entities, and businesses in Juneau and the region.

The Research industry is labor intensive, with high paying, year around, high-quality jobs. The industry is stable and growing, environmentally benign, non-competitive with other industry, and has a low burden on government. In 2010, the University of Alaska alone spent about \$131 million on research activities statewide. The needs of local industries for research outweigh the ability of local research resources, and often, research services are sought from outside of the region. Expanding research services available locally will not only keep local research dollars here, but can attract new research jobs and dollars to the area. Juneau and the Southeast Alaska region have the potential to become a world class arena for biological, meteorological, environmental, renewable energy, and other types of research with potential worldwide applications. In addition, expanded research activities in the region will likely provide support, education, mentoring, and eventual employment opportunities for our children in science, technology, engineering, and math fields.

POLICY 5.19 TO ENCOURAGE AND SUPPORT CONTINUATION AND EXPANSION OF LOCAL AND REGIONAL RESEARCH ACTIVITIES, BOTH ACTIVITIES THAT SUPPORT REGIONAL INDUSTRY, AND THOSE THAT ATTRACT NEW JOBS AND RESEARCH DOLLARS TO JUNEAU AND THE REGION.

Standard Operating Procedure

5.19 - SOP1 The City and Borough of Juneau is a member of the UAS Alaska Coastal Rainforest Center (ACRC).

Implementing Actions

5.19 - IA1 Facilitate coordination and communication between existing research entities in the region, and those who do research for the region, but are not located here.

- 5.19 - IA2 Contact leaders of the regional industries to determine their scientific research needs, and communicate that to the research entities in the region.
- 5.19 - IA3 Actively promote Juneau and the region as world class research and education arenas.
- 5.19 - IA4 Encourage location of research facilities and activities in Juneau and the region. Actively encourage NOAA and other research vessels to homeport in the region.

Reduce Leakage

While Juneau has a significant number of local retail businesses, there is considerable “leakage” of retail sales, as well as leakage related to nonlocal goods and services consumed in Juneau that could potentially be produced or provided by local businesses.

“Leakage” means any good or service consumed in Juneau that could be produced or provided by local businesses, but is currently brought in from other places. Leakage occurs primarily through internet sales, mail orders, and shipping in goods or services that could potentially be produced or provided locally. For example, additional goods offered in local retail stores, or the manufacture of equipment used in mining or fishing, or the use of local professional services firms would all increase local purchases, increase local jobs, and reduce economic leakage.

The goal of reversing economic “leakage” is to expand local job opportunities. To illustrate the issue, the Juneau Chamber of Commerce has initiated a “look local first” campaign to highlight the literally hundreds of business opportunities to replace nonlocal goods and services with local ones and thereby create more local jobs.

POLICY 5.20. TO ENCOURAGE RESIDENTS AND BUSINESSES TO “LOOK LOCAL FIRST” FOR PURCHASES OF GOODS AND SERVICES.

Standard Operating Procedure

- 5.20 – SOP 1 Support and/or lead efforts to educate residents and businesses regarding the impacts of spending money locally and how money spent within Juneau remains within Juneau’s economy longer.
- 5.20 – SOP2 Encourage local purchases by schools for their food programs. Encourage local purchases of goods by local industries. Encourage use of Centennial Hall or other CBJ facilities for conferences or other extended events.

Implementing Action

- 5. 20 – IA1 Review the CBJ purchasing code and amend as necessary to promote local purchase to the greatest degree practical and legal.